

# **MONTHLY DIGEST ON THE AFRICAN UNION PEACE AND SECURITY COUNCIL**

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# MONTHLY DIGEST ON THE AFRICAN UNION PEACE AND SECURITY COUNCIL –OCTOBER 2022

## THE MONTH AT A GLANCE

In October, the Kingdom of Morocco was the monthly rotating chairperson of the Africa Union (AU) Peace and Security Council (PSC). The [provisional program of work](#) initially envisaged five substantive sessions of which two agenda items were dedicated to country/region specific issues. Two more agenda items with country/region focus were added in the course of the month. Accordingly, situations in the Horn of Africa, Central Africa and the Sahel were considered during the month. Overall the PSC convened seven (7) sessions and one joint consultative meeting addressing a total of eight (8) agenda items plus the consultative meeting.

As initially anticipated in the provisional program of work, two sessions were convened at ministerial level while the other sessions took place at ambassadorial level. The outcomes for the seven (7) sessions plus the joint consultative meeting were adopted as communiqués while press statement was adopted for one session. On average, it took about two weeks for the release of outcome documents.

## THE PSC CONDEMNED IN STRONGEST TERMS ALL FORMS OF VIOLENCE AGAINST WOMEN DURING CONFLICTS AND OTHER SITUATIONS

PSC's first session of the month and its 1109<sup>th</sup> meeting was convened on 3 October 2022 on the Commemoration of the United Nations (UN) Security Council (UNSC) Resolution 1325 on Women, Peace and Security (WPS).

The PSC received briefings from Bineta Diop, Special Envoy of the Chairperson of the AU Commission on Women, Peace and Security; Pramila Patten, Special

Representative of the United Nations Secretary-General on Sexual Violence in Conflict; Awa Ndiaye Seck, UN Women Special Representative to the AU Commission and United Nations Economic Commission (ECA); and Farida Jaidi, Coordinator of the Moroccan Network of Women Mediators. The PSC further received statements from representatives of the European Union Delegation to the AU and League of Arab States Delegation to the AU.

The session marked the 22<sup>nd</sup> anniversary of the UNSC's landmark resolution 1325 (2000) on WPS and specifically focused on the protection of women and girls from sexual and gender-based violence in situations of armed conflict.

Africa reported, as presented in our [analysis on the session](#) the highest number of CRSV cases worldwide. The PSC in the [Communique](#) it adopted on the session, condemned, 'in the strongest terms, all forms of violence against women during conflicts and other situations'. It also called for 'protection of women and girls against sexual and gender-based violence (SGBV), particularly in conflict and crisis situations and refugee camps' and those engaged in such acts of violence to be held accountable. In terms of AU initiatives to enhance protection against SGBV, the PSC commended 'progress made in including issues and policies on women, peace and security in AU Peace Support Operations, which addresses the issues of sexual and gender- based violence.'

Considering the prevalence of the scourge of sexual violence in conflict and other crisis situations in Africa, one would have expected the PSC to go further and institute additional steps towards enhancing AU's role towards addressing this scourge. As pointed out in our analysis on the session, the PSC, for example, could have reiterated its earlier decision from the 862<sup>nd</sup> session for convening a dedicated session on CRSV. Significantly, the PSC could also have called 'for the need for documenting and reporting CRSV as part of the monitoring of conflict situations it is seized with and other crisis situations and underscore the obligations of conflict parties to abide by Resolution 1325, and in this regard, express its support for mechanisms for investigation of CRSV in conflict settings on the continent.' Viewed from these vantage points, it was a missed opportunity for the PSC to take its consideration of the issue of CRSV to the next level. There was also no reference made to the Continental

Results Framework (CRF) for monitoring and reporting on the implementation of the WPS Agenda in Africa.

## AU Special Envoy on the contribution of CRF



'Access to data is improved with the CRF. Many countries are now reporting on SGBV in their general national crime report which the civil society is using to advocate for establishment & strengthening of gender units in the police, justice and medical centres.'

*H.E. Mme. Bineta Diop, Special Envoy of the Chairperson of the AU Commission on Women, Peace and Security*

Of course, the impact of these omissions can be reduced due to two other elements of the outcome of the PSC session. First, the PSC welcomed 'the launch of the Framework for Prevention of Conflict-related Sexual Violence in New York on the margins of the 77<sup>th</sup> United Nations General Assembly' in September 2022 and significantly in this respect requested 'the AU Commission to launch an awareness campaign at the highest level to get national and regional commitments.' Second, the PSC tasked 'the AU Special Envoy on WPS, working closely with the Special Representative of the UN Secretary-General on sexual violence in conflict, to establish a forum for knowledge sharing amongst the AU Member States and partners to leverage experience, lessons learnt and good practices in addressing sexual violence against women in conflicts and crises.'

The other issue that the session addressed relates to the gap between the ambition set in Resolution 1325 and the lived experiences of people in the various conflict and crisis settings on the continent. In this respect, the PSC expressed concern over 'the existing gaps in the implementation of the UNSC Resolution 1325 (S/RES/1325) on Women, Peace and Security (WPS)'. It thus emphasized 'the need to evaluate the achievements made in the implementation of the UNSC Resolution 1325 (S/RES/1325) on WPS in order

to address the identified challenges and map the way forward.'

