

# MONTHLY DIGEST ON THE AUPSC

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**AMANI AFRICA**

Media and Research Services

FEBRUARY  
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## THE MONTH AT A GLANCE

Ghana assumed chairship of the African Union (AU) Peace and Security Council (PSC) in February. The monthly Programme of Work of the PSC initially envisaged only two substantive sessions and a meeting to consider the report on its activities and peace and security in Africa. However, Council convened an additional session around the end of the month, which was committed to the theme 'elections in Africa'.



FIG 1: PROGRAMME OF WORK PATTERN

In addition to the thematic session on elections in Africa, the other two substantive sessions convened in February addressed country specific situations, the first one focusing on the situation in Somalia and activities of AMISOM while the second one addressed the situation in Central African Republic (CAR). Hence, in terms of regional distribution of country specific sessions, the Council focused on the east and horn and central African regions during the month.

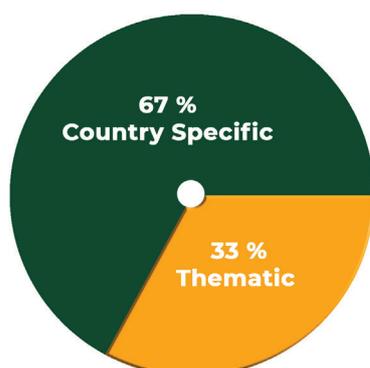


FIG 2: TYPE OF SESSIONS

On average, it took three days for the outcome documents to be published and all outcome documents were adopted as communiqués. All sessions were convened at ambassadorial level.

## THE SITUATION IN SOMALIA AND ACTIVITIES OF AMISOM

Council's session on Somalia was convened on 9 February, based on the report of the Chairperson of the AU Commission. The session constituted Council's 978<sup>th</sup> meeting and the outcome was adopted as a [Communiqué](#).

Conducted well ahead of the 12 April 2021 unilateral act of Somalia's House of People which extended the mandate of the President and the Parliament. The session had little focus on the election related crisis the country experienced. Council however did highlight as a concern, the lack of agreement among leaders at the Dhuusamareeb consultation of 1 to 6 February 2021 on election modalities.

Much of the session focused on addressing the implementation of AMISOM's mandate and the activities in preparation for its envisaged reconfiguration. In that regard, Council's call for the Federal Government of Somalia (FGS) and Federal Member States (FMS) to expedite the force generation process of the National Somalia Security Forces (SSF) including through reaching agreement on modalities for the integration of regional forces into the SSF was an important one. According to the report of PSC's field mission to Somalia conducted from 8 to 10 November 2021, SSF's force generation process remains insufficient while there also exists lack of balance between trained forces at the federal and regional levels. This has been one of the factors determining AU's assessment that Somalia's forces are not yet ready to fully take over security responsibilities from AMISOM. Resolving political tensions between FGS and FMS is therefore key for the success of SSF's force generation process, which has a clear bearing on achieving handover of security responsibilities from AMISOM.

Another important note highlighted at the session was the finalisation of the revision of Somali Transition Plan (STP)<sup>1</sup>. The 2021 revised version of the STP was

transmitted to the AU and UN in February 2021. Having noted the finalisation of the revised version of the STP, the PSC requested the FGS to formally endorse the document “by the National Security Council, with the participation of the FMS, and the high-level Security and Justice Committee” before the PSC can grant its own endorsement. At a consultation between FGS and AU on the configuration of post-2021 AMISOM which took place on 29 December 2021, it was agreed that the FGS will resubmit the revised STP before the next PSC meeting on Somalia.<sup>2</sup>

