

MONTHLY DIGEST ON THE AFRICAN UNION PEACE AND SECURITY COUNCIL

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MONTHLY DIGEST ON THE AFRICAN UNION PEACE AND SECURITY COUNCIL - APRIL 2022

THE MONTH AT A GLANCE

The term of the new 15 members of the African Union (AU) Peace and Security Council (PSC) that were newly elected and re-elected in February 2022 commenced on 1 April, with Burundi assuming the chairing of the PSC for the month. In total, eight sessions were convened during the month.¹ Out of these, three had country/region specific focus while four addressed thematic issues. The remaining one session was committed to the consideration and adoption of two key documents by the Council – the Report of PSC Induction Programme and the Accra Declaration. All sessions were held at the level of permanent representatives.

All had publicly available outcome documents. It took, on average, about two weeks for the release of the outcome documents, the longest it took being 22 days and the shortest, 3 days.

¹ Before its revision, the initial programme of work for the month of April envisaged a briefing on the implementation of the Common African Defence and Security Policy and other relevant AU instruments. Although the session was removed from the final version of April's programme of work, the briefing would have been important to follow-up on Council's request made at its 868th meeting [[PSC/PR/COMM.\(DCCCLXVIII\)](#)] for the Chairperson of the AU Commission to provide briefings at least twice a year on "the status of the implementation of the Common African Defence and Security Policy and other relevant AU instruments on defence and security in the continent". Another session which was anticipated within the initial programme of work for April but did not take place during the month is the protection of children affected by armed conflicts (CAAC). The situations in Sudan and Burkina Faso were also initially planned to feature as separate sessions. However, following the final revision of the programme, both countries were addressed within the framework of a broader session committed to updates on countries in political transitions, featuring Mali, Guinea and Chad in addition to Burkina Faso and Sudan.

PEACE AND SECURITY COUNCIL DEEPLY CONCERNED OVER THREAT POSED BY EXPLOSIVE REMNANTS OF WAR, USE OF ANTIPERSONNEL MINES & EXPLOSIVE DEVICES

Council's 1072nd meeting, constituting its first session of the month held on 1 April 2022 was on Mine Action in Africa. The session was convened in commemoration of the International Day for Mine Awareness and Assistance in Mine Action which is observed on 4 April each year. At this year's briefing, in addition to the statement delivered by the PSC Chair and the Commissioner for Political Affairs, Peace and Security Bankole Adeoye, the briefers were the International Community of the Red Cross (ICRC) and the UN Office to the AU (UNOAU). The outcome of the session was adopted as a [Communiqué](#).

Despite the commitments of African member states both at the global and regional levels and the progress that has been made over the years, AU Member States remain affected by mines. In this regard, the PSC commended member states' effort in the development of national programs to address the threat of landmines and explosive remnants of war and called on states to further scale up their capacity in fulfilling their responsibilities in mine clearance.

In the Communiqué, the PSC outlined specific issues that will be important in advancing the agenda. Including:

- For member states to securely store state-owned explosives and to safely destroy obsolete ones
- The need for AUC to provide support to member states in demining activities
- The need to develop inclusive awareness raising programs on risks and dangers of landmines that is spearheaded by the active participation of various groups including the youth, women, CSOs and the media
- Support rehabilitation centres for victims of anti-personnel mines and
- Mobilization of funds by the AUC and member states to support the implementation of activities aimed at clearing contaminated areas, and supporting land mine survivors

Explosive remnants of war continue to be major security threats and safety hazard in the continent.



“36 countries or territories have a reported weapon contamination problem (24 containing mines, 9 containing cluster ammunition and 11 countries affected by Improvised Explosive Devices -IEDs-); **9 countries are high risk; 10 countries are assessed as a medium** due to the intensification of ongoing armed conflicts and/or the lack of measures that protect the civilian populations from the effects of the conflict... Most countries have a so-called “legacy weapon contaminated” from past conflicts and/or observe ongoing armed conflict that negatively impacts the risk assessment”.

(Statement by ICRC, Mr. Mame Ibrahima Tounkara, Deputy Head of Delegation)

There are a number of global and regional instruments governing the efforts towards the clearance of mines. It is to be recalled that the AU has adopted the Common African Position on Anti-personnel Mines during the second Continental Conference of African Experts in September 2004 in preparation of the first review conference of the Anti-Personnel Mine Ban Convention. More recently the AU has also developed a ‘Mine Action and Explosive Remnants of War Strategic Framework’ for the period between 2014-2017.

The Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mine and their Destruction (Anti-Personnel Mine Ban Convention)

The Convention was opened for signature on 3 December 1997 and it entered into force on 1 March 1999. About 51 African member states have agreed to be bound by the Convention. The Anti-Personnel Mine Ban Convention is anchored around four objectives: ensuring universal adherence, clearing mined areas, destroying stockpiled mines, and assisting the victims. The review of the Treaty has taken place every five years. The first review took place in Nairobi in December 2004. The current plan, the Oslo Action plan was adopted in 2019 with clear commitments on

the implementation of time bound obligation of the destruction of all stockpiled anti- personnel mines by the year 2025.

Relevant previous PSC decision:

837th PSC session [PSC/PR/COMM.(DCCCXXXVII)]:

served to stress the need for concerned member states to their obligations in realising the goal of attaining a world free of mines, particularly by 2025 as set in the Maputo Declaration.

1032nd PSC session [PSC/PR/COMM.1032(2021)]:

the last time the PSC deliberated on this topic was in September 2021 at its 1032nd session. The communique underscored the primary role of member states in mine action and the supporting role by the AU, UN and other partners. PSC tasked the AUC to deliver in the following areas, which were also reiterated in the April session:

- to integrate mine actions in the AU Master Roadmap of Practical Steps to Silencing the Guns in Africa by 2030;
- to convene as soon as possible a session aimed at sharing information, lessons and experiences on mine action to support member states achieve the set deadline of clearing all mines by 2025;
- to conclude the draft AU IED Mitigation Strategy for Council’s consideration.