## THE PSC EMPHASIZED THE USE OF RESTORATIVE AND REPARATIVE APPROACHES AS OPPOSED TO RETRIBUTIVE APPROACHES TO THE REHABILITATION AND REINTEGRATION INTO SOCIETY OF CHILDREN ENGAGED IN ARMED CONFLICT

The second session of the month, the 1110<sup>th</sup> meeting which took place on 5 October, was held under the theme 'Prevention of Recruitment and Use of Children in Conflict Situations'. The PSC discussed the implementation of children affected by armed conflicts (CAAC) agenda with particular focus on (i) recruitment and abduction of children (ii) protection of refugee, internally displaced and stateless children (iii) reintegration of children and peacebuilding.

Briefers at the session included Jainaba Jagne, Permanent Representative of the Republic of The Gambia to the AU and Co-chair of the AP-CAAC and Robert Nanima, Special Rapporteur on Children Affected by Armed Conflicts and member of the African Committee of Experts on the Rights and Welfare of the Child (ACERWC). Others that delivered intervention include representatives of UNICEF, Dallaire Institute for Children, Peace and Security and Save the Children. Most notably, in a step that seeks to signify efforts of the PSC to hear from members of affected groups, a child formerly associated with armed groups from South Sudan also participated to share first-hand experiences. A [Communique](#) was adopted at the end of the session.

As presented in our [analysis on the session](#) produced prior to the session, the recruitment of children into armed groups, one of the six grave violations to which children are subjected in conflict and related crisis situations, is prevalent across all conflict settings on the continent. It is worth mentioning that armed opposition groups or terrorist groups are not the only ones who are engaged in this atrocious act. The armies

of states are also accused of committing this crime. It is thus interesting to note that the PSC in expressing its strong condemnation of recruitment and use of children in hostilities made reference not only to armed groups and terrorist organizations but also 'armed forces', a language signifying national armies. The PSC accordingly urged 'armed groups and armed forces' 'to fully respect international humanitarian law and international human rights law and also to respect and maintain the civilian and humanitarian character of education centres, refugee and IDP camps, as well as to immediately stop targeting and using schools and refugee/ IDP camps as recruitment centres.'

In terms of preventive measures, apart from emphasizing the need for addressing the underlying root causes and factors, the PSC stressed the need for national action plans for implementing relevant social and economic as well as institutional measures and providing the requisite support for safeguarding children. With respect to the peace and security work, the PSC reiterated the need for Member States, Regional Economic Communities and Regional Mechanisms (RECs/RMs), as well as the AU Commission to mainstream child protection in early warning mechanisms and conflict prevention, conflict resolution, peace-making and peace-building processes, as well as in post-conflict reconstruction and development.' This would understandably require data and analysis on risks of recruitment and use of children in various conflict and crisis situations and the formulation of targeted intervention based on such evidence based risk assessment. Similarly, the PSC also emphasized the need for mainstreaming child protection in peace processes, particularly in 'disarmament, demobilization and reintegration (DDR) and security sector reform (SSR) programmes, as well as to incorporate children's rights in humanitarian advocacy and to ensure equal access to reintegration support for all children formerly associated with armed forces and armed groups.' Additionally, the PSC also underscored the importance of advocacy work including that targeting armed groups and commended in this respect the role of civil society organizations.

On the issue of rehabilitation of children affected by recruitment and use in conflict situations, the PSC underscored 'the importance of sustained psychosocial support for all children formerly associated with armed forces and armed groups.' On the issue of justice and

accountability, which the PSC underscored, in respect to armed groups, to be critical for fighting this scourge, it expressed preference to the use of restorative and reparative approaches as opposed to retributive approaches when it comes to children formerly associated with armed groups or forces. Accordingly, it encouraged member states 'to treat children formerly associated with armed forces and armed groups primarily as victims and to take appropriate steps to prevent the detention or prosecution of children solely for their participation in armed conflicts or mere membership in armed groups, as well as to prosecute children only in accordance with international juvenile justice standards if there is evidence that a child has committed a criminal offence.'

However, the PSC missed the opportunity to discuss the high level vulnerability of girls during armed conflicts. Girls, are more vulnerable to under-age recruitment by armed groups for use as fighters, spies, cooks and porters and for sexual purposes. According to the UN Secretary-General's (SG) annual report on CAAC ([A/76/871-S/2022/493](#)), the abduction of girls has increased by 41 per cent, highest number registered in the Lake Chad basin.

### Key actionable decisions requiring follow-up:

- The PSC reiterated its request in paragraph 20 of Communique [\[PSC/PR/COMM.1101 \(2022\)\]](#), for the Chairperson of the AU Commission to appoint a Special Envoy for Children Affected by Armed Conflicts in Africa to facilitate effective implementation of the AU Child Rights Agenda.
- The PSC also requested the AUC to undertake a study on the specific impact of terrorism on children and to submit the report of the study for consideration by the Council, as soon as possible.

### Relevant previous PSC decisions:

- 420<sup>th</sup> meeting held on 18 February 2014, Consultation with (ACERWC) [\[PSC/PR/BR.\(CDXX\)\]](#): the PSC agreed to hold, each year, an open session of the PSC, devoted to issues of children on the continent.
- 994<sup>th</sup> meeting held on 11 May 2021, on the

protection of children in conflict situations in Africa [[PSC/PR/COMM.\(CMXCIV\)](#)]: the PSC requested the AUC to institutionalize a child protection architecture within the Africa Peace and Security Architecture (APSA) and develop policy aimed at mainstreaming child protection in all phases of intervention from conflict prevention and mediation to conflict management.

