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PEACE AND SECURITY COUNCIL

7TH RETREAT

21 - 23 MAY 2015

SWAKOPMUND, NAMIBIA

PSC/Retreat/7

**CONCLUSIONS OF THE RETREAT OF
THE PEACE AND SECURITY COUNCIL OF THE AFRICAN UNION
ON ISSUES AND CHALLENGES IN THE PROMOTION OF PEACE, SECURITY AND STABILITY IN
AFRICA**



I. INTRODUCTION

1. The Peace and Security Council (PSC) of the African Union (AU) held its seventh Retreat on Issues and Challenges in the Promotion of Peace, Security and Stability in Africa, from 21 to 23 May 2015, in Swakopmund, Namibia. The Retreat came as an additional important step by the PSC in its efforts to deliver and maintain peace, security and stability to Africa and its people within the perspective of the African Peace and Security Architecture (APSA). After extensive deliberations, the Retreat reached the following conclusions:

II. CONCLUSIONS

A. ENHANCING COLLABORATION BETWEEN THE PSC AND RECS/RMS IN CONFLICT PREVENTION, MANAGEMENT AND RESOLUTION

2. The PSC puts in place the following format to enable the RECs/RMs to provide information and substantive inputs required for PSC decision making on conflict and crisis situations (excluding meetings on specific thematic issues which fall under another type of PSC open sessions to which RECs/RMs are invited among other invitees), as well as on post-conflict issues, within the context of conflict prevention, management and resolution in Africa:

- i. RECs/RMs will be invited to PSC meetings considering crisis and conflict situations, as well as to those on post-conflict issues;
- ii. The PSC will convene quarterly consultative meetings with the RECs/RMs to enhance strategic coherence in addressing peace and security issues;
- iii. RECs/RMs will be invited by the PSC to informal consultations well ahead of formal PSC meetings, to enable the PSC interact with a REC(s) concerned with a given situation with a view to gathering more information and relevant inputs on the situation obtaining on the ground. In this way, the RECs would weigh in the benefit of their advantage of proximity to and broader knowledge of the affected crisis/conflict zone. In this regard, RECs/RMs will provide documents to the PSC to inform such consultations;
- iv. RECs/RMs will provide updates to the PSC on their concrete contributions in the implementation of PSC decisions on crisis and conflict situations, as well as on post-conflict issues;
- v. RECs/RMs will be requested by the PSC to provide inputs during the early stage of preparation for the PSC annual consultative meetings with similar organs;

vi. RECs/RMs will be requested by the PSC to provide inputs at the early stage of the elaboration of the Report of the Peace and Security Council on its Activities and the State of Peace and Security in Africa.

3. With regard to proceedings of PSC meetings on crisis and conflict situations, as well as on post-conflict issues, (excluding meetings on specific thematic issues) and with a view to enabling the RECs/RMs to participate more effectively. In this context, the PSC puts in place the following format:

- a) Closed session to start a meeting and adopt agenda;
- b) Open session during which invitees make their statements:
 - i. In line with the conclusions of the previous PSC Retreats on working methods, the PSC shall determine the list of invitees to its meetings;
 - ii. First stage of open session in which non-African invitees of the PSC, and invited CSOs make their statements/provide views to the PSC on the issue(s) under consideration. Clarifications are sought by the PSC and the RECs/RMs from the non- African invitees and CSOs. Afterwards, those non- African invitees and CSOs leave the meeting;
 - iii. Second stage of open session during which the invited AU Member States make their statements and provide their views on an issue under consideration. Clarifications are sought by the PSC and the RECs/RMs from the invited Member States concerned by the situation under consideration. After, that invited Member State/s leave/s the meeting;
 - iv. Third stage of the open session during which the invited REC(s)/RM(s) make substantive inputs, including possible involvement of their technical focal points in collating inputs together with the PSC Secretariat, to enrich PSC decision-making on the issue(s) under consideration. Clarifications are sought by the PSC from RECs/RMs concerned by the situation under consideration. Thereafter, the RECs/RMs leave the meeting;
 - v. Closed session of the PSC during which deliberations take place and decision(s) are taken;

B. ENHANCING CONFLICT PREVENTION

4. Early warning has not been followed by timely and effective action in some cases. Indeed, some of the crises that ravage parts of Africa are of a preventable nature, that is if the AU, RECs/RMs and the affected AU Member States take early preventive measures. In this context, the AU needs to put in place a legal framework for mandating the. Regional Standby

Forces to engage in preventive deployment, containment of crises and intervention in active conflict situations wherever in Africa.