Key actionable decisions requiring follow-up:

- At the 1072nd session, Council requested the Commission, with the support of the RECs/RMs and partners, to organize an advocacy forum for Member States and all stakeholders to exchange views and share experiences on addressing threats posed by mine action in Africa;
- It further requested the AUC to ensure that demining activities are fully implemented and mine action is incorporated into activities aimed at silencing the guns;
- Called for the need to establish a continental mechanism for mine action to coordinate the efforts of Member States
- Requested the Commission to finalize the AU Mine Action and Counter-IED Strategies to be submitted to the PSC for consideration;

- Include the participation of victims of anti-personnel landmines in the PSC meetings on mine action, as well as in the activities of the Commission.

COUNCIL FLAGGED DENIALISM AND INVOKING OF SOVEREIGNTY AS CHALLENGES TO EFFECTIVE EARLY ACTION

Council, during its 1073rd meeting held on 6 April 2022 which was the first session of the month, received a briefing on the continental early warning and security outlook in the continent.² The outcome of the session was adopted in the form of a [Communique](#). The session was convened within the framework of Council's decision, at its 360th session of March 2013, to make a biannual review of the state of peace and security on the continent through horizon scanning.

While assessing the peace and security landscape of the continent, the session expressed 'grave concern' over the 'persistence of a myriad of threat to peace, security and stability and socio-economic development in the continent'. The major peace and security threats the session highlighted include political and electoral related disputes, unconstitutional changes of government, terrorism and violent extremism, foreign fighters, transnational organized crimes, intercommunal violence. However, it is also interesting to note that Council included 'secessionist agitations' and 'armed rebellions' into the lists of threats that continued to affect the peace and stability of the continent.

'[P]ersistent denials' of credible early warning reports of looming crisis and conflict situation and 'invoking of sovereignty' by Member States were highlighted as challenges for the Council to effectively discharge its conflict prevention and peace-making mandates.

² *Amb. Zainab Ali Kotoko, the Executive Secretary of the Committee of Intelligence and Security Services of Africa (CISSA) and Dr. Alhaji Sarjoh Bah, Director, Conflict Management in the AU Commission's Political Affairs, briefed the Council.*

PSC 1073rd meeting: Council emphasized, in line with the AU Master Roadmap of Practical Steps for Silencing the Guns in Africa by 2030, the need for Member States and the Regional Economic Communities and Regional Mechanisms (RECs/RMs) to address the persistent denials of credible early warning reports of looming crisis and conflict situations on the Continent and the invoking of sovereignty by Member States, thus preventing timeous early action including deployment of preventive diplomacy and mediation.

Relevant previous PSC decisions:

This was not actually the first time that the Council complained about these issues, particularly denialism. For instance, **669th PSC session [PSC/PR/COMM. (DCLXIX)]** and **901st PSC session [PSC/PR/COMM. (CMI)]** of the Council clearly flagged up denialism by Member States to credible early warning signs of brewing crisis undermining the conflict prevention capacity of Council. Furthermore, as noted in the background paper on the activities of the PSC since its operationalization for the anniversary of its 1000th session, denial by the representatives of a concerned Member State, even some within the PSC itself, and sometimes with the support of RECs/RMs, prevented some crisis/situations reaching the PSC agenda, thereby undermining the implementation of Council's mandate while raising the question of double standard.

Indeed, recent experiences of the Council not only shows its struggle to place some of the looming crises in the continent on its agenda but also even those that have evolved into a full-blown conflict - partly due to resistance from Member States. The Cabo Delgado crisis in Mozambique and Tigray conflict in Ethiopia are cases in point.³

Given that denialism has continued to seriously undermine Council's capacity to take early action, it

³ *A session on AU contribution to the fight against terrorism in Mozambique was initially included in the May 2021 provisional programme of work of the PSC during the chairship of Algeria. The session was eventually removed from Council's agenda on account of opposition from Mozambique, which was also a PSC member at the time. With regards to the situation in Ethiopia, it took a year for the Council to formally address the conflict that broke out in the northern part of the country between the federal government and Tigray regional state in November 2020.*

remains a high time for the Council to follow up on its decision to establish a ‘trigger mechanism and indicators’ so that there would be objective thresholds for Council to assess which of a given situation requires an early action. As captured below, this is indeed one of the key requests made by Council, in this session, for the Commission to act up on. It is to be recalled that the idea of developing a trigger mechanism and indicators was first recommended at the 11th Retreat of the PSC on the African Peace and Security Architecture Study and Working Methods held in Cairo, Egypt, in October 2018 building on Amani Africa’s [Special Report](#) on the reform of the PSC.

Key actionable decisions requiring follow-up:

- Expediently organize inaugural meeting between the Commission and the PSC Committee of Experts on early warning and conflict prevention pursuant to PSC’s 901st meeting and submit the outcome of the meeting to the Council;
- Establish a clear channel of communication on early warning with the Council and RECs/RMs and strengthen existing early warning systems of the Commission, RECs/RMs and Member States;
- Facilitate quarterly briefings to the Council by the Department of PAPS, Panel of the Wise, AFRIPOL, African Center for the Study and Research on Terrorism (ACSRT) and CISSA; and
- Elaborate a trigger mechanism and indicators to facilitate the role of the Council in responding to early warning information on potential conflict or crisis situations, and urgently submit both for consideration by Council.

PSC REQUESTS THE UN SECURITY COUNCIL TO HOLD SPECIAL SESSION ON FINANCING FOR ATMIS AND THE SOMALIA SECURITY FORCES

The other session of the month, which forms Council’s 1075th meeting held on 12 April, was on the issue of financing of ATMIS. This was the first session on ATMIS after the transition of AMISOM into ATMIS on 1 April 2022. The outcome of the session was adopted as a [Communiqué](#).

Relevant previous PSC decisions:

In its [communiqué 1068th PSC session on AMISOM transition meeting \[PSC/PR/COMM.1068\(2022\)\]](#) 1068(2022), which authorized ATMIS, it is to be recalled that Council underscored the ‘critical importance of sustainable and predictable financing, at adequate levels and for the full duration of the mission from 1 April, 2022 up to 31 December, 2024.’ It further appealed to the UN, EU and other partners to ‘establish a financial support package, including through UN assessed contributions...’