- 1070<sup>th</sup> session convened on 29 March 2022 [[PSC/PR/COMM.1070 \(2022\)](#)]: the PSC considered two draft policies essential for the protection of children in situation of armed conflicts and requested that they be considered by the Specialized Technical Committee for Defence, Safety and Security (STCDSS).

### Relevant other Executive decisions:

- 33<sup>rd</sup> Ordinary session of the Assembly of the Union held in February 2020 [[Assembly/AU/Dec.749-795\(XXXIII\)](#)]: the PSC requested the AUC to integrate child protection into Silencing the Guns campaign and the Theme of the AU for the year 2020, as well as to develop a comprehensive policy on child protection in AU peace support operations.
- [14<sup>th</sup> Ordinary Session](#) of the STCDSS held on 12 May 2022, considered and adopted two policies on child protection.

## PSC ENDORSED THE USE OF DIALOGUE AND NEGOTIATION AS IMPORTANT TOOLS FOR COUNTERING TERRORISM

The PSC's 1111<sup>th</sup> meeting, held on 7 October, was a Ministerial meeting on the theme 'Development and deradicalization as levers to counter terrorism and violent extremism'. The theme, terrorism and violent extremism is one of the most discussed thematic issue in 2022. This is as a result of the growing concern by the PSC over the spread of terrorism, radicalization and violent extremism in Africa. While the focus is different, this is the second time the issue of terrorism features on the agenda of the PSC at ministerial level for two consecutive months. Briefers at the session were Parfait Onanga-Ananga Special Representative of the Secretary-General of the UN to the AU and

Head of the UN Office to the AU and Ahmed Abaddi, Secretary-General of the Rabita Mohammadia of Ulema.

The session shifts the focus away from the dominant hard security oriented policy approach towards the socio-economic and governance factors that make the emergence and expansion of terrorism and violent extremism possible. The PSC discussed different factors associated with terrorism. The session among other factors identified radicalization and underdevelopment as a major aspect that make terrorism and violent extremism phenomena thrive in Africa. While identifying measures that could propel development and deradicalization as levers to counter terrorism, the PSC in the [Communique](#) adopted for the session stressed, as the previous ministerial session did, 'the necessity of comprehensive and multidimensional whole-of-government and whole-of-society, human rights sensitive approaches that effectively address all structural and fundamental root causes, drivers and possible factors that facilitate radicalization and violent extremism.'

Echoing the proposition in our [analysis on the session](#) on the need to enhance investment in the socio-economic, development, governance and humanitarian dimensions of the underlying and driving factors of terrorism, the PSC underscored the need 'to ensure the effective presence of the State and provision of basic public/ social services in their entire territories and to avoid the creation of ungoverned spaces.' In this respect, it is to be recalled that the PSC in the communique of its ministerial session on terrorism in September tasked the AU Commission 'to explore options to further improve the implementation of policy interventions aimed at addressing the root causes and drivers of terrorism and violent extremism, especially the democratic governance deficit and the absence or weakness of governance structures in peripheral and remote territories, as well as political, social and economic marginalization.' This would require that the AU working with, among others, African Union Development Agency (AUDA-NEPAD) and the African Development Bank (AfDB) initiates interventions for the strengthening and expansion of state institutions and governance structures well equipped to deliver services and ensure active participation of marginalized communities and territories in governance processes.



The most significant addition of the outcome of this session over other previous sessions on terrorism is its endorsement of the use of reconciliation, dialogue and negotiation as critical tools for countering terrorism. Accordingly, the PSC underlined 'the importance of national reconciliation and cohesion including through **dialogue and negotiations** to facilitate voluntary surrender and rehabilitation of terrorists and extremists.'(emphasis added) In our [Special Research Report](#), it was pointed out that 'the recognition of the essentially political, governance, and development nature of the conflict dynamics in which insurgent groups identified as terrorists operate necessitates that negotiation and dialogue with members of such groups forms part of the political strategy for settling the conflict involving these groups.' On the role of the AU in this respect, the report proposed that 'a major contribution of the AU would to develop in consultation with member states and affected communities a strategy on negotiation and dialogue for peace in conflict situations involving terrorist groups.' In the communique, the ministerial session accordingly requested 'the AU Commission to develop a compendium of African national reconciliation best practices to be submitted for consideration by Council, as soon as possible.'

## Key actionable decisions requiring follow-up:

The PSC requested the Commission the following:

- To include countering radicalization and extremist ideologies in the envisaged review of the African Plan of Action on the Prevention and Combating of Terrorism and Violent Extremism
- Through the Africa Centre for the Study and Research on Terrorism (ACSRT) to continue providing technical capacity building support to Member States and the Committee of Intelligence and Security Service of Africa (CISSA) to also continue providing credible early warning, with a view to boosting the preventative capacities of Member States and Regional Mechanisms (RECs/RMs)
- To develop a compendium of African national reconciliation best practices to be submitted for consideration by PSC, as soon as possible.

