



COMMON TIGRAY POSITION ON JUSTICE AND ACCOUNTABILITY FOR ATROCITY CRIMES

Establishment of the Tigray Accountability Coalition (TAC) for building the Constituency for Justice and Accountability

November 2025

As we approach the solemn occasion of the 5th anniversary of the war on Tigray and the 3rd anniversary of the signing of the Cessation of Hostilities Agreement, the Pretoria Agreement, this is a moment to reflect on the losses endured, remember the victims, and honor the resilience of the people of Tigray. It is also a time to renew our commitment to pursuing lasting peace through justice and accountability, to memorialize the victims with dignity, and to mobilize all peace-loving people to prevent any relapse into war and atrocities in Tigray and the Greater Horn of Africa.

We, the Tigrayan Constituency for Justice and Accountability, comprising civil society organizations, human rights defenders, victims and survivors of atrocity crimes, diaspora communities, legal practitioners, academic institutions, religious leaders, traditional authorities, and all stakeholders committed to truth, justice, accountability, and reparation;

Guided by the principles of the Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the African Charter on Human and Peoples' Rights, and other relevant international human rights instruments;

Recalling the United Nations Charter and the primary responsibility of states to protect populations from genocide, war crimes, ethnic cleansing, and crimes against humanity;

Further recalling the Constitutive Act of the African Union's recognition of the right to intervene in cases of genocide, war crimes, and crimes against humanity;

Underlining the Convention on the Prevention and Punishment of the Crime of Genocide, the Geneva Conventions of 1949 and their Additional Protocols, and the Rome Statute of the International Criminal Court;

Alarmed by the outbreak of armed conflict in northern Ethiopia on 4 November 2020 between the Federal Government of Ethiopia, supported by the Eritrean State and Amhara regional forces, and the National Regional State of Tigray and its defence forces, which resulted in an unprecedented humanitarian crisis and the commission of atrocity crimes on a massive scale;

Profoundly shocked that the death toll from the war on Tigray reached staggering levels, with estimates varying widely from 600,000 to 1 million persons, rendering, according to the Uppsala University Conflict Data, 2022 one of the deadliest years since the Rwandan genocide of 1994, and that, during the war, over 5 million people were besieged and deliberately subjected to starvation as a weapon of war, 286,250 survivors were victims of sexual and gender-based violence according to the Commission of Inquiry on Tigray Genocide, and more than 2 million people were forcibly displaced from their homes;

Emphasising that ICHREE has documented over 49 mass killings of civilians with perpetrators indicating "a clear intention to target the group based on ethnicity, including referring to Tigrayans as 'cancer,' expressing a desire to kill men and children, or aiming to 'destroy' women's reproductive capacities" and 286,250 survivors were victims of sexual and gender based violence between November 2020 and November 2022;

Recalling the findings of the United Nations International Commission of Human Rights Experts on Ethiopia (ICHREE) that documented widespread atrocities by all parties to the conflict, amounting to war crimes, crimes against humanity, and, in Western Tigray, ethnic cleansing. Abuses include the deliberate targeting of civilians, indiscriminate shelling of civilian areas, widespread sexual and gender-based violence, including sexual and reproductive violence with the explicit intent to destroy Tigrayan women's reproductive capacity and the intent to destroy the Tigrayan ethnicity, starvation used as a weapon of war and forced displacement

Further recalling that ICHREE determined that "the Ethiopian National Defence Forces, Eritrean Defence Forces, regional forces, and affiliated militias perpetrated violations and abuses in Tigray on a staggering scale, including mass killings, widespread and systematic rape and sexual violence, including sexualized slavery against women and girls, deliberate starvation, forced displacement, and large-scale arbitrary detentions, which amount to war crimes and crimes against humanity" and that ICHREE concluded that Ethiopian National Defense Forces, the Eritrean Defense Forces fighting with them, and Tigrayan and Amhara forces committed war crimes and that members of the Ethiopian, Eritrean, and Amhara forces further committed crimes against humanity;

Stressing on the determination by the United States Department of State that "members of the Ethiopian National Defense Forces (ENDF), Eritrean Defense Forces (EDF), Tigray People's Liberation Front (TPLF) forces, and Amhara forces committed war crimes during the conflict in northern Ethiopia, and that members of the ENDF, EDF, and Amhara forces also committed crimes against humanity, including murder, rape and other forms of sexual violence, and persecution";

