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**17<sup>TH</sup> RETREAT OF THE PEACE AND SECURITY COUNCIL OF THE AFRICAN UNION ON THE REVIEW OF ITS WORKING METHODS**

**6 - 7 NOVEMBER 2025**

**ABUJA, NIGERIA**

**PSC/PR/Retreat.17 (2025)**

**CONCLUSIONS**



**CONCLUSIONS OF THE 17<sup>TH</sup> RETREAT OF THE PEACE AND SECURITY COUNCIL OF  
THE AFRICAN UNION ON THE REVIEW OF ITS WORKING METHODS**

**I. INTRODUCTION**

1. The Peace and Security Council (PSC) of the African Union (AU) held its 17<sup>th</sup> Annual Retreat on the Review of its Working Methods from 6 to 7 November 2025, in Abuja, Nigeria.
2. Organized at Ambassadorial level, the Retreat was chaired by H.E. Ambassador Churchill Ewumbue-Monono, the Permanent Representative of the Republic of Cameroon to the AU, in his capacity as the PSC Chairperson for November 2025.
3. Participants included all fifteen PSC Members, namely, Algeria, Angola, Botswana, Cameroon, Cote d'Ivoire, Democratic Republic of Congo; Egypt, Equatorial Guinea, Eswatini, Ethiopia, The Gambia, Nigeria, Sierra Leone, Tanzania and Uganda participated at the Retreat, accompanied by the Members of the PSC Committee of Experts. The AU Commission was represented at the highest level by H.E. Ambassador Bankole Adeoye, the Commissioner for Political Affairs, Peace and Security, who was accompanied by Ms. Patience Zanelle Chiradza, the Director for Governance and Conflict Prevention, Ms. Neema Chusi, the Head of the PSC Secretariat, as well as support staff from the AU Commission. The detailed list of all participants is herewith attached as an Annex.
4. The Opening Ceremony was marked by Welcome Remarks by, Ambassador Umar Dunoma Ahmed, the Permanent Secretary in the Ministry of Foreign Affairs of the Federal Republic of Nigeria; and by H.E. Ambassador Mohammed Mohammed, the Director General of the National Intelligence Agency of Nigeria as well as Introductory Statement by H.E. Ambassador Bankole Adeoye, AU Commissioner for Political Affairs, Peace and Security and Opening Remarks by H.E. Ambassador Churchill Ewumbue-Monono, the Permanent Representative of the Republic of Cameroon to the AU as the PSC Chairperson for November 2025.

**II. MAIN OBJECTIVE**

5. As with the previous Annual Retreats of the PSC on the Review of its Working Methods, the 17<sup>th</sup> Annual Retreat was organized as part of the ongoing efforts to continue to further strengthen the PSC working methods with a view to enabling the PSC to more effectively and more efficiently deliver on its mandate of promoting peace, security and stability in Africa, within the framework of the African Peace and Security Architecture (APSA) and African Governance Architecture (AGA), and also as stipulated in the Protocol Relating to the Establishment of the Peace and Security Council of the African Union (herein after referred to as 'PSC Protocol').

**III. AGENDA OF THE RETREAT**

6. The Retreat focused on PSC Working Methods including the PSC 2025 Budget performance and the Approved Budget for 2026; the Report on the Study on the Structural Root Causes and Impact of Unconstitutional Changes of Government; the Report of the Workshop of the PSC Committee of Experts held from 4 to 5 November 2025; Highlights of the High-Level Review of AU Governance, Peace and Security Frameworks held in Nairobi: Next Steps; and an Open Debate on Geopolitical Shifts and the Global Governance Reset Imperative. The Retreat also included a PSC simulation exercise that was aimed at contributing towards popularizing and raising public awareness on the PSC and its work.

#### IV. SUMMARY OF KEY ISSUES RAISED DURING THE RETREAT

##### A. On the PSC Working Methods and Budget of the PSC (2025 and 2026): Challenges and Way Forward

7. The PSC took note of the presentation by Ms. Neema Chusi, Head of the PSC Secretariat, which included the achievements realized thus far as a result of the gradual strengthening and improvements in the PSC working methods, and the challenges militating against the efficiency and effectiveness of the PSC in discharging its mandate, the 2025 PSC Budget performance and the 2026 PSC Budget. The PSC acknowledged the cumulative positive impact of the Annual Retreat and commended the AU Commission for the support and, in particular, PSC Secretariat, under the leadership of H.E. Commissioner Bankole Adeoye, for the demonstrable commitment to effectively and efficiently support the PSC. During the discussion that ensued, and as part of the way forward, the PSC recommended the following, namely:

- a) Updating the PSC Annual Indicative Programme of Work for 2026, including by adding emerging issues and/or by removing all items that the PSC is no longer seized of, but following due process, including a detailed briefing that justifies/ buttresses such a decision and a communique to that effect;
- b) Merging all thematic topics that may be regarded as closely related or somewhat similar to avoid repetitions and duplication of outcome documents;
- c) Ensuring the development of a lean, light, balanced Monthly PSC Provisional Programme of Work that is focused more on addressing pertinent country-specific and urgent peace and security matters that are more directly aligned with the core mandate of the PSC, and in situations where thematic issues are being considered, to ensure that they are linked to the country situation under consideration;
- d) In developing the Monthly Provisional Programme of Work of the PSC the PSC Secretariat should closely work with the Office of the Secretary to the Commission to avoid overlaps and ensure synchronization of the PSC and PRC calendars of activities;
- e) To ensure meaningful participation and engagement in PSC meetings, the PSC Secretariat should always endeavor to circulate all working documents well ahead of time in line with the provisions of the Manual on the Working Methods of the Peace and Security Council. To this end, the PSC underscored the importance of early adoption of the PSC Provisional Monthly Programme of Work to facilitate sufficient time for necessary preparations;
- f) All PSC Members to fully comply with the provisions of Article 5 of the Protocol, to ensure that they can shoulder the responsibilities that go with the Membership, including to always endeavor to attend all PSC meetings and related activities, as often as possible at the stipulated levels (Ambassadorial, Ministerial and Heads of State level);
- g) PSC Members were also requested to formally communicate to the PSC Secretariat the detailed names and contacts of any changes of officers assigned to the PSC file, to ensure a regularly updated PSC mailing list. The PSC Secretariat was also requested to communicate with all officers on the main lip lists as submitted the Missions/Embassies.

- h) The PSC Secretariat was requested to develop a 'Guide'/Orientation Manual on the work to be availed to new Members joining the PSC particularly after the and before the organization of the Induction/Orientation Programme for newly elected members;
- i) Further strengthening the partnership and collaboration between the PSC and the A3 based on the provisions of the Manual on the Engagement between the PSC and the A3, standing decisions of the AU Assembly of Heads of State and Government and relevant PSC Communiqués, particularly those of the Oran Process conclusions. In this regard Emphasis was laid on the need for regular coordination meetings, at quarterly basis, between the PSC and the A3, at Ambassadorial level;
- j) Standardization of the Silence Procedure timelines to ensure that it is based on the nature/classification of each meeting (i.e. normal/regular meetings or emergency sessions, including the need to ensure full compliance with the provisions of the Manual on the Working Methods of the PSC;
- k) The need for the Members of the Committee of Experts to enhance mutual trust and confidence with their respective Principals and to provide their principals with technical support and advice ahead of PSC meetings with a view to facilitate consensus building and preventing discord and ensuring rationalized time management;
- l) Ensuring that all Briefing Notes on conflict situations or thematic issues are to be submitted to the PSC Members ahead of the meeting need to be accompanied by a Matrix of previous decisions to avoid repetitions;
- m) The Continental Early Warning System to regularly submit to Council periodic early warning reports, in order to further enhance the conflict prevention mandate of Council and, relatedly, the need for increasing the threshold of the Crisis Reserve Facility to enable the PSC to respond timeously to crisis situations, particularly those of emergency nature;
- n) The PSC to make full use of all available preventive diplomacy tools to contain crises and avert further escalation, including the Good Offices of the Chairperson of the Commission, the Panel of the Wise, ad-hoc mechanisms, FemWise and Imminent Persons, etc;
- o) Urgent review of the AU Sanctions Regime to ascertain when and how sanctions should be imposed and to ensure that they are effective in contributing towards the achievement of the desired results with minimum collateral impact on the innocent population. In this regard, the PSC Sanctions Sub-Committee was requested to undertake such a review exercise and to report to Council as soon as possible;
- p) Member States to be informed in advance if the PSC has included them in its Monthly Provisional Programme of Work, including to be advised of invited guests invited to attend a PSC meeting as observers or speakers; and relatedly, only inviting those civil society organizations that are recognized with the governments of the member states;
- q) The call for the PSC to combat impunity and devising punitive measures to be imposed against Member States that deliberately choose to ignore PSC decisions and to violate principles of the Union;
- r) Quarterly reviews of the status of implementation of PSC decisions and those of the AU Assembly of Heads of State and Government, particularly on country specific situations;