## Relevant previous PSC decision:

- 957<sup>th</sup> session [[PSC/PR/COMM.\(CMLVII\)](#)]: the PSC decided to dedicate an annual session to assess progress in the Continental efforts in combating the scourge of terrorism, radicalization and violent extremism, as well as foreign terrorist fighters.
- 1107<sup>th</sup> session held on 23 September 2022 [[PSC/MIN/COMM.1107 \(2022\)](#)]: the PSC requested the AUC to explore options to further improve the implementation of policy interventions aimed at addressing the root causes and drivers of terrorism and violent extremism.

## Relevant AU Assembly decision:

- During 16<sup>th</sup> Extraordinary Session of the Assembly of the African Union on Terrorism and Unconstitutional Changes of Government in Africa held on 28 May 2022, in Malabo, Equatorial Guinea, [[Ext/Assembly/AU/Decl.\(XVI\)](#)]: the Assembly decided, to establish an AU Ministerial Committee on Counter Terrorism to serve as a high level coordination, monitoring, evaluation and follow up mechanism of the implementation of the commitments made at the session. Further Assembly stressed the need to promote experience sharing and lesson learning among Member States and RECs/RMs to better coordinate and enhance regional and continental efforts in combating terrorism.

## PSC EXPRESSED CONCERN OVER THE DELAYS IN THE IMPLEMENTATION OF THE SOMALIA TRANSITIONAL PLAN (STP) AND THE NATIONAL SECURITY ARCHITECTURE

The PSC on 10 October at its 1112<sup>th</sup> session considered the report of the Chairperson of the Commission on the situation in Somalia and the implementation of ATMIS Mandate. The report is submitted to the PSC pursuant to AU PSC Communiqué [[PSC/PR/COMM.1068 \(2022\)](#)] adopted at its 1068<sup>th</sup> meeting held on 8 March 2022. The PSC received briefing from Ms. Fiona Lortan, Interim Special Representative of the Chairperson of the

Commission for Somalia and Interim Head of ATMIS. It also heard interventions from the representatives Somalia, UN and the European Union (EU).

Regarding the current positive political development in Somalia, the PSC in the [Communiqué](#) of the 1112<sup>th</sup> session once again welcomed the progress being registered in the implementation of the Somali Transition Plan (STP) and in this regard, commended the Federal Government of Somalia (FGS) for its commitment and ownership of efforts to advance the peace and security process in Somalia, including through the convening of the National Consultative Council in September 2022.

However, the PSC noted with concern the delays in the implementation of the STP and the National Security Architecture (NSA), which can impact negatively on the implementation of ATMIS mandate and erode the gains achieved to date. Speedy force generation and timely implementation of the STP still remain key for the gradual handover of security responsibilities from ATMIS to Somalia Security Force (SSF).

The PSC also drew attention to the fast approaching deadline of the drawdown of 2000 ATMIS troops which according to PSC's decision outlined in the Communiqué of its 1068<sup>th</sup> session, is expected to take place by 31 December 2022. The PSC reiterated the urgency of force generation and integration as the deadline fast approaches. The PSC called for urgent agreement by FGS on the Forward Operating Bases (FOBs) to be handed over from ATMIS to the SSF.

Another discussion point at the session was concerning finance. ATMIS is faced with a funding shortfall amounting to tens of millions. While it continues to receive funding from the EU, the UK and logistical support from the UN, these fall far short of the funding needs of the mission.

While expressing deep appreciation to all international partners for their continued support to ATMIS, the PSC reiterated deep concern over the ATMIS funding shortfall. The PSC called for the urgent need to provide the necessary financial support for ATMIS, including through the use of UN assessed contributions, with a view to ensuring that the Mission more effectively and successfully discharges its mandate within the timelines stipulated in PSC Communiqué [[PSC/PR/COMM.1068 \(2022\)](#)] of 8 March 2022 and [UNSC](#)

[Resolution 2628 \(2022\)](#), in support of the STP and the NSA.

Concerning the severe humanitarian crisis, the PSC noted with alarm the prevailing dire humanitarian challenge facing Somalia due to a combination of factors, including the unprecedented drought, floods in part attributable to climate change, as well as the barbaric and cowardly attacks by Al-Shabaab. The [Chairperson report](#) illustrated that the dire humanitarian situation is expected to worsen, with pockets of famine expected in several districts if crop and livelihood production continue to fail, prices continue to rise, and humanitarian assistance does not reach the most vulnerable populations. In fact, humanitarian agencies estimate that more than 90 per cent of Somalia is already experiencing severe to extreme drought conditions.

In this respect, the PSC reiterated its request for the Permanent Representatives Committee (PRC) Sub-Committee on Refugees, Returnees and IDPs and the PRC Sub-Committee on Drought and Famine to engage the FGS, through the Special Envoy on Drought, in order to identify the priority needs of the FGS.

### Relevant previous PSC decisions:

- o 1068<sup>th</sup> meeting held on 8<sup>th</sup> March 2022 on the reconfiguration of the AU Mission in Somalia (AMISOM) [[PSC/PR/COMM.1068\(2022\)](#)]: the PSC 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 contribution'.