Recalling with great disappointment that credible sources reported that the United States Department of State had drafted but never released a declaration that atrocities in Tigray constituted genocide;

Further noting that New Lines Institute provided "a reasonable basis to believe that EDF, ASF, and ENDF members carried out at least four acts constituting the crime of genocide: killing Tigrayans, causing serious bodily or mental harm to Tigrayans, deliberately inflicting conditions of life upon Tigrayans calculated to bring about their destruction, and imposing measures intended to prevent births among Tigrayans"; and that Human Rights Watch and Amnesty International found that war crimes and crimes against humanity have been committed during the war;

Recalling the signing of the Cessation of Hostilities Agreement (CoHA) on 2 November 2022 in Pretoria, South Africa, between the Government of Ethiopia and the Tigray People's Liberation Front;

Expressing our disappointment on the premature termination of ICHREE's mandate by the United Nations Human Rights Council, despite its identification of grave and systematic violations of international law and documentation of atrocity crimes and its conclusion that "past and current abuses demand further investigation" and that the Ethiopian government "has failed to effectively investigate violations and has initiated a flawed transitional justice consultation process"; and that the African Commission on Human and Peoples' Rights' Commission of Inquiry on Tigray was also terminated under political pressure of Ethiopian government without the release of a public report;

Stressing that with the termination of ICHREE's and the African Commission on Human and Peoples' Rights' Commission of Inquiry on Tigray mandate, the international community has abandoned justice and accountability, while foreign embassies and international organizations in Addis Ababa have supported the Ethiopian Federal Government's efforts to whitewash atrocities through flawed instruments, including the Transitional Justice Policy and National Dialogue processes;

Mindful of the total absence of public trust in the Ethiopian government to dispense free, fair, independent justice and accountability processes that meet international standards, and the presence of indications suggesting that Ethiopia's government aims to instrumentalize transitional justice and national dialogue processes to avoid genuine accountability;

Underscoring that without credible accountability, victims of atrocities risk becoming orphaned from justice, condemned to a cycle where impunity prevails and feeds further cycles of violence and war; and the international community's decision to terminate ICHREE reinforces selective justice and abandons victims of atrocity crimes from Africa, further cementing the double standard tacitly applied in the current multilateral system;

Stressing that failure to act decisively will not only deny justice but will further destabilize the country and the wider region, setting a perilous precedent for perpetual wars;

Emphasizing that sustainable peace in Tigray, Ethiopia, and the region must be built on the principles of truth, justice, accountability, and coexistence, freed from cycles of violence, and where perpetrators are held fully accountable;

Noting with grave concern that keeping the agenda of justice, accountability, and remedies alive has become extremely difficult due to rapidly changing political and military situations and associated geopolitical fragmentation that relegates accountability to a low priority;

Deeply troubled that engagements on justice, accountability, and reparative processes with non-Tigrayan actors, particularly those implicated in atrocities or human rights violations, are being conducted without basic minimum parameters that ensure Tigrayan ownership of justice and accountability processes and meaningful victim engagement;

Resolving that there is an urgent need for unity and solidarity for accountability and justice through a Common Tigray Position on Accountability and Justice that demands credible international mechanisms and ensures that all engagement within and outside Tigray adheres to minimum standards stipulated in international human rights law;

Reiterating that all engagement with external actors must be conducted under strict protocols that prioritize victims' rights to justice, accountability, and remedies, and that dialogue, reconciliation, and transitional justice must be preceded by formal establishment of facts and truth about atrocities and guarantees of non-recurrence;

Having deliberated extensively on these grave trends and recognizing our collective responsibility to pursue justice for the victims and survivors of atrocity crimes:

Part I: Establishment and Objectives

- 1. Adopts** this Common Tigray Position as the comprehensive guiding framework for all justice and accountability efforts concerning atrocity crimes committed in Tigray, Ethiopia, and the wider region;
- 2. Establishes** the Tigray Accountability Coalition (TAC) as a permanent, inclusive, coordinated, and victim-centred platform to strategically consult and promote and

advocate for justice, truth, accountability, and reparations for all victims and survivors of atrocity crimes;