- s) Need for enhanced synergies between the PSC and similar institutions of the RECs/RMs with a view to further strengthening strategic partnership and collaboration, promoting and deepening strategic convergence, common messaging and more impactful complementarity of efforts;
- t) While emulating the institutionalization and regularization of annual consultations between the PSC and ECOWAS and SADC, the PSC underscored the importance of replicating such consultations with the rest of the RECs/RMs, those who have governance, peace and security mandate;
- u) Inclusion in the budget for the field PSC field missions to conflict zones, some token/ or symbolic humanitarian gesture in support of populations in dire humanitarian situations, such as IDPs and refugees, while working in collaboration with the AU Humanitarian Agency and the AU Department of Health, Humanitarian Affairs and Social Development;
- v) Regularizing the monthly briefings by the PSC Chairperson to the PRC, on the activities of the PSC, to promote accountability to the broader membership of the AU;
- w) Further enhancing the confidentiality and integrity of the PSC work, including sensitive information. In this regard, the PSC secretariat to develop an ethic charter on confidentiality of documents and deliberations of PSC to be signed by PSC Member States;
- x) Institutionalizing and regularizing consultations/interactions between the PSC and the Chairperson of the AU Commission consistent with the Mombasa Retreat Conclusions;
- y) Ensuring the full operationalization of all PSC Sub-Committees and provision of required capacity building training;
- z) Ensuring a regular updating of the PSC Working Methods Manual, according to the agreed conclusions of the current and previous annual retreats on the Review of its Working Methods;
- aa) Finally, scaling up resource mobilization efforts to ensure that the PSC utilizes all AU Official working languages in its meetings and related activities.

8. The PSC also underscored the importance of further strengthening the institutional capacity of the PSC Secretariat, including through regular capacity building programmes and the provision of critical human, material and financial resources, to enable the Secretariat to more effectively and more efficiently support the PSC;

9. The PSC requested the PSC Secretariat to amend the Draft Annual Indicative Programme of Work for 2026 and to re-submit it for consideration by the Committee of Experts for consideration before its subsequent submission to the PSC at Ambassadorial level for consideration, by February 2026.

**B. On the Report on the Study on the Structural Root Causes and Impact of Unconstitutional Changes of Government.**

10. The took note of the presentation of the Report on the Study on the Structural Root Causes and Impact of Unconstitutional Changes of Government, by Ms. Patience Chiradza, Director of the Governance and Conflict Prevention Directorate. During the discussion that ensued, the PSC

congratulated the Commission for finalizing the Study, reiterated the AU Zero tolerance policy for any forms of unconstitutional changes of governments and reaffirmed the supremacy of all AU normative instruments.

11. The PSC stressed the need for the PSC to shift from being reactive to being proactive/ investing more in prevention. In this context, making full use of the early warning reports from the Continental Early Warning System, the Committee of Intelligence and Security Services of Africa (CISSA), AFRIPOL, AUCTC and APRM, as well as to address the challenge of denialism, in order to effectively facilitate early deployment of preventive diplomacy and mediation tools in Member States facing a looming unconstitutional change of government.

12. The PSC deferred the consideration of the Report on the Study on the Structural Root Causes and Impact of Unconstitutional Changes of Government to the PSC CoE. In this regard, the PAPS Department was requested to submit the Report on the Study on the Structural Root Causes and Impact of Unconstitutional Changes of Government to the PSC Committee of Experts for its consideration at technical level to address all gaps in the Report, including clarification on the methodological gaps, before its subsequent consideration by Council. The Report should take into account, foreign interferences in the internal affairs of Member States, including electoral processes, as well as the peculiar characteristics of democracy in various parts of the Continent.

### **C. On the Open Debate on Geopolitical Shifts and Global Governance Reset Imperative**

13. The PSC took note of the presentation by H.E. Ambassador Bankole Adeoye, the Commissioner for Political Affairs, Peace and Security. The PSC took note of, and expressed deep concern over, the impact and implications of contemporary geopolitical dynamics marked, among others, by the growing tension and strategic competition among the great powers, which is having a debilitating effect on the multilateral system, including the shifting priorities of the AU strategic partners, particularly, in terms of financial support to the AU peace and security agenda.