As highlighted in the Communiqué adopted at Council’s 1075th session, ATMIS commenced its operation without settling the required resources for the effective implementation of its mandate. With this concern in the background, Council’s 1075th session centered on how to address the pressing challenge of securing a predictable and sustainable financing to the mission. Four main options were considered in that regard as envisaged in Amani Africa’s particular edition of [‘Insights on the PSC’](#) prepared for the session.

The first option is using UN assessed contributions. Council urged the UN Security Council to ‘authorize the use of the UN assessed contributions for ATMIS and to increase its logistical support for Somalia’. It is worth recalling that negotiations between the two sides on use of UN assessed contributions for UNSC mandated AU led peace operations remain stalled since the attempts to adopt UN Security Council resolution on

the matter failed in 2018 and 2019. The resumption of the process is awaiting the finalization of the adoption of an African Common position on the matter. Additionally, while efforts are underway to revive the agenda, some permanent members are weary of mission-specific negotiation around accessing the UN assessed contribution, opting instead for the negotiation to be on broader framework of AU-led PSOs. The other key request made on the UN Security Council is for the latter to convene a 'special session on financing for ATMIS and the Somalia Security Forces'.

The second, and perhaps the main, option considered by the Council is EU funding. In this session, Council, requested the EU - along with UN and other development partners - to establish a 'financial support package, to cover all required costs of ATMIS to enable effective implementation of the CONOPs.' EU remains the largest direct contributor to AMISOM/ ATMIS, spending some **€2.3 billion** since 2007. Last year in April, Council of the EU adopted a decision to avail assistance worth **€600 million for African-led PSOs to benefit from the new European Peace Facility (EPF) covering the period between 2022 and 2024**. While EU funding covers significant portion of the budget of ATMIS, the mission still suffers from significant budget deficit for which Council has been exploring various options to fill the gap. The deficit reported to the session of the PSC was **€25.9 million** for 2022.

The third option explored is to mobilize finance internally. During this session, Council appealed to AU Member States and partners to 'consider providing financial and in-kind support to ATMIS' but fell short of mentioning the possibility of using AU Peace Fund. The Assembly (Assembly/AU/Dec. 815(XXXV)) during its 35th Ordinary Session held in February 2022 alluded to 'pilot utilization of the Peace Fund in 2022 through costed and prioritized programmatic activities to address urgent peace and security challenges on the continent.' But there is no indication that ATMIS is eligible for the utilization of the Peace Fund.

The fourth option considered by the Council in this session is for the Chairperson of the Commission to explore 'more innovative options' for funding, including the possibility of organizing a donor conference dedicated to promoting the effectiveness of ATMIS.

Key actionable decision requiring follow-up:

- UN Security Council to authorize the use of the UN assessed contributions for ATMIS and to increase its logistical support for Somalia;
- UN Security Council to consider holding a special session on financing for ATMIS and the Somalia Security Forces;
- EU, UN, and other partners to establish a financial support package to cover all the required costs of ATMIS;
- Chairperson of the AU Commission to scale up efforts to explore more innovative options, including the possibility of organizing a donor conference; and
- AU Member States and partners to consider providing financial and in-kind support to ATMIS.

COUNCIL FOLLOWS THE LEAD OF RECS IN ITS ENGAGEMENT IN COMPLEX POLITICAL TRANSITIONS

Council's 1076th session convened on 14 April addressed the current complex political transitions faced in multiple AU member States. Accordingly, political transitions in Burkina Faso, Chad, Guinea, Mali and Sudan were discussed. The outcome of the session was adopted as a [Communiqué](#).

The session was attended by Professor Mohammed Al-Hacen Lebatt, Principal Strategic Adviser of the Chairperson of the AU Commission and AU Special Envoy to Sudan; Basile Ikouebe, Special Representative of the Chairperson of the AU Commission and Head of the AU Office in Chad; Maman Sidikou, High Representative of the Chairperson of the AU Commission and Head of the AU Mission for the Sahel (MISAHEL); representative of the Republic of Ghana, in its capacity as the Chair of the Economic Community of West African States (ECOWAS) and the Commissioner for Political Affairs, Peace and Security of the Economic Community of Central African States (ECCAS).

Burkina Faso

The session was convened at the backdrop of several positive steps taken by the Burkinabe military authorities towards the restoration of a constitutional order as requested by Council during its 1062nd session, as well as the 28 January, 3 February, and 25 March Communiqués adopted at ECOWAS summits. The notable steps in this regard that were noted by Council at its 1076th session include the adoption of a Transitional Charter on 1 March; the inauguration of the Head of Transition on 2 March; the appointment of a civilian Prime Minister on 3 March; the formation of the Transitional Government on 4-5 March; and the appointment of the Transitional Legislative Assembly on 19 March, as well as the 'partial release' of Former President Roch Marc Christian Kabore from detention.

Relevant previous PSC decisions:

1062nd PSC session on the situation in Burkina Faso [PSC/PR/COMM.1/1062(2022)]: at its 1062nd meeting held on 31 January 2022, Council suspended Burkina Faso in all AU activities until the effective restoration of normal constitutional order in the country. It also demanded the immediate and unconditional release of President Marc Rock Christian Kabore and all other detainees, and the respect of their human rights while threatening to take punitive measures in the event of any abuse of human rights in this regard.

Duration of the political transition however remains a sticking point, particularly with respect to ECOWAS. The transitional Charter that was adopted on 1 March sets a three-year transition period. The three-year transition was rejected by ECOWAS at its extraordinary summit held on 25 March, requesting Burkinabe authorities to come up with an 'acceptable transition timetable no later than 25th April 2022', failure to which the regional bloc threatened to impose an immediate economic and financial sanctions.