3. **Declares** the following primary objectives of this Common Position:
 - a. Define a unified Tigrayan framework for pursuing comprehensive justice and accountability;
 - b. Coordinate all Tigrayan stakeholders, allies, and partners in justice efforts;
 - c. Demand the establishment of credible, independent international accountability mechanisms;
 - d. Prioritize victims' rights and ensure that justice processes reflect their needs and aspirations;
 - e. Establish TAC as the authoritative implementation and advocacy platform for accountability;
 - f. Prevent impunity and ensure consequences for perpetrators of serious crimes;
 - g. Build sustainable constituencies for justice both within Tigray and internationally;

Part II: Condemnation of Justice Failures

4. **Strongly condemns** the premature termination of ICHREE's mandate despite its credible findings on grave and systematic violations in Tigray, representing a serious setback in the pursuit of justice and accountability that disregarded substantial evidence and prematurely ended the only independent international mechanism investigating atrocity crimes in Ethiopia;
5. **Rejects** the promotion of discredited mechanisms such as the Ethiopian Human Rights Commission (EHRC) and the Joint Investigation Team (JIT) as substitutes for independent international accountability, given their demonstrated lack of independence, transparency, and credibility;
6. **Denounces** the transitional justice process initiated by the Ethiopian government as deeply flawed and exclusionary, lacking the necessary local, national, and international scrutiny and safeguards to ensure impartiality, failing to meaningfully involve victim groups, and risking being used to whitewash crimes instead of confronting them with accountability;
7. **Condemns** these processes for continuing to lack any legitimacy in the eyes of Tigrayan, excluding those most affected by the war, and refusing to centre past atrocities as a prerequisite for reconciliation;

Part III: Core Principles and Parameters

8. **Establishes** the following Core Principles that shall guide all justice and accountability efforts:

- a. **Victim-centred approach:** Placing victims and survivors at the centre of all justice processes, ensuring their meaningful participation, protection, and empowerment throughout all phases;
- b. **Truth-seeking and acknowledgment:** Establishing the comprehensive truth about violations through independent investigation, documentation, and public acknowledgment of harm suffered;
- c. **Effective accountability, remedies, and reparations:** Ensuring comprehensive criminal accountability and reparations, including restitution, compensation, rehabilitation, satisfaction, and guarantees of non-repetition;
- d. **Fair trial and due process:** Upholding international standards for fair trial and due process in all judicial proceedings;
- e. **Independent and international mechanisms:** Demanding credible, independent, and internationally supported accountability mechanisms with adequate mandate, resources, and authority;
- f. **Guarantees of non-recurrence:** Implementing structural, institutional, and cultural changes to prevent future atrocities and cycles of violence;

9. Mandates the following Parameters for Engagement that shall govern all interactions with external actors, particularly those implicated in atrocity crimes:

- a. **Restriction of engagement:** Official engagement with individuals or entities credibly accused of atrocity crimes will only be conducted if necessary and unavoidable;
- b. **Compliance monitoring:** Establishment of robust mechanisms to monitor and enforce compliance among Tigrayan institutions and public figures with these engagement standards;
- c. **Tigrayan ownership:** All justice and accountability processes must be owned and controlled by Tigrayan representatives, ensuring decisions reflect the will and interests of the Tigrayan people;
- d. **Victim participation:** Meaningful participation of victims and survivors in all aspects of engagement with external actors;
- e. **International standards:** All processes must adhere to international human rights and humanitarian law standards;

Part IV: TAC Mandate and Structure

10. Mandates TAC to undertake the following critical functions:

- a. **Strategic coordination:** Develop and maintain a comprehensive Implementation Matrix to guide and monitor all justice initiatives, ensuring coherence and effectiveness across all stakeholder activities;
- b. **Support evidence documentation:** Support those conducting systematic evidence collection and documentation of atrocity crimes in accordance with

international legal standards, maintaining secure databases for future legal proceedings;

- c. **International engagement:** Support engagement comprehensively with international, regional, and national mechanisms, including the UN, AU, ICC, and other bodies, to pursue accountability and support for victims;
- d. **Support victim support programmes:** Support those working in the promotion and coordination of survivor-centred approaches, including psychosocial, legal, and material support for all victims and survivors;
- e. **Advocacy and mobilization:** Mobilize Tigrayan stakeholders, diaspora communities, and international partners for coordinated advocacy campaigns;
- f. **Support research and reporting:** Coordinate support for the issuance of periodic reports, policy briefs, and legal submissions to competent international authorities and civil society organizations;
- g. **Strategic capacity building:** Build sustainable institutional capacity for justice within Tigrayan society and foster a lasting culture of accountability and human rights;