14. During discussion, the PSC underscored the need for the PSC to adapt accordingly, including by exploring the possibilities of forging new partnerships in order to diversify the sources of financial support for the AU peace efforts. The PSC also:

- a) Called for a real reform in the multilateral global system, beginning with the reform of the UN Security Council and reaffirmed the African Common Position as reflected in the Ezulwini Consensus;
- b) Reaffirming the full support of the PSC to the commendable work of the AU Committee of 10 under the able leadership of Sierra Leone, on the Reform of the UNSC (C-10);
- c) Member States to further strengthen their commitment to the African Peace and Security Architecture (APSA); accelerate inclusive political transitions and democratic governance; and to leverage youth and women empowerment for effective and more meaningful participation in all peace efforts;
- d) Ensuring predictable and sustainable financing for AU led missions and AU peace missions while continuing in engagements towards ensuring the application of UNSC Resolution 2719 (2023) on all AU peace efforts;
- e) Ensuring that the African Continental Free Trade Area performs to the expectation of the African peoples;

- f) Recalibration and strengthening of strategic partnerships, enhance working synergies with the RECs/RMs and strengthening early warning and early responses.

#### **D. AU Peace and Security Council Model: "Shared Solutions for Sustainable Peace in the Sahel"**

15. As part of the process of popularizing and raising public awareness, across the African Continent, on the PSC and its work, the Retreat Programme also included a simulation exercise of the PSC Model, that brought together a number of students from various universities in Nigeria. The PSC congratulated the PSC Secretariat for the organization and all students who participated in the PSC Model and underscored the need for inclusion of the Model PSC in all future Annual PSC Retreats on the Review of its Working Methods, as part of the PSC interaction with the young people across the continent.

#### **E. The Launch of the Bankole Adeoye Fellowship (BAF)**

16. On 7 November 2025, the PSC paid a courtesy visit to the Ministry of Foreign Affairs of the Federal Republic of Nigeria and participated at the launch of the Bankole Adeoye Fellowship. An initiative of H.E. Ambassador Bankole Adeoye, the fellowship is meant to be a contribution towards grooming the next crop of African diplomats with the required combination of skills and competencies, as well as full knowledge and understanding of the AU Vision, the AU system and how it functions particularly, in matters relating to the promotion of sustainable peace, security, stability, integration and development in Africa. The Fellowship is also aimed at encouraging the African Youth to aspire to contribute more positively towards the realization of the Africa We Want- a stable, secure, integrated, united and prosperous Africa.

17. While appraising the PSC of the operational framework of the Fellowship, Ambassador Bankole indicated that the first batch of recipients of the fellowship, which is in honour of his mother, will be the best performing students from the Nigerian Foreign Services Academy, but it will gradually be extended to the foreign service academies of other AU Member States. It is in this context that the first batch of fellows were picked from the graduates from the 26<sup>th</sup> Regular Foreign Service Course.

18. On behalf of the PSC, H.E. Ambassador Churchill Ewumbue-Monono, commended H.E. Ambassador Bankole Adeoye for his Pan-African vision, which the initiative entails. He thanked him for looking back and giving back, as a glowing testimony of his unique and illustrious leadership, as well as for the personal dedication and commitment to contribute towards advancing peace and security in Africa. He assured him of the full support of the PSC in this noble vision. He also expressed the PSC gratitude for the illustrious contributions of the Federal Government of Nigeria to the promotion of peace, security and development of the Continent, including through participation in AU-led peace support operations, in regional peace efforts, as well as in UN peacekeeping missions.

#### **V. CONCLUSION**

19. Participants expressed gratitude to the Government and people of the Federal Republic of Nigeria for graciously hosting the 17<sup>th</sup> Annual PSC Retreat on the Review of its Working Methods. In particular, she expressed gratitude to the National Intelligence Agency for graciously availing its facilities for the successful organization of the Retreat. She also expressed particular gratitude to the National Counter Terrorism Centre for graciously hosting the Workshop of the PSC Committee of Experts, from 4 to 5 November 2025.

**VI. CLOSING CEREMONY**

20. The Closing Ceremony was marked by remarks by H.E. Ambassador Umar Dunoma Ahmed, the Permanent Secretary in the Ministry of Foreign Affairs of the Federal Republic of Nigeria; by H.E. Ambassador Mohammed Mohammed, the Director General of the National Intelligence Agency of Nigeria; and by H.E. Ambassador Bankole Adeoye, AU Commissioner for Political Affairs, Peace and Security as well as by H.E. Ambassador Churchill Ewumbue-Monono, the Permanent Representative of the Republic of Cameroon to the AU as the PSC Chairperson for November 2025.