Extraordinary Summit of ECOWAS Heads of State and Government of 25 March 2022: ECOWAS demanded the finalisation of an acceptable transition timetable no later than 25th April 2022. After this deadline, ECOWAS further threatened to immediately apply economic and financial sanctions.

In light of the disagreement over the duration of the transition, Council in this session encouraged the Transition authorities in Burkina Faso to engage in deep consultations with ECOWAS. On the part of the regional bloc, whether it would resort to the contemplated tougher sanctions upon the failure of the authorities to respond positively to the requests of shorter transition is unlike given the backlash over similar sanction against Mali.

Chad

The unconstitutional assumption of power by Chadian military following the death of late President Idriss Déby Itno was one of the concerning events addressed by the PSC in 2021. Following the successful coup, the Military Transition Council (MTC) was established comprising 15 Generals and headed by General Mahamat Idriss Déby Itno, son of the late President and interim President of the transition government. Despite the unconstitutional nature of the military's ascension to power, it is to be recalled that the PSC not only failed to suspend Chad in line with the rules of its Protocol and its well-established practice, but it also refrained from referring to the situation as an unconstitutional change of government (UCG) or a military coup d'état.

Relevant previous PSC decisions:

993rd PSC emergency session on the situation in Chad [PSC/BR/COMM.2(CMXCIII)]: on 22 April 2021, Council convened an emergency session in response to the power assumption by Chad's military in contravention of the country's constitution. Aside from expressing concern over the establishment of a military council in clear contravention to constitutional order, Council did not refer to the military power grab, as UCG or coup. As such, it did not suspend Chad in line with Art.7(g) of the PSC Protocol, raising valid questions around the Council's consistency in applying its norms.

996th PSC session on the situation in Chad [PSC/BR/COMM.(CMXCVI)]: the second session Council convened following the coup took place on 14 May 2021. The session was committed to consideration of the report of the AU fact-finding mission to Chad of which the Chairperson & other members of the PSC

were a part, raising working methods question for the PSC, as it becomes an investigator of the matter on which it sits simultaneously as judge. At the 996th session, Council adopted the recommendations made in the report of the fact-finding mission including some concrete demands such as the formation of a National Transition Council (NTC) to serve as interim legislative organ and to revise the Transitional Charter initially drafted by the MTC. Yet, PSC failed to live up to its responsibility in avoiding to treat what happened in Chad as unconstitutional change, thereby denting its record and credibility.

1016th PSC session on the situation in Chad [PSC/PR/COMM. 1016(2021)]: convened on 03 August 2021, the session served to take note of the activities of the AU Support Mechanism (AUSM) – which was established in line with Council’s request made at its 996th session. The AUSM mainly serves the purpose of facilitating and coordinating the efforts of the AU High Representative to Chad and interested development partners in assisting Chad through its political transition. Council however failed to comment on a key aspect of the transition – the revision of the Transition Charter by the NTC as required in the 996th session. In not holding the transitional authorities to the standards it set based on the fact-finding mission undertaken to Chad, the PSC registered another failure.

At the 1076th session, Council welcomed the holding of peace talks among Chadian armed groups, in Doha, Qatar, ahead of the planned National dialogue. After much delay, Chad’s transition authorities have announced that the national dialogue will be held on 20 August 2022. However, if the challenges faced at the Doha peace talks are to be any indication, Chad’s transition authorities will need to make some solid changes if the national dialogue is to achieve any success. Half of the participants of the Doha talks have withdrawn their participation, stressing that they haven’t been consulted in setting the date for the national dialogue, a move they perceive as an attempt to exclude them and their political allies. They further accused the transition authorities of attempting to extend the transition period and demanded that the leaders exclude themselves from standing for

elections, before the national dialogue commences. Clearly, these are the same issues that must have been addressed through the revision of the Transition Charter.

Key actionable decisions requiring follow up:

- The AU Commission was requested to continue providing technical and financial assistance to support the national dialogue process and to “facilitate interactions, break the deadlock in negotiations and guarantee agreements to be reached”.

Guinea

With regards to Guinea, Council called on the Transition Authorities to expedite a transition timetable, adhering to ECOWAS’s deadline stipulated in the Communiqué of its Extraordinary Summit of 25 March 2022.

Extraordinary Summit of ECOWAS Heads of State and Government of 25 March 2022: ECOWAS warned imposition of immediate financial and economic sanctions against Guinea upon the latter’s failure to submit an acceptable transition timetable by 25 April 2022.

Despite the threat of imposition of immediate sanctions at its Extraordinary Summit of 25 March 2022, the stipulated deadline of 25 April 2022 lapsed before the adoption of a transition timetable by Guinean authorities. On 11 May 2022, Guinea’s interim parliament – the national transition council (CNT) – announced the transition timetable which is intended to last for 36 months. The National Rallying Committee for Development (CNRD) headed by the interim president Colonel Mamady Doumbouya proposed a transition period of 39 months. Having deliberated and debated on the proposed timeline, the CNT has adopted a slightly shorter timeline.

While the adoption of a solid transition timetable is on its own a welcome step in the right direction, it has attracted opposition from various social and political groups.

Despite the fact that the 36 months’ timeline goes well beyond the six months transition period ECOWAS

initially prescribed at its Extraordinary Summit of 16 September 2021, ECOWAS has refrained from imposing further sanctions beyond upholding the suspension.

Accepting extended transition periods tabled by transitional authorities of these countries endangers not only the future of democracy in the region, but also the perception of the regional bloc as a strong and relevant player in ensuring the standards by which its members are bound. The experiences show that for its suspensions, sanctions and their threat thereof to have impact they need the full & equal support of all member states and strong public backing in the target states.

These challenges apply to the PSC as well. It was at its 1030th session convened on 10 September 2021 that the PSC suspended Guinea from all AU activities. Since then, Council has convened two sessions dedicated to the situation in Guinea.

Relevant previous PSC decisions:

1036th PSC session on the situation in Guinea [[PSC/PR/COMM.1036\(2021\)](#)]: Council endorsed ECOWAS's Communiqué of its 8 September 2021 Extraordinary Summit – where the regional organ decided to suspend Guinea from all of its governing bodies – and suspended Guinea from activities of the AU until restoration of constitutional order in the country.