- i) The following measures are to be taken:
 - By failing to acknowledge or respond to early warnings of looming crisis, the AU early preventive actions are hindered in a given country;
 - Dealing with the problem of denial and not cooperating when there are clear signs of a brewing crisis;
 - Addressing the roots causes of emerging crises at their early stage;
 - Encouraging Member States to cooperate when there are early warning signs of looming crises;
 - The AUC Department of Political Affairs should attend all PSC meetings and provide regular briefings, including those focusing on early warning aspects, to the PSC;
 - The RECs/RMs should provide the PSC with updates, including those focusing on early warning aspects of a looming crisis and conflict situation;
 - The Committee of Intelligence and Security Services of Africa (CISSA) should regularly brief the PSC, including providing it with early warning information;
 - Enhancing post-conflict reconstruction and development efforts to avoid relapses back into the cycle of violence;
- ii) Encouraging Member States to enhance their cooperation and collaboration with the Continental Early Warning Systems (CEWS);
- iii) Encouraging the RECs/RMs to take appropriate conflict prevention measures, including provision of regular updates to the PSC;
- iv) Promoting practical measures to enhance implementation of AU decisions on reconciliation within the context of the Madiba Nelson Mandela Decade of Reconciliation, including the measures and recommendations contained in the Communiqué [PSC/MIN/COMM.\(CCCLXXXIII\)](#) of the PSC Meeting, held at Ministerial level, in Algiers, Algeria on 29 June 2013;
- v) Promoting practical measures to enhance implementation of AU decisions, instruments and policies on combating terrorism in all its forms, including dismantling its linkages with narcotic trafficking, illicit arms trafficking, human trafficking, money laundering, piracy and other transnational crimes, within a larger international

context. In this regard, efforts should be deployed to further strengthen cooperation and coordination at national, regional, continental and global levels. Efforts should also be re-doubled to facilitate the sharing of intelligence and the outcome of studies and analyses undertaken within the context of the fight against this scourge, under the aegis of the African Centre for Study and Research on Terrorism.

vi) Aligning the vulnerability assessment tool developed by the Commission with other indicators, including the African Gender Development index and the African Social Development Index which measure social exclusion.

vii) Ensuring regular interaction between the PSC and the Panel of the Wise.

C. ENHANCING POST-CONFLICT RECONSTRUCTION AND PEACEBUILDING ACTIVITIES

5. The following measures are to be taken:

i) AU Commission should intensify its efforts in the area of PCRDR, including submission of a report as decided by Council, on the status of the AU PCRDR Architecture, including on the issues relating to the PSC Committee on Post-Conflict Reconstruction for Burundi and the Democratic Republic of Congo, during the second half of 2015;

ii) AU Commission should take measures towards the re-activation and sustenance of the AU Ministerial Committee on Post-Conflict Reconstruction of the Sudan and South Sudan, as well as the strengthening of other AU mechanisms dedicated to post-conflict reconstruction and development in Africa, as part of the efforts to enhance peacebuilding, rehabilitate livelihoods and avoid relapse into the cycle of violence;

iii) Encouraging RECs/RMs to provide periodic updates on their respective PCRDR activities.

D. WORKING METHODS OF THE PSC

6. The PSC has developed a range of working methods since 2007. In this respect, and as the PSC continually reviews its working methods, there is need to consolidate into a single volume its existing working methods. Furthermore, there is need to put in place additional working methods to cover newly identified areas of need:

a) Swapping of the month of chairing the PSC

7. On the issue of swapping the month of chairing the PSC and to ensure the orderly organization of work, the PSC should put in place a modality whereby those PSC members intending to swap should inform the PSC Secretariat of their intention in writing one month in advance, except in circumstances of force majeure. The Secretariat will then bring it to the attention of the PSC.

b) Modalities for regulating informal interactions of the PSC

8. The following measure is to be taken:

Informal interactions between the PSC and other non-African stakeholders on peace and security issues will be considered and decided by Council as appropriate, as long as the intended consultations enhance the work of the PSC in discharging its mandate.

c) Regular briefing by the PSC Chairperson to the Permanent Representatives Committee (PRC)

9. The practice of monthly briefings by the PSC Chairperson to the PRC on the activities of the PSC should be sustained. In this respect, the PSC Secretariat should coordinate with other relevant service providers within the AU Commission to facilitate such monthly briefings.

d) Collaboration between the PSC and other Organs of the African Union

10. The PSC should hold regular meetings with the following other AU organs and the Panel of the Wise, in dealing with prevention, management and resolution of peace and security issues, including information on their respective programmes and degree of African ownership. In this context, a roster of these meetings will be established with regard to the following other AU Organs:

- i) Pan-African Parliament;
- ii) African Commission on Human and Peoples' Rights; and
- iii) African Court on Human and Peoples' Rights.

e) Enhancing Operationalization of PSC Subsidiary Bodies

11. The PSC Sub-Committees should be fully operationalized and capacitated to enable them to more effectively undertake their respective mandates in line with their generic terms of reference (to be drafted by the PSC Secretariat).

f) Preparation and presentation of the Report of the Peace and Security Council on its Activities and the State of Peace and Security in Africa

12. In its previous Retreats, namely the Yaoundé and Djibouti retreats, the PSC decided on a new format for the elaboration and presentation to the Assembly of the Union of its Report on its Activities and the State of Peace and Security in Africa as follows:

- i) The Chairperson of the PSC for the month of the AU Summit will introduce the PSC Report to the Assembly of the Union;
- ii) The AU Commissioner for Peace and Security will make its detailed presentation to the Assembly of the Union and provide responses to issues and questions that Member States may raise;
- iii) In elaborating its Report, the PSC will request inputs from the RECs/RMs, and other relevant stakeholders.

g) Format of the outcomes of PSC meetings/sessions

- i. Communiqué to carry/convey a decision of a formal PSC meeting on a given issue, where a written report of the Chairperson of the Commission has been presented to the Council;
- ii. Press Statement to convey an outcome of a PSC meeting, where a written report of the Chairperson of the Commission was not presented;
- iii. Annual joint consultative meetings of the PSC with the United Nations Security Council and other similar organs should continue to adopt Joint Communiqués;
- iv) Joint field missions of the PSC and similar organs to conflict and post conflict areas in Africa should adopt a Joint Statement;
- v) Joint Retreats of the PSC with similar organs should adopt Conclusions.

h) Enhancing support for the African Members (A3) of the UN Security Council

13. In line with the conclusions of the High-Level Seminars on assisting incoming African Members of the UN Security Council in Preparing to address Peace and Security Issues in Africa, held in Algiers and Oran, in Algeria, in December 2013 and December 2014 respectively, the PSC should further enhance the capacity of the African Members of the United Nations Security Council (UNSC), In this regard, the following measures are to be taken:

- i) assignment of crisis/conflict and post-conflict files to A3 members, who should also be co-penholders and penholders on these issues within the UNSC, and capacity building for A3 officers responsible for drafting working documents on African peace and security issues meant for UNSC consideration (whenever possible, this should be done in tandem with capacity building for PSC experts);
- ii) Encouraging the A3 to make inputs into the monthly provisional programme of work of the PSC, including deploying efforts towards alignment of the monthly calendars of the PSC and the UN Security Council;

- iii) Involving the A3 in preparation for PSC/UNSC annual joint consultative meetings and other joint activities;
- iv) Including the A3 in the induction sessions for newly elected and re-elected members of the PSC;
- v) Establishing regular channels of communication including video tele-conferences (VTC) between the PSC and the A3, through their respective Chairpersons.

E. ENHANCING COLLABORATION BETWEEN THE PSC AND ECOSOCC

14. ECOSOCC is the AU Organ responsible for facilitating interaction between the AU and CSOs, and more specifically between the PSC and CSOs working in the area of peace and security in Africa. In this context, the PSC, in consultation with ECOSOCC, should launch and sustain its annual consultation with CSOs on the promotion of peace, security and stability in Africa.

F. GENDER MAINSTREAMING ON PEACE AND SECURITY IN AFRICA

15. The AU Commission, in collaboration with the relevant stakeholders, should facilitate implementation of the following outcomes of the meeting devoted to the Review of Implementation of Commitments under UN Security Council resolution 1325(2000) on Women, Peace and Development and African efforts in this context, held on 22 May 2015, on the margins of the PSC Retreat, in Swakopmund, Namibia:

- i) Institutionalizing an annual open session of the PSC on implementation and commemoration of UNSC resolution 1325;
- ii) Facilitating inclusion of women in peace processes;
- iii) Linking together the African Governance Architecture and the African Peace and Security Architecture (APSA) from conflict prevention, management and resolution of conflict to post-conflict reconstruction thereon providing opportunities for consolidation and inclusion of women's and girls' concerns as part of rebuilding gender sensitive institutions and frameworks;
- iv) Appointing women as AU and RECs Special envoys, chief mediators, special representatives and heads of field missions;
- v) Mainstreaming gender in the terms of reference of AU human rights observers, special envoys, chief mediators, special representatives and heads of field missions;
- vi) Including monitoring of gender based violations in the terms of reference of AU human rights monitoring missions;

- vii) Ensuring that the terms of reference of all AU PSC fact-finding missions include specific provisions relating to the gender dimension and the plight of women;
- viii) Encouraging AU Member states to implement the zero tolerance policy on sexual exploitation, code of conduct; the gender training manual for peacekeepers and whistle blowing policy.

G. UPDATING AND ENRICHING THE PSC PROTOCOL

16. With its comparative advantage of knowledge on peace and security issues in Africa, the PSC should launch a study on the implementation of the African Peace and Security Architecture, including on the work of the PSC, with a view to identifying gaps and challenges in this context. In this respect, the PSC requests the AU Commission, specifically, the PSC Secretariat and the PSC Committee of Experts to undertake the study. The report and recommendations of the study should be submitted to the PSC for its consideration with a view to facilitating the process of updating and enriching the PSC Protocol.

H. VOTE OF THANKS

17. The PSC adopted a Vote of Thanks delivered by H.E. Fatoumata Sidibe Kaba, Ambassador and Permanent Representative of the Guinea to the African Union, addressed to the Government and the people of Republic of Namibia, for hosting the PSC Retreat and for the warm welcome and hospitality accorded to its members, RECs/RMs, other invited guests and to the participants from the AU Commission.

African Union Commission (AUC)

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Peace and Security Council

Retreat - Conclusions

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