The 978<sup>th</sup> session also served the PSC to request the AU Commission to expeditiously deploy an AU-led Independent Assessment Team to conduct assessment to inform the determination of AMISOM's future as well as AU's overall engagement in Somalia post-2021. This was following the UN's deployment of an Independent Assessment team despite the request of the PSC at its 923<sup>rd</sup> session for the assessment to be undertaken by a joint AU-UN team. It is to be recalled that the AU Independent Assessment team conducted its own assessment and reported back to the Council on 30 July 2021 where it proposed four optional ways forward for AU's engagement in Somalia post-2021.<sup>3</sup> As for AMISOM's mandate which was expiring at the end of February, the PSC welcomed the UNSC's proposal to renew it for 10 months while maintaining the troop ceiling and mandate of the mission. On 25 February 2021, the UNSC adopted [Res2563/2021](#) granting technical roll-over of AMISOM's mandate until 14 March 2021. On 12 March 2021, AMISOM was reauthorized until 31 December 2021 through the adoption of [Res2568/2021](#). The more recent UNSC Resolution on AMISOM's mandate ([Res2614/2021](#)) has granted a mandate roll-over until 31 March 2022, as consultations on determining the follow-on mission continue. A

<sup>1</sup> It is to be recalled that the STP was first adopted in 2018 to provide guidance on the transfer of security responsibilities from AMISOM to SSF. The PSC, at its 769<sup>th</sup> session convened on 30 April 2018 also endorsed the STP. It is worth noting that unlike the 2018 version, the 2021 revision of the STP has been criticised for lacking sufficient consultation of relevant stakeholders and for not representing a consensus view.

<sup>2</sup> Since then, Council has convened two sessions – one on 15 February 2022 and another one on 8 March 2022 – but the revised STP was not circulated at either one of these sessions.

<sup>3</sup> See Amani Africa's [Monthly Digest for October 2021](#) for more analysis on PSC sessions which deliberated on the proposals of the AU Independent Assessment team.

positive development in these consultations has been the agreement reached as of 22 January 2022 between the AU and FGS on the modalities of reconfiguring AMISOM post-2021, the details of which the PSC has been briefed on at its sessions on 15 February and 8 March 2022.<sup>4</sup>

## THE SITUATION IN CENTRAL AFRICAN REPUBLIC (CAR)

On 16 February, the PSC convened its 979<sup>th</sup> session to consider the situation in CAR. The [Communiqué](#) of the session mainly emphasises Council's take on the 27 December 2020 election and the emergence of a coalition of rebel groups – the Coalition of Patriots for Change (CPC) – and its implication on the country's fragile security.

With regards to the 27 December 2020 election, while noting the violent circumstances under which it was held, Council welcomed its conduct and gave recognition to the final results as proclaimed by CAR's Constitutional Court. Having regard to the legislative elections which were scheduled for March 2021, the Council also requested at that session, for the AU Commission to deploy an election observer mission. Accordingly, AU election observers were deployed twice throughout the election process which was successfully concluded in July 2021.

The formation the CPC, was the other area of focus at the 979<sup>th</sup> session. The CPC is a coalition formed after the Constitutional Court rejected the candidacy of former president François Bozizé in the presidential election of December 2020. In addition to the coalition's attempt at overthrowing the government of President Faustin- Archange Touadéra through a coup attempt on 13 January 2021, the group has been active in anti-peace activities since its formation. At the session, PSC warned possible punitive measures including targeted sanctions and criminal prosecutions against anyone – including former President Bozizé – violating

<sup>4</sup> The 15 February 2022 session served for Council to be briefed on the status of consultations regarding the newly proposed mission to replace AMISOM – AU Transitional Mission in Somalia (ATMIS). The 8 March 2022 session served for Council to receive briefing on the joint AU-UN proposal on ATMIS – with a particular attention to updates regarding the status of three key documents in finalising the reconfiguration process, which are: the new Concept of Operations (CONOPs), the joint AU-UN report and the logistical support option for endorsement by the AUPSC and subsequently by the UNSC.

the Political Agreement for Peace and Reconciliation in the CAR (PAPR), international humanitarian law or human rights law. It is known that in a letter dated 18 February 2021, Bozizé formalised publicly his leadership of CPC. While some elements of the CPC have distanced themselves from its agenda and recommitted to the PAPR, the coalition still continues its activities.