1064th PSC session on the situation in Guinea [[PSC/PR/COMM.1064\(2022\)](#)]: Council endorsed ECOWAS's Communiqué of its 3 February 2022 Extraordinary Summit where the regional organ upheld the suspension of Guinea and requested Guinean authorities to provide an acceptable timeline for the restoration of constitutional order.

Key actionable decision requiring follow-up:

- At the 1076th session, the PSC reiterated its call for the operationalization of the “Monitoring Mechanism on the Transition in Guinea, comprising the AU, ECOWAS, UN and all other relevant stakeholders”, a re-

quest first made at its 1030th session.

Mali

Mali's transition has continued to be challenged not only from the political front but also from the perspective of the continually deteriorating security situation. On the political front, the most problematic issue remains reaching a mutual agreement among relevant local and regional actors, on the duration of the transition period. With respect to Mali's political transition, PSC's 1079th session urged the transition authorities to work closely with ECOWAS towards reaching agreement on the transition timeline and ensure swift return to constitutional order. Since Mali's recent coup, the PSC has dedicated four separate sessions to address the situation.

Relevant previous PSC decisions:

1000th PSC session on the situation in Mali

[PSC/PR/COMM.(M)]: this was the first session Council convened immediately after the coup of 24 May 2021. Further attesting to the point raised above on Council's practice of waiting for the reaction of relevant RECs before taking the appropriate measure, the PSC failed from immediately suspending Mali from all AU activities at the 1000th session. Rather, it simply threatened that it would institute suspension if the defence and security forces do not abide by the conditions set in the Communiqué of the session.

1001st PSC session on the situation in Mali

[PSC/PR/COMM.(1001(2021))]: convened after the ECOWAS's Extraordinary Summit of 30 May 2021 where the regional bloc suspended Mali from all ECOWAS institutions, the 1001st PSC session endorsed ECOWAS decision to suspend Mali and suspended the country from all AU activities until the restoration of constitutional order. At that session, Council further decided to constitute an evaluation mission to engage with relevant Malian and regional actors on the ground.

1027th PSC session on the situation in Mali

[PSC/PR/COMM.1027(2021)]: the 1027th session was dedicated to the consideration of the report of Council's evaluation mission to Mali conducted in line with the decision made at the 1001st session. The evaluation mission

which took place from 14 to 17 July 2021 enabled the PSC to engage with a wide range of stakeholders on the ground including the transition authorities and non-government bodies. At the time, the most pressing issue addressed at length in the report of the evaluation mission was ensuring the organisation of national dialogue and agreeing on an electoral model so as to ensure the conduct of elections as soon as possible as to ensure return to constitutional order.

1057th PSC session on the situation in Mali [PSC/PR/COMM.1/1057(2022)]: the 1057th session was convened following ECOWAS's imposition of political and financial sanctions against Mali at its Extraordinary Summit of 09 January 2022, following Mali's submission of a five-year long transition calendar. While the PSC reached consensus at its 1057th session to endorse ECOWAS's decision to impose sanctions additional to suspending Mali, some Council members were wary of the economic implications of the additional sanctions as well as the potential negative consequences to diplomatic efforts.

After imposing additional sanctions, ECOWAS has continued closely engaging Malian transition authorities, mainly through the auspices of ECOWAS Mediator for Mali, Goodluck Jonathan. The regional bloc's effort to work with the transition authorities while not relenting on enforcing the applicable norms against unconstitutional changes of government has been apparent from its summits convened subsequent to the Extraordinary Summit of 09 January 2022 where it imposed additional sanctions.

Extraordinary Summit of ECOWAS Heads of State and Government of 25 March 2022:

ECOWAS showed flexibility and indicated possibility for gradual lifting of its sanctions on the condition that Malian authorities adhere to the timeline established by the joint technical team of ECOWAS, AU and UN, to extend the transition period for additional 12 to 16 months, effective from 15 March 2022. Unfortunately, Mali's interim President did not take part at the 15 March ECOWAS Summit, despite invitation extended by the regional body.

Despite ECOWAS's demands, Mali's transition authorities announced by the end of April 2022, the launch of a two-year transition. The interim prime minister, Choguel Maiga declared that the authorities cannot possibly manage to hold the elections in less than 24 months.

On the security track, as Mali along with the larger Sahel region continues to struggle with escalating terrorist insurgency, Council drew particular attention to the recent massacre in Moura, central Mali. The incident which took place in late March 2022 has reportedly claimed the lives of 300 civilians. Referring to the incident as a barbaric atrocity, Council emphasised the need to comply with international human rights and humanitarian law standards, particularly those guaranteeing the protection of civilians by security and military arrangements in Mali and the Sahel region broadly.

Key actionable decision requiring follow-up:

- Mali's transition authorities were urged to investigate circumstances surrounding the Moura massacre and bring the perpetrators to justice.
- In consultation with the Transition Authorities in Mali, the AU Commission was requested to organise the third meeting of the Mali Transition Support Group, pursuant to Communiqué [PSC/PR/COMM.1027(2021)] adopted on 2 September 2021 to mobilize partners to support the political transition;

Sudan

In this session, Council welcomed the efforts by the AU, IGAD and UN Integrated Transition Assistance Mission in Sudan (UNITAMS) to jointly facilitate the intra-Sudanese consultations aimed at reaching an agreement to restore constitutional order in the country.

Relevant previous PSC decisions:

1041st PSC session on the situation in Sudan

[PSC/PR/COMM.1041 (2021)]: at this session held on 26 October 2021, Council decided to suspend Sudan in all AU activities until the effective restoration of the civilian-led Transi-

tional Authority following the 25 October military takeover. It also decided to undertake a mission to Sudan to engage with all stakeholders with a view to finding an amicable solution to the political stalemate, a plan the PSC was unable to act on as highlighted in our monthly digest for February when the PSC was scheduled to undertake the mission but was unable to do so due to reluctance of Sudan.