11. Establishes the following organizational structure for The Tigray Accountability Committee (TAC):

- a. **TAC composition:** The Tigray Accountability Committee shall include a Chairperson, Vice-Chairperson, Communications Focal Point, and representatives from victim groups, civil society, diaspora communities, legal practitioners, and other relevant sectors;
- b. **Meeting frequency:** TAC shall convene at minimum four times per year with additional meetings as circumstances require;
- c. **Decision-making:** TAC shall operate through consensus-building while ensuring victims' voices are prioritized in all decisions;
- d. **Accountability:** TAC shall be accountable to the broader Tigrayan constituency and shall provide regular public reports on its activities and progress;

Part V: Operational Tasks and Implementation

12. Directs TAC to undertake the following comprehensive operational tasks:

- a. **Advocacy and awareness initiatives:**
 - i. Promote the Common Tigray Position as the authoritative framework for justice and accountability;
 - ii. Engage systematically with international and regional bodies, including the UN, AU, US, EU, ICC, and major human rights organizations, to advocate for independent accountability mechanisms;
 - iii. Mobilize sustained public support through coordinated campaigns, statements, petitions, and comprehensive awareness programmes;

- iv. Monitor and document ongoing violations for use in advocacy and future legal processes;

b. Legal and justice efforts:

- i. Advocate persistently for the establishment of credible independent international accountability mechanisms to investigate and prosecute atrocity crimes;
- ii. Provide comprehensive legal support to victim- support programmes that facilitate access to justice, legal representation, and connections with human rights organizations;
- iii. Support applicable international legal actions, including submissions to the ICC and support for universal jurisdiction cases;
- iv. Support truth and reconciliation initiatives that align with international justice standards and victim-centred approaches;

c. Research and documentation:

- i. Support professional documentation and evidence-gathering mechanisms to collect testimonies, forensic evidence, and comprehensive reports on human rights violations;
- ii. Support the compilation on authoritative reports on atrocity crimes for submission to international organizations, governments, and media outlets;
- iii. Monitor Tigray's human rights and justice systems to assess gaps, challenges, and opportunities for reform and strengthening;

d. Victim and survivor support:

- i. Advocate vigorously for comprehensive reparations, compensation, and rehabilitation programmes for all survivors of human rights violations;
- ii. Provide robust support networks for victims, including psychological, social, and financial assistance programmes;
- iii. Support the facilitation of meaningful platforms for victims and survivors to speak out in legal proceedings, public hearings, and advocacy campaigns;

e. Political and policy engagement:

- i. Advocate for essential legal and constitutional reforms that promote accountability, democracy, and human rights in Tigray, in Ethiopia and the wider region;
- ii. Engage with Tigray's civil society and political stakeholders to foster productive dialogue on justice and peaceful coexistence;

f. International and diplomatic engagement:

- i. Lobby systematically with foreign governments and multilateral institutions to secure sustained support for Tigray's accountability efforts;
- ii. Engage strategically with Tigrayan diaspora communities to amplify international pressure and mobilize resources;

- iii. Ensure consistent representation in global human rights and justice forums to keep Tigray's accountability crisis on the international agenda;

13. Organizational and strategic development:

- a. Build a robust institutional framework for TAC with clear leadership structures, operational capacity, and sustainable governance;
- b. Establish strategic partnerships with like-minded organizations to strengthen resources, expertise, and global impact;
- c. Seek funding and resource mobilization to sustain TAC's mission and those working on the justice and accountability;
- d. Organize regular strategic meetings and evaluation sessions to assess progress and adapt approaches as needed;

Part VI: Immediate Demands and Calls to Action

14. Demands the urgent establishment of an independent international accountability mechanism with the mandate to:

- a. Conduct comprehensive investigations into all atrocity crimes committed during the Tigray war;
- b. Prosecute those responsible for genocide, war crimes, and crimes against humanity;
- c. Ensure full reparations and redress for all victims and survivors;
- d. Implement effective guarantees of non-recurrence through institutional and structural reforms;

15. Calls upon the United Nations, African Union, and all international partners to:

- a. Provide sustained political, technical, and financial support for TAC's efforts and mandate;
- b. Reject the flawed and compromised transitional justice process promoted by the Ethiopian government;
- c. Support the establishment of credible regional or international accountability mechanisms;
- d. Ensure that any transitional justice processes meet international standards for independence, impartiality, and victim participation;