## MEMBERS OF THE UNSC AND THE PSC DISCUSSED VARIOUS SITUATIONS OF CURRENT CONCERN DURING THE ANNUAL CONSULTATIVE MEETING

On 14 October 2022, the PSC travelled to New York to attend the 16<sup>th</sup> Joint annual consultative meeting with the UNSC. The meeting was convened to deliberate on peace and security issues in Africa within the context of the UN-AU partnership. Members of the UNSC and the PSC discussed issues of common concern on strengthening the AU and UN Peace Support Operations in Africa, the situation in West Africa and the Sahel, the situation in the Great Lakes region, as well as application of sanctions in conflict situations in Africa.

The Secretary-General's annual report on 'Strengthening the partnership between the UN and the AU on issues of peace and security in Africa, including on the work of the UN Office to the AU (UNOAU)', which was published on 25 August, also formed the basis for the discussion. Specific outcomes as per key issue of concern included:

### *Strengthening the AU and UN Peace Support Operations in Africa*

In the [Joint Communique](#), the UNSC and the PSC reaffirmed the importance of the UN peacekeeping operations and AU peace support operations in the maintenance of international and regional peace and security. They noted the significant change of the nature of the security environment into which some peacekeeping and peace support operations are deployed, marked by inter alia, terrorist groups, armed non-state actors, illicit trafficking, and other related emerging security threats.

The UNSC and the PSC recalled the UNSC Resolution 2628 (2022) and PSC Communique adopted at its [1075<sup>th</sup> meeting](#) and invited the UN Secretary General and the Chairperson of the AU Commission to consider jointly convening an international pledging conference for ATMIS operations, by March 2023.

### *The situation in West Africa and the Sahel, including countering the threat of terrorism*

Addressing ongoing challenges in Africa, the PSC and UNSC expressed deep concern on the deterioration of the security and political situation in West Africa and the Sahel region. They noted that terrorism is a major factor threatening peace and security in Sahel region. They underscored the importance of embracing comprehensive and multidimensional approaches, that incorporates and strengthens coherence between political, security and development activities in support of good governance, sustainable economic growth, and poverty eradication, among others, in addressing the root causes and drivers of security challenges facing the Sahel region.

They welcomed the steps taken by the Secretary General of the United Nations and the Chairperson of the AU Commission to initiate a joint independent assessment on security and development in the Sahel together with ECOWAS and the G5 Sahel with respect to the needs and concern of the countries in the region. They further called for enhanced cooperation between and among the actors operating in the region, namely G5 Sahel Joint Force, United Nations Multidimensional Stabilization Mission in Mali (MINUSMA), the Multi-National Joint Task Force against the Boko Haram (MNJTF), the Nouakchott Process, and the Accra Initiative, as well as individual Member States and Regional Economic Communities and Regional Mechanism (RECs/RMs).

### *The situation in the Great Lakes Region (CAR and DRC)*

They UNSC and PSC expressed their deep concern over the protracted insecurity and humanitarian crisis in the eastern part of the DRC as a result of the ongoing destabilizing activities of armed groups including the resurgent M23, the Coopérative pour le développement du Congo (CODECO), the Allied Democratic Forces (ADF), the Forces démocratiques de libération du Rwanda (FDLR), the Résistance pour un état de droit (REDTabara), Mai-Mai groups and all other domestic and foreign non-state armed groups.



They reiterated their strong condemnation of attacks against civilians and MONUSCO, as well as all violations and abuses of human rights, including conflict-related sexual violence and violations of international humanitarian law perpetrated by armed groups and called for an unconditional and immediate ceasefire by all armed groups and surrender of weapons under the national Demobilisation, Disarmament, Community Recovery and Stabilisation Program.

They reiterated the urgent need to step-up efforts to neutralize all armed groups and spoilers in the region. They also emphasized the need for sustained international humanitarian assistance to internally displaced persons, and refugees, as well as the need for supporting stabilization, reconstruction, and recovery efforts in the conflict affected regions.

### *Sanctions in conflict situations in Africa*

The UNSC and PSC emphasized that sanctions when required should be applied objectively, targeted, and context specific, to address threats to international peace and security and regularly reviewed to take account of the specific context as it evolves. UNSC sanctions when required should be measured and proportionate in order to be effective and limit any eventual unintended consequences.

They acknowledged the need to make further efforts to use sanctions regimes as a tool to undermine the capabilities of armed groups and terrorist groups. They also noted the use of benchmarking process in reviewing UN Security Council sanctions to ensure they are fit for purpose, and the need to review, adjust and terminate, when appropriate, sanctions regimes taking into account the evolution of the situation on the ground and minimize any unintended adverse humanitarian effects

At the end of the meeting, UNSC and AUPSC agreed to convene their 8<sup>th</sup> Informal Joint Seminar and the 17<sup>th</sup> Annual Joint Consultative Meeting in 2023, in Addis Ababa, Ethiopia, at dates to be jointly agreed by the two sides in due course.

## **PSC CALLS FOR INCLUSION OF CLIMATE AND SECURITY IN THE AGENDA OF THE MEETINGS OF THE AU ASSEMBLY COMMITTEE OF AFRICAN HEADS OF STATES AND GOVERNMENT ON CLIMATE CHANGE (CAHOSCC)**

In a major development on bringing the security dimension of climate change to the center of policy processes on climate, the PSC ministerial meeting called for inclusion of discussion on climate and security in the agenda of CAHOSCC. The PSC held the second ministerial level meeting on 18 October 2022. The 1114<sup>th</sup> PSC meeting served as the platform for the PSC to reflect on climate change, peace and security nexus and innovative practical means and ways of building resilience and adaptation for food security in the African Island States.