Emphasising the AU's positioning as the guarantor of the PAPR, Council also requested the AU Commission to look into modalities for utilising the AU Peace Fund, in order to ensure that the AU Liaison Office in Bangui is fully capacitated and resourced. Following its 23<sup>rd</sup> and 24<sup>th</sup> meetings on 9 and 23 August 2021 respectively, the PSC Committee of Experts (CoE) has already determined that priorities under window 2 of the AU Peace Fund should include strengthening the capacity of the AU Liaison Offices. In addition, peace mediation efforts in CAR also fall within window 1 priorities of the Peace Fund as identified by the CoE.

In conclusion to its session, Council decided to conduct a field mission to CAR. Accordingly, the field mission was undertaken from 27 June to 01 July 2021. As per Council's established practice, a session to consider and adopt the findings of the report on the field mission was conducted during PSC's 1011<sup>th</sup> session held on 21 July 2021.

## ELECTIONS IN AFRICA

This session constituted PSC's 982<sup>nd</sup> meeting where Council was briefed on elections conducted in AU Member States during the third and fourth quarter of 2020. The outcome of the session was adopted in the form of [Communiqué](#).

The session's main focus was the process of organising and conducting elections in Africa in the context of Covid-19 pandemic. In that regard, member States were encouraged at the session, to expedite the adoption and implementation of the 'AU Guidelines on Elections in Africa in the Context of COVID-19 pandemic and other Public Health Emergencies'.<sup>5</sup>

<sup>5</sup> The 'AU Guidelines on Elections in Africa in the Context of COVID-19 pandemic and other Public Health Emergencies' was first presented to the PSC at its 976<sup>th</sup> session convened on 29 January 2021. At that session, Council requested member States to provide their inputs on the guideline before its submission to the Permanent Representatives Committee (PRC). There hasn't been follow up from

The Report of the AU Commission Chair on elections in Africa held during the period from July to December 2020 and those to be held during the first quarter of 2021, also served as a background for this session. The report was a follow up to the previous one presented at Council's 935<sup>th</sup> meeting and it addressed elections conducted in Guinea, Seychelles, Tanzania, Cote d'Ivoire, Burkina Faso, Ghana, Niger and the Central African Republic. It also reviewed elections organised or scheduled for the first quarter of 2021, notably in Uganda, Niger, Somalia, Cote d'Ivoire, Ethiopia, Algeria, Benin and Congo.<sup>6</sup>

## OTHER PSC ACTIVITIES DURING THE MONTH

It is also to be recalled that the consideration of the 'Report of the Activities of the Peace and Security Council and the state of Peace and Security in Africa' was initially planned to take place in January and later moved to February 2021. On 18 February, Council commenced considering the draft report and agreed to refer it to experts for further evaluation. The final version of the report was presented at the 34<sup>th</sup> Ordinary Session of the AU Assembly which took place on 23 February 2021.

On the other hand, the 13<sup>th</sup> PSC retreat which was initially planned for 25-26 February was postponed and held from 27 to 29 May 2021 in Mombasa, Kenya.

the PSC regarding the status of the guideline since its 982<sup>nd</sup> session.

<sup>6</sup> With the exception of Somalia which is yet to finalise its general elections which commenced in November 2021, these member States have successfully finalised their presidential and/or parliamentary elections within 2021.



## MEDIA AND RESEARCH SERVICES

### ABOUT AMANI AFRICA

Amani Africa is an independent African based policy research; training and consulting think tank with a specialization and primary focus on African multilateral policy processes, particularly those relating to the African Union.

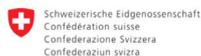
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### ACKNOWLEDGEMENTS

Amani Africa wishes to express its gratitude to the Embassy of Finland in Addis Ababa for the support in the production of this Monthly Digest. We also thank the Government of Switzerland, the Embassy of Ireland, the Norwegian Ministry of Foreign Affairs and Open Society Foundations for the additional support.



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