16. Condemns all forms of impunity and selective justice that marginalize and deny the rights of Tigrayan and other victims and survivors;

17. Rejects any attempt to impose reconciliation without prior truth-telling, acknowledgment of violations, and accountability for perpetrators;

Part VII: Implementation Framework

Commits to the following implementation framework:

18. Immediate actions:

- a. Finalize TAC's organizational structure and leadership appointments;
- b. Conduct comprehensive stakeholder consultations and outreach to expand the coalition;
- c. Launch a public campaign to raise awareness and garner international support;
- d. Develop a detailed Implementation Matrix with clear timelines and responsibilities;

19. Short-term goals:

- a. Convene meetings on standard methodologies for evidence gathering and documentation;
- b. Support to the mobilization of legal and forensic experts for technical capacity building;
- c. Support those working on secure database of atrocity crimes and evidence;
- d. Launch coordinated advocacy campaigns targeting key international actors;
- e. Submit comprehensive reports with help of those working on justice and accountability to UN bodies, ICC, AU, and key governments;

20. Medium-term objectives:

- a. Advocate for the establishment of an independent international accountability mechanism;
- b. Advocate for meaningful progress on victim reparations and support programmes;
- c. Support sustainable institutional capacity building for long-term justice efforts;
- d. Develop comprehensive partnerships with international justice organizations;

21. Long-term vision:

- a. Achieve justice and accountability for perpetrators of atrocity crimes;
- b. Secure comprehensive reparations for all victims and survivors;
- c. Support the establishment of sustainable mechanisms for conflict prevention and human rights protection;
- d. Contribute to broader regional peace and stability through justice and accountability;

22. Establishes the following monitoring and evaluation framework:

- a. Quarterly progress reviews by TAC to assess implementation and adapt strategies;
- b. Annual general conference on justice and accountability of the broader constituency to review progress and set priorities;

- c. Midterm comprehensive evaluation after 18 months to assess impact and recalibrate approaches;
- d. Regular public reporting on press releases and conferences

Part VIII: Resource Mobilization and Partnerships

23. Calls for comprehensive resource mobilization through:

- a. International donor support for TAC's operations and victim assistance programmes;
- b. Partnership with international human rights and justice organizations;
- c. Grant funding from foundations and governmental development agencies;
- d. Technical assistance from legal and forensic experts;

24. Seeks to establish strategic partnerships with:

- a. All Tigrayan and Ethiopian and African and international justice, accountability and human rights institutions;
- b. International criminal justice organizations and tribunals;
- c. Regional human rights bodies and mechanisms;
- d. Civil society organizations working on transitional justice globally;
- e. Academic institutions and research centres focused on accountability;
- f. Victim support and trauma healing organizations;

Part IX: Final Provisions

25. Affirms that the pursuit of justice in Tigray must be rooted in international human rights and humanitarian law, must authentically reflect the voices and needs of victims and survivors, and must serve as a solid foundation for sustainable peace, national reconciliation, and inclusive development;

26. Declares that this Common Position represents the unified voice and unwavering commitment of the Tigrayan constituency to pursue justice, truth, accountability, and reparations for all victims and survivors of atrocity crimes;

27. Commits to convening regular meetings of TAC, including quarterly sessions and annual general assemblies of the broader constituency, to monitor implementation progress, adapt strategies to changing circumstances, and maintain unity of purpose;

28. Resolves that the struggle for justice and accountability in Tigray will continue until all victims and survivors receive the truth, justice, reparations, and guarantees of non-recurrence to which they are entitled under international law;

29. Calls upon all people of conscience, governments, international organizations, and civil society globally to support the just cause of accountability for atrocity crimes in Tigray and to stand in solidarity with victims and survivors in their quest for justice;

30. Decides to remain actively engaged in pursuing justice and accountability until the objectives of this Common Position are fully achieved and sustainable peace with dignity is established in Tigray;

ADOPTED this day under the unified voice of the Constituency for Justice and Accountability

Date: 2 November 2025

This Common Position was adopted through extensive consultations with victims and survivors, civil society organizations, diaspora communities, and all stakeholders committed to justice and accountability for atrocity crimes committed in Tigray.