The PSC received briefing from Josefa Correia Sacko, the AU Commissioner for Agriculture, Rural Development, Blue Economy and Sustainable Environment; Mohamed Gad, the Permanent Representative of Egypt to the AU as the representative of the incoming Chair of COP 27; Hameed Nuru, World Food Programme (WFP) AU Global Office; Rajae Chafil, Director, Climate Change Competence Center (4c Maroc) and Abir Lemseffer, Director General of the Adaptation of African Agriculture (AAA) Foundation in Morocco. The PSC also received a recorded statement of Alok Sharma, Member of Parliament, COP27 President and Member of the United Kingdom Cabinet and from the Representative of Seychelles, as Chair of the African Islands Climate Commission.

This focus on African Island States is due in part to Morocco's initiative during COP22 held in Marrakech. Additionally, as pointed out in our [analysis for the session](#), island countries face particular vulnerabilities to extreme weather events which cover both sudden onset disasters including cyclones and to slow onset processes such as sea level rise. Not surprisingly the nature of these challenges is such that one of the areas of focus of this session would be on robust resilience and adaptation mechanisms as well as institutional

arrangements for predicting and responding to climate change events particularly affecting such states.

In the [Communique](#) adopted on the session, the PSC expressed deep concern over the disproportionate impact of climate change on the African Continent and the unprecedented threats being posed by climate change to human security in particular and to the peace, security, stability and development of the African Continent as a whole'. Specifically on African Island states, the PSC emphasized redoubling investments in disaster risk reduction and credible climate early warning systems as part of enhancing their climate change resilience, mitigation and adaptation capacities.

The PSC emphasized the need for Member States to support the African Climate Commissions created by the African Summit on Action for Continental Co-Emergence, organized at the initiative of His Majesty Mohammed VI, King of Morocco, on the side-lines of the COP22 in Marrakech in 2016, namely, the Island Climate Commission; the Congo Basin Commission; and the Sahel Climate Commission; as well as to ensure that these Commissions enhance their collaboration with the AU Commission. The PSC also underscored the importance of accelerating the implementation of the AU Climate Change and Resilience Development Strategy and Action Plan and reiterated the call for the establishment of climate change fund.

### 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.

Building on the intervention from Commissioner Sacko, the PSC called on African Island states and other concerned AU member states 'to implement the AU 2050 Africa's Integrated Maritime Strategy, integrate blue economy and climate smart agriculture as integral components of their national development programs, including by investing in enhanced

marine biodiversity governance, combating marine pollution and enhanced sustainable water resources management systems'.

On climate and security writ large, the PSC called for the mainstreaming of climate change in the AU peace and security agenda. It also reiterated the call for the finalization of the study by the AU Commission on the nexus between climate change, peace and security in Africa. It also underscored the need 'for enhanced collaboration and cooperation between the Africa Multi-hazard Early Warning System and Early Action (AMHEWAS) Situation Room and the Continental Early Warning Situation (CEWS) Room.'

Perhaps the most significant contribution of this session in taking the engagement on climate and security to the next level is the decision for the inclusion of climate and security into the agenda of the meeting of the AU Assembly Committee of African Heads of States and Government on Climate Change (CAHOSCC). This is significant in bringing the security dimension of climate to the center of policy discourse and processes on climate change.

### Relevant previous PSC decisions:

Climate security has become a standing agenda of the PSC since it was first tabled in 2016 during which the PSC 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.

- 984<sup>th</sup> 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 984<sup>th</sup> session further stressed the importance of a Common African Position on Climate Change, the mainstreaming of climate change in early warning and requested a status update on the appointment of a Special Envoy for climate change and security.
- 1043<sup>rd</sup> PSC session on Addressing Disas-

ter Management issues in Africa [[PSC/AHG/COMM.1042\(2021\)](#)]: Council's 1043<sup>rd</sup> 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.'

- 1068<sup>th</sup> PSC session Climate Change, Peace and Security in Africa [[PSC/PR/COMM/1079 \(2022\)](#)]: Given the importance of predictable and sustainable climate financing as reiterated in previous sessions, the PSC called on the establishment of African Climate Fund.

## THE PSC CALLED FOR AN IMMEDIATE, COMPREHENSIVE AND UNCONDITIONAL CEASE FIRE IN ETHIOPIA

The PSC at its 1115<sup>th</sup> session held on 21 October received briefing on the AU- led peace process on Ethiopia. The meeting was not initially included in the monthly programme of work of the Council. As outcome of the meeting, the PSC issued a [press statement](#).

The PSC received briefing from the AU High Representative for the Horn of Africa, Olusegun Obasanjo, former President of the Federal Republic of Nigeria. It also received a statement from the representative of the Federal Democratic Republic of Ethiopia as a country of concern. This is the fifth time the High Representative to the Horn of Africa briefed the PSC since his appointment in August 2021.

It is to be recalled that the PSC had its last session on the situation in August 2022. Since then, the situation deteriorated with the collapse of the fragile humanitarian truce and the return of the parties to hostilities.