1050th PSC session on the situation in Sudan

[PSC/PR/COMM.1050 (2021)]: convened on 24 November 2021, Council decided at its 1050th meeting to promptly dispatch a mission to Sudan to engage with the authorities and other relevant stakeholders with a view to facilitating and supporting the ongoing transition process, and to report thereon.

1060th PSC session on the situation in Sudan

[PSC/PR/COMM.1/1060 (2022)], held on 25 January 2022, Council, among others,

- requested the AU Commission to propose a dialogue/mediation plan to promptly provide technical and other necessary support to Sudan;
- Underlined the imperative of creating an enabling environment for the country to return to civilian leadership as stipulated in the Constitutional Declaration of August 2019 and organize free, fair and credible elections to elect a civilian-led government in the next six (6) to 12 months;
- Noted the initiative of the United Nations Integrated Transition Assistance Mission in Sudan (UNITAMS), and stressed the need for the AU to coordinate the international community efforts in Sudan in order to harmonize efforts aimed at resolving the crisis in Sudan.

To give a bit of background to the trilateral mechanism, it came into picture following the conclusion of the UNITAMS-facilitated consultations and at the backdrop of the different and separate initiatives by UN, AU, and IGAD to lead the talks between the military and civilians. On 8 January, UNITAMS launched UN-facilitated intra-Sudanese political process within its good offices mandate under Security Council

Resolution 2579 (2021). After several engagements, on 28 February, UNITAMS released the summary report of the consultations that identified areas of consensus and divergence between stakeholders on the way forward towards restoring the political transition in the country. On the other hand, PSC, at its 1060th session that took place on 25 January, requested the AU Commission to 'establish a mechanism aimed at supporting Sudan and coordinate the international community's efforts and ensure the full involvement of the AU in supporting Sudan.' Following this request, the Commission intensified its engagement with Sudanese stakeholders to end the political crisis as evident from working visit by AU Commission Chairperson, Moussa Faki Mahamat, in February and several other visits by Professor Mohammed Al-Hacen Lebatt, the AU Special Envoy to Sudan. Around the same time, IGAD also revived its interest to facilitate talks among Sudanese stakeholders claiming that it is perceived as 'honest broker' acceptable to all sides. The regional bloc undertook a fact-finding mission from 29 January to 1 February. It subsequently appointed a special envoy to facilitate discussions and broad-based consultations that would lead to a negotiated settlement.

The trilateral facilitation process therefore came as part of the effort to coordinate these different initiatives so that the three organizations avoid competition and duplication of efforts. UN, AU, and the regional bloc IGAD should also throw their full weight behind UN-AU-IGAD trilateral mechanism and convince parties to commit for dialogue under the auspice of this mechanism.

In light of the violent crackdown and arrests against protesters, Council, once again, urged Sudanese stakeholders to commit to a cessation of acts of violence, and Sudanese authorities to respect the right of peaceful assembly and release all political detainees to re-build trust.⁴ The other key request was for the Sudanese authorities to fully lift the state of emergency which was in place since the 25 October coup.⁵

⁴ Not long after the session, several detainees, including high profile officials affiliated with the Committee to Dismantle the 30 June 1989 Regime and Retrieve Public Funds, were released but many others reportedly remain in detention.

⁵ On 29 May, the head of Sudan's Sovereign Council and army chief issued a decree lifting the state of emergency nationwide, further pledging to release people detained under the emergency law.

Perhaps, another important point worth highlighting is the omission regarding its previous request for the conduct of election in six to 12 months, a request made during Council's 1060th session in January. At the time, some of the key political actors, notably Forces for Freedom and Change, criticized Council's decision to put timeframe for the conduct of the election as 'dangerous' and 'unprecedented interference' in the Sudanese affairs.

Key actionable decisions applicable to all situations

In addition to Council's decisions adopted with regards to each member State considered at the 1076th session, the AU Commission was also requested to:

- Ensure that the operational AU Liaison Offices (AULOs) and the Office of the AU Special Representatives are adequately resourced;
- Mobilize the requisite resources, including technical, financial and logistics, to accompany all the Member States in political transition and their individual efforts towards returning to constitutional order;
- Continue to closely monitor the situation and ongoing efforts in all the countries undergoing political transitions through the Special Representatives and the AULOs and working in close coordination with the relevant REC/RM, and report to Council regularly;
- Establish, as part of the early warning system, a monitoring dashboard of the aforementioned situations, based on an exhaustive diagnosis reflecting the political, social and economic reality on the ground, that will allow the adoption of an operational approach oriented towards action; Facilitate the expected engagement of the Panel of the Wise as the AU conflict prevention mechanism with the transition authorities to enhance mediation, reconciliation and dialogue; and **highlight** in this regard, the need to use all available mechanisms, including the African Youth Peace Ambassadors in the promotion of peace in the affected Member States;
- Undertake specific efforts to implement the outcome of the Accra Declaration in order to swiftly deter

the resurgence of unconstitutional changes of government in Africa.

THE PSC ENDORSES THE ACCRA DECLARATION FOR EFFECTIVE RESPONSE TO UNCONSTITUTIONAL CHANGES OF GOVERNMENT

The PSC considered and endorsed outcome documents of two activities undertaken in March 2022. The first document considered and adopted by the PSC at its 1077th session convened on 18 April was the Report of the Induction of newly elected and re-elected members of the Council. The outcome was adopted as a [Communiqué](#).

The induction programme was conducted from 23 to 25 March, in Maseru, Lesotho. The induction took place in the presence of all members of the newly composed Council including new members that have joined the Council for a three-year term (Morocco and Namibia) and those that will be serving for a two-year term (Congo, South Africa, Tanzania, The Gambia, Tunisia, Uganda and Zimbabwe) as well as re-elected members (Cameroon, Djibouti and Nigeria elected for a three-year term and Burundi, Ghana and Senegal for a two-year term). The outgoing members⁶ of the PSC also took part in the induction and made contributions.