The PSC expressed deep concern over the resumption of hostilities in northern Ethiopia with the

attendant loss of lives and called for an immediate, comprehensive and unconditional ceasefire and the resumption of humanitarian services. It also urged all armed actors to uphold International Humanitarian Law and International Human Rights law and ensure the protection of civilians, especially women and children, while reiterating the strategic imperative of a political solution to the conflict.

The session was also held as the AU finalizes preparations for hosting of direct talks between the parties under a newly constituted panel. In a statement issued on 6 October, the AU Commission Chairperson stated that 'the peace talks will be conducted through a high-level panel of eminent Africans, established purposefully for the Ethiopian peace process.' The Panel is made up of the Chairperson Olusegun Obasanjo, AU High Representative for the Horn of Africa and former President of Nigeria, along with Uhuru Kenyatta, former President of Kenya, and Phumzile Mlambo-Ngcuka, former Deputy President of South Africa and Member of the AU Panel of the Wise. The PSC welcomed the composition of the high-level panel of eminent Africans and urged all parties to collaborate with the newly constituted panel.

### Relevant previous PSC decisions:

- 1097<sup>th</sup> session held on 4 August 2022 [[PSC/PR/COMM.1097.2 \(2022\)](#)]: receive briefing on the Situation in the Horn of Africa. The session provided an update on the activities of the High Representative and developments in the situation in Ethiopia and related concerns.
- 1045<sup>th</sup> session held on 08 November 2021 [[PSC/PR/COMM.1045 \(2021\)](#)]: the PSC received the first substantive briefing by the High Representative for the Horn of Africa at its 1045<sup>th</sup> session. Amani Africa's Monthly Digest for November 2021 has more details on this briefing.
- 1064<sup>th</sup> meeting held on 10 February 2022: while the PSC did not have the opportunity to interact with the High Representative on his briefing, his briefing provided an overview of the peace and security developments in the conflict situation in northern Ethiopia and the state of his diplomatic engagements since his last briefing to the PSC in November 2021. Amani Africa's [Monthly Digest - February 2022](#) has more details on this briefing.

## PSC EXPRESSES DEEP CONCERN OVER INCREASED VIOLATION OF HUMAN RIGHTS ESPECIALLY BY STATE FORCES AND ARMED GROUPS IN THE SAHEL

PSC on 31 October held a session on the situation in the Sahel region and Guinea. At the briefing, the PSC received statements from Mamman Sambo Sidikou, AU High Representative for Mali and the Sahel (MISAHEL); the Permanent Representative of the DRC to the AU, Ambassador Jean Leon Ngandu Ilunga, as representative of the Chair of the Economic Community of Central African States (ECCAS).

In the [Communique](#) issued on the session, the PSC expressed its deep concern over the increased insecurity due to the activities of terrorists and armed groups and expressed its concern over the increased violation of human rights especially by state forces and armed groups. It accordingly stressed 'the imperative for all military operations, including those against non-state armed groups, to fully comply with the principles of International Human Rights Law, as well as applicable International Humanitarian Law and ensure effective protection of the civilian population.' The spotlight that the PSC put on the issue of human rights violations in the context of counter terrorism operations is key for the public support and legitimacy of measures that states take in pursuit of countering terrorism.

In our [special research report](#) that made a compelling case for rethinking the security focused policy approach to countering terrorism, we underscored the necessity of including the well-known peacemaking tools of negotiation and dialogue into the peace and security tools used in counter terrorism. Echoing this point, the PSC underscored the need to ensure that all existing counter-terrorism toolkits are broadened to include non-military approaches, comprehensive dialogue and mediation mechanisms.' It is worth recalling that the 1111<sup>th</sup> session of the PSC also endorsed the need for using reconciliation, dialogue and negotiation.

Regarding the transition process unfolding in the Sahel countries and Guinea, the PSC underscored the need for ensuring that the transition process is

inclusive of all stakeholders. Highlighting the critical importance of mechanisms for accompanying and robustly facilitating reforms as part of the transition processes in these countries, the PSC called for the 'revitalization of the Transition Monitoring Mechanisms for all countries in political transition, established by the Council.'

### Key actionable decisions for follow up:

The PSC requested the AU Commission in the operationalization of transition supporting mechanisms

- to work in collaboration with ECOWAS and CEN-SAD and key stakeholders in ensuring the seamless support to the transition processes

### Relevant previous PSC decision:

- 1006<sup>th</sup> session [[PSC/PR/COMM.1006 \(2021\)](#)]- the PSC at its 1006<sup>th</sup> session decided to renew the mandate of the G-5 Sahel Joint Force for another one year from 13 July 2021.

### *Burkina Faso*

The PSC condemned the 2<sup>nd</sup> military coup and urged the current Burkinabé authorities to expedite the transition process. The PSC also expressed the need for the AU to undertake a solidarity mission to Burkina Faso.

The PSC requested the AUC and ECOWAS to undertake a joint technical assessment mission to Burkina Faso in consultation with the new transition authorities to explore the requisite support package for the transition and counter-terrorism operations.

### Relevant previous PSC decisions:

- 1062<sup>nd</sup> PSC session on the situation in Burkina Faso [[PSC/PR/COMM.1/1062\(2022\)](#)]: 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 threat-

ening to take punitive measures in the event of any abuse of human rights in this regard.

## Mali

The PSC expressed concern over the continued deterioration of the security situation. However, the PSC noted the progress made in the implementation of the transition calendar and encouraged the authorities to take steps to ascertain its timely operationalization. The PSC called on the authorities to resume dialogue and fully cooperate with ECOWAS to expedite the transition process.

### Relevant previous PSC decisions:

- 1001<sup>st</sup> Session [[PSC/PR/COMM.\(1001\(2021\)\)](#)]: Council convened session after the ECOWAS's Extraordinary Summit of 30 May 2021 where the regional bloc suspended Mali from all ECOWAS institutions, the 1001<sup>st</sup> 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.
- 1057<sup>th</sup> Session [[PSC/PR/COMM.1/1057\(2022\)](#)]: Council convened a session following ECOWAS's imposition of political and financial sanctions against Mali at its Extraordinary Summit held on 9 January 2022, following Mali's submission of a five-year long transition calendar. While Council reached consensus 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. (See Amani Africa's [Monthly Digest -January 2022](#) for details)

## Guinea

The PSC endorsed the implementation of the outcomes of the ECOWAS mediation effort and called on all the transition authorities to take collaborative measures to foster an inclusive transition process.

### Relevant previous PSC decisions:

- 1036<sup>th</sup> session [[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.
- 1064<sup>th</sup> session [[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.

## PSC CALLED FOR THE DRAWDOWN AND CLOSURE OF THE AU MILITARY OBSERVER MISSION IN CAR

The last agenda of the month that took place on 31 October and formed part of the 1116<sup>th</sup> session of the PSC was dedicated to the situation in Central African Republic (CAR) and the AU Military Observers Mission to CAR (MOUACA). The PSC received statements from the representative of the CAR and the representative of the DRC as the Chair of the ECCAS.

In the [Communiqué](#) it adopted, the PSC expressed its 'deep concern over the security situation in the country as a result of terrorist and non-state armed groups' activities and the attendant adverse impact of the insecurity on the citizens'.

The PSC reiterated its request for the lifting of the arms embargo imposed on the CAR to enable the CAR National Defence and Security Forces to effectively discharge their constitutional mandate of defending and protecting the country and its citizens. The embargo has since 2013 been extended regularly.

### Relevant UNSC decision:

- 9105<sup>th</sup> meeting: on 29 July 2022, the UNSC adopted [S/RES/2648 \(2022\)](#), by which it extended until 31 July 2023 the arms embargo, travel ban and asset freeze in the CAR.



The PSC also expressed grave concern over the deteriorated humanitarian situation in the CAR, exacerbated by the prevailing insecurity, terrorist and non-state armed groups' activities in the country. In addition to displacement constantly fuelled by cycles of violence, CAR is also affected by occasional natural disasters that adds to the existing humanitarian toll. Out of its total population of 4.9 million people, 3.1 million are assessed by the UN as people that require humanitarian assistance.

The drawdown and closure of MOUACA was the major outcome of the 1116<sup>th</sup> session on CAR. MOUACA, which was authorized by the PSC pursuant to the 936<sup>th</sup> PSC Communiqué [[PSC/PR/1\(CMXXXVI\)](#)], had been facing limitations in attaining its objectives and effectively utilizing the funds allocated for its operationalization. As a result, funds for the mission's continued operations could not be secured. Following the necessary engagement with relevant partners on avenues of possible continued funding for MOUACA, the PSC decided to drawdown and close the mission.

### Relevant previous PSC decision:

- 1093<sup>rd</sup> session [[PSC/PR/COMM.1093 \(2022\)](#)]: noting the challenges faced in securing finances for MOUACA's continued operations, the PSC called on the AU Commission to engage with relevant partners, particularly the European Union (EU), on the possibilities of financial support to the mission.

### Key actionable decisions requiring follow-up:

The PSC requested the AUC to undertake the following:

- Initiate a gradual drawdown and closure of MOUACA;
- Dispatch a Multidisciplinary Mission comprising technical experts, including members of the Military Staff Committee (MSC) and human rights specialists, tasked with liquidating MOUACA and strengthening the AU Mission in the Central African Republic (MISAC) to carry out the mandate of MOUACA in line with the procedures in force;
- Task the Multidisciplinary Mission, in conjunction with MISAC, to consider EU's offer of support for AU efforts towards the implementation of the Political Agreement for Peace and

Reconciliation in the CAR (PAPR-CAR) and for further enhancing MISAC's capacity, given the recent developments which have taken place in the country, and to brief the Council as soon as practicable.

### Other Activates of the PSC

During the month, the AUPSC Committee of Experts (CoE) held its 39<sup>th</sup> meeting on 4 October to deliberate on the arrangements for the 7<sup>th</sup> Informal Joint Seminar and 16th Annual Joint Consultative Meeting between the AUPSC and the United Nations Security Council, which took place at ambassadorial level in New York, USA from 13 to 14 October 2022. PSC also considered and adopted its Provisional Programme of Work for November 2022.

The PSC also took part in the Policy Conference on the 'Nexus between Peace, Security and Development' which was organized by the PAPS Department in Tangier, Morocco, in collaboration with partners, from 25 to 27 October.



## MEDIA AND RESEARCH SERVICES

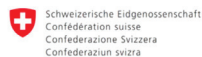
### ABOUT AMANI AFRICA

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.

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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