Key actionable decision requiring follow-up:

- The AU Commission was requested to ensure implementation of the outcomes of the Induction Programme.

The other important document considered and endorsed by the PSC at its 1077th session was the Accra Declaration. The Accra Declaration basically outlines mechanisms for more effective response to unconstitutional changes of government, emanating from the Reflection Forum on UCG conducted in Accra, Ghana, from 15 to 17 March 2022.

⁶ The nine outgoing members of the PSC are: Algeria, Benin, Chad, Egypt, Ethiopia, Kenya, Lesotho, Malawi and Mozambique.

Relevant previous PSC decision:

1061st PSC session on promoting constitutionalism, democracy, inclusive governance [PSC/PR/COMM.1061(2022)]: it was at its 1061st meeting held on 27 January 2022, under the chairship of Ghana, that the PSC decided to convene a reflection forum/a brainstorm session to discuss the resurgence of coups in the continent in the presence of all relevant stakeholders.

The Accra Declaration has been essential for articulating the renewed commitment of AU member States, the PSC and RECs/RMs to continue rejecting UCG. The Accra Declaration was also a key foundational document for the AU Assembly Extraordinary Summit conducted in end of May 2022, in Malabo, Equatorial Guinea to address the major peace and security challenges facing the continent currently – terrorism, UCG and humanitarian disasters.

THE PSC DESIGNATES THE SITUATION IN EASTERN DRC (WHICH INVOLVES INSURGENT AND ARMED REBEL GROUPS) AS TERRORISM

PSC's 1078th session was convened mainly to welcome and follow up on the 10th High-Level meeting of the Regional Oversight Mechanism (ROM) of the Peace, Security and Cooperation Framework (PSCF) for the Democratic Republic of Congo (DRC), held on 24 February 2022, after a three-years interval. The outcome of the session was adopted as a [Communiqué](#).

In addition to opening remarks by the chair of the month and statement by PAPS Commissioner, Christophe Lutundula Apala Pen'Apala, Deputy Prime Minister and Minister of Foreign Affairs of DRC and Tete Antonio, Minister of External Relations of the Republic of Angola and Chair of the International Conference on the Great Lakes Region (ICGLR) delivered statements at the session. Presentations were also made by Michelle Ndiaye, Special Representative of the Chairperson of the Commission and Head of AU Liaison Office in DRC; Special Representative of the UN Secretary-General DRC and Special Envoy of UN Secretary-General G.L.R.

The major outcome of the session in connection with insecurity in eastern DRC is the Council's designation of the overall situation as terrorism. Notwithstanding the allegations against Allied Democratic Forces (ADF) for having links with terrorist networks, armed groups operating in the country – with the exception of the Islamic State Central Africa Province (ISCAP) – are generally not designated as terrorists by the international community. With this designation by the PSC, came about on the request of the DRC in the face of the recent upsurge in insecurity in Eastern DRC, the hope was that the various armed groups including the resurging M23 would be delegitimised, sanctioned and as such DRC would not be expected to negotiate with them.

Key actionable decisions requiring follow-up:

In the context of ensuring continued and fortified AU support to the region, the AU Commission was requested to:

- Ensure “rapid deployment of Disarmament, Demobilization and Reintegration Programme (DDR) and Security Sector Reform (SSR) experts in line with the AU's initiatives to silencing the guns and within the framework of the Africa Amnesty Month”; and
- Support the “Expanded Joint Verification Mechanism (EJVM) and the Joint Intelligence and Fusion Centre (JIFC), based in Goma, DRC and the Joint Follow-up Mechanism (JFM) on the Allied Democratic Forces (ADF-MTM) in Kasese, Uganda”.⁷

In terms of follow-up on implementation of the PSCF and the general situation in the region, the Council:

- Requested the Guarantors of the PSCF Agreement to initiate a process for the

⁷ The EJVM is one of the components/organs of the ICGLR Secretariat. It was first launched in 2012. The mechanism is composed of military experts from member States of the ICGLR and its main purpose and responsibility is monitoring the security situation in the region and undertaking investigations on security incidents. The JIFC is another component of the ICGLR Secretariat which is composed of two representatives from each member State. The JIFC is managed by a rotating Regional Coordination Committee (RCC). The JFM on ADF is also an organ within the structure of the ICGLR Secretariat which was established in 2017. It comprises experts from ICGLR member States, particularly from DRC, Kenya, Uganda and Tanzania.

evaluation and assessment of the Framework Agreement with the aim of enhancing its effectiveness in addressing the challenges being faced in DRC.

- Decided to undertake a field mission to the GLR, particularly the eastern part of DRC.

THE PSC CALLED FOR THE ESTABLISHMENT OF THE AFRICAN CLIMATE FUND

PSC convened its 1079th session on 21 April 2022 to discuss Climate Change, Peace and Security in Africa. The importance of institutional coordination particularly between the three African Climate Commissions and their synergy with the AUC, sustainable climate financing as well as the implementation of continental and global binding instruments were highlighted in the [Communique](#) adopted as the outcome of the session. The deliberations considered the security aspect of climate change in respect to maritime security as well as the humanitarian impact and need to scale up the protection and support to communities displaced due to natural disasters.

African Climate Commissions

The African Climate Commissions were established during the COP22 held in Marrakesh, in the Kingdom of Morocco in 2016, to spearhead the implementation of the Paris Agreement. These institutions include the Island Climate Commission, chaired by H.E. President Wavel Ramkalawan of the Republic of Seychelles; the Congo Basin Commission, chaired by H.E. President Denis Sassou Nguesso of the Republic of Congo and the Sahel Climate Commission, chaired by H.E. President Muhamed Bazoum of the Republic of Niger.

The PSC has welcomed the preparation made so far for the COP27 to be held in November 2022 in Egypt and called for member states to support the presidency. Indeed, COP27 presents a number of opportunities for Africa to advance its position however the global political climate may also be a major risk to advance Africa's long-standing priorities.

Key actionable decisions requiring follow up

The Council made the following requests:

- It requested the AU Commission to expedite the finalization of the Report of the AUC Chairperson on the Study on the nexus between Climate Change, Peace and Security and to be urgently submitted for Council's consideration
- Called for the acceleration of the implementation of the Assembly decision 718 adopted during the 32nd Ordinary Session of the Assembly in 2019 which requested the Commission to assure the protection, the census and the registration of refugees and IDPs
- Underlined the need to fast track the implementation of the AU Climate Change and Resilience Development Strategy and Action Plan (2022-2032)
- Requested the Chairperson of the Commission to consider elevating the Climate Change Unit into a full-fledged Division
- Given the importance of predictable and sustainable climate financing as reiterated in previous sessions, it called on the establishment of African Climate Fund.

Relevant previous PSC decisions

Climate security has become a standing agenda of the PSC since it was first tabled in 2016 during which the Council decided to dedicate an annual session on the topic. In 2021 the PSC held two summit level sessions on climate change and disaster management. The first heads of state and government level session on climate change was held on 'Sustainable Peace in Africa: Climate Change and its Effect on Peace and Security in the Continent' in March 2021.

984th PSC session on Climate Change and its Effect on Peace and Security in the Continent [PSC/AHG/COMM.1 (CMLXXXIV)]: it was during this session where the PSC called for the establishment of the AU Special Fund for Climate Change. The communique of the 984th session further stressed the importance of a Common African Position on Climate Change, the mainstreaming of climate change in early warning and requested a sta-

tus update on the appointment of a Special Envoy for climate change and security.

1043rd PSC session on Addressing Disaster Management issues in Africa [PSC/AHG/COMM.1042(2021)]: Council's 1043rd session endorsed the creation of a Continental Civilian Capacity for Disasters Preparedness and Response and requested the AUC to facilitate the development of an overarching and comprehensive COVID-19 Recovery Framework for Africa, by also integrating other disasters that have taken place before and within the context of COVID-19 pandemic. The session also stressed 'the importance of adopting climate sensitive planning dimension in peacekeeping and post-conflict reconstruction and development efforts.'

THE PSC ENDORSED A NEW INSTRUMENT ON YOUTH, PEACE AND SECURITY – THE BUJUMBURA DECLARATION

The last session of the month took place on 25th April 2022 to have a reflection on the outcome of the Continental Dialogue on Youth, Peace and Security that was held from 23-25 April 2022, in Bujumbura, Burundi. The reflection meeting was held in a hybrid format with the President of Burundi H.E. Evariste Ndayishimiye as a guest of honour of the meeting. The session, which constituted Council's 1080th meeting, also formed the third and last day of the Continental Dialogue and served for the PSC to consider the Bujumbura Declaration adopted at the Continental Dialogue. The outcome of Council's 1080th session was adopted as a [Communiqué](#).

The 3 days continental dialogue brought more than 350 young women and men across the continent and was hosted by the Government of Burundi in collaboration with the African Union Commission with the support of the United Nations Development Programme (UNDP). The continental dialogue is aligned with the Continental Framework on Youth, Peace and Security and its Ten-Year Implementation Plan, which was adopted in June 2020 by the AU PSC. It also built on the recommendations made in the Secretary General's report on Youth, peace and security (March 2022), which recalls that 'inclusive

partnerships with young peacebuilders are crucial to the youth and peace and security agenda and should be prioritized by all partners.'

A key outcome of the continental dialogue was the [Bujumbura Declaration](#) on Youth, Peace and Security in Africa, which captures the recommendations that emerged from the 3 days dialogue. The declaration emphasizes 'the importance for youth to be provided with opportunities of learning more languages with a view to opening up wider spaces for communication and engagement' and encourages 'youth to wisely use social media platforms to search for opportunities, promote peace and mobilize youth participation in national agendas.'

In the adopted Communique, the PSC endorsed the Declaration of the Continental Dialogue, the "Bujumbura Declaration on Youth, Peace and Security", and welcomes the recommendation to the AU to consider appointing H.E. Évariste Ndayishimiye, President of the Republic of Burundi, as the AU Champion for Youth, Peace and Security Agenda. In this regard, President Evariste Ndayishimiye reaffirmed that Burundi has chosen its war, that of the fight against poverty with young people on the front line because "there is no peace without development".



"As leaders and decision-makers, we must match words with deeds by giving space and means to young Africans to contribute to building a peaceful and prosperous Africa."

President Evariste Ndayishimiye

Key actionable decisions requiring follow-up:

- The PSC decided to institutionalize a holding of an Annual Continental Dialogue on Youth, Peace and Security in Bujumbura, Burundi, to follow up on the implementation of decisions on this theme and the Bujumbura Declaration on YPS.
- The PSC requested the AU Commission to regularly brief the Council on the progress of

the 10-year implementation of the Continental Framework on YPS, especially the development of NAPs;

- o The PSC reiterated its call on Member States to sign, ratify and domesticate the African Youth Charter, and encouraged Member States to domesticate the AU Continental Framework on YPS, in line with their national youth policies and development plans together with the development of National Action Plans (NAPs) in order to institutionalize the meaningful participation of the youth at all levels of decision-making.

Other PSC activities during the month

Other activities of the Council which took place during April in addition to its sessions include the preparatory meeting of the PSC Committee of Experts (CoE). The CoE met on 26 April in preparation for the Extraordinary Summit on Terrorism and UCG, which took place on 28 May 2022, in Malabo, Equatorial Guinea. The decision to convene an Extraordinary Summit on Terrorism and UCG was made by the AU Assembly at its 35th Ordinary Session [[Assembly/AU/Dec. 828\(XXXV\)](#)], having regard to the noted increase in both terrorism and UCG in the continent during the previous year.



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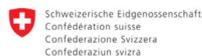
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Amani Africa is an independent African based policy research; training and consulting think tank with a specialization and primary focus on African multilateral policy processes, particularly those relating to the African Union.

We support the pan-African dream of peaceful, prosperous and integrated Africa through research, training, strategic communications, technical advisory services, and convening and facilitation.

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