

Repertoire of the Practice of the Security Council, 2021

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
	Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) (S/2021/587)			MONUSCO, Deputy Head of the Laboratory of Medical Biology at Ngaliema Clinic in Kinshasa		
S/PV.8873 5 October 2021	Report of the Secretary-General on MONUSCO (S/2021/807)		Democratic Republic of the Congo	Special Representative of the Secretary-General, Coordinator of Voice of Congolese Women	13 Council members, ^b all invitees	
S/PV.8918 6 December 2021	Report of the Secretary-General on MONUSCO (S/2021/987)		Democratic Republic of the Congo	Special Representative of the Secretary-General, member of the African Women Leaders Network	13 Council members, ^b all invitees	
S/PV.8936 20 December 2021	Report of the Secretary-General on MONUSCO (S/2021/987)	Draft resolution submitted by France (S/2021/1063)				Resolution 2612 (2021) 15-0-0 (adopted under Chapter VII)

^a China, Estonia, France, Ireland, India, Kenya (also on behalf of Niger, Saint Vincent and the Grenadines and Tunisia), Mexico, Norway, Russian Federation, United Kingdom, United States and Viet Nam.

^b China, Estonia, France, Ireland, India, Kenya (also on behalf of Niger, Saint Vincent and the Grenadines and Tunisia), Mexico, Niger (in his capacity as the Chair of the Committee established pursuant to resolution [1533 \(2004\)](#) concerning the Democratic Republic of the Congo), Norway, Russian Federation, United Kingdom, United States and Viet Nam.

Table 2

Videoconference: the situation concerning the Democratic Republic of the Congo

<i>Videoconference date</i>	<i>Videoconference record</i>	<i>Title</i>	<i>Decision, vote (for-against-abstaining) and record of written procedure</i>
30 March 2021	S/2021/316	Letter dated 1 April 2021 from the President of the Security Council addressed to the Secretary-General and the Permanent Representatives of the members of the Security Council	

5. The situation in the Central African Republic

During the period under review, the Council held four meetings and adopted three resolutions, all under Chapter VII of the Charter, in connection with the situation in the Central African Republic. Two of the meetings were convened to adopt a decision of the

Council and the remaining two took the form of briefings.¹¹⁵ More information on the meetings,

¹¹⁵ For more information on the format of meetings, see part II, sect. II.

including on participants, speakers and outcomes, is given in table 1 below. Council members also held three open videoconferences in connection with the item.¹¹⁶ More information on the videoconferences is given in table 2 below. The Council held one private meeting with countries contributing troops and police to the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA).¹¹⁷ In addition to the meetings and open videoconferences, Council members held closed videoconferences and informal consultations of the whole to discuss the item.¹¹⁸

During 2021, Council members heard three briefings on the reports of the Secretary-General on the Central African Republic, consistent with the four-month reporting schedule established by the Council in resolution 2387 (2017).¹¹⁹ Two of those briefings were delivered by the Special Representative of the Secretary-General for the Central African Republic and Head of MINUSCA at meetings of the Council and one was delivered by the Under-Secretary-General for Peace Operations at an open videoconference. During the period under review, Council members also heard briefings by the African Union Commissioner for Peace and Security and, following the merger of the Political Department and the Peace and Security Department, the African Union Commissioner for Political Affairs, Peace and Security; the African Union Special Representative and Head of the African Union Office in the Central African Republic; the Managing Director for Africa of the European External Action Service; and two civil society representatives: the Director of the youth-led peacebuilding organization

URU, and the President of the Conseil national de la jeunesse centrafricaine.

The briefings were focused on the political, security, economic, human rights and humanitarian situation in the country. In that regard, they served to continue to update the Council on the developments following the signing of the Political Agreement for Peace and Reconciliation in the Central African Republic by the authorities and 14 armed groups in Bangui on 6 February 2019, in particular the efforts aimed at its revitalization. They also provided updates on the joint road map adopted under the auspices of the President of Angola on 16 September 2021 by the International Conference on the Great Lakes Region and the ceasefire declared by the President of the Central African Republic on 15 October 2021, as well as the republican dialogue launched by the Government with the political parties and key forces. The briefings were also focused on the presidential and legislative elections of 2020 and 2021 and the subsequent inauguration of Faustin Archange Touadera as President and the new Government in June 2021. A significant part of the briefings was devoted to the activities of armed groups, including the newly established Coalition des patriotes pour le changement, and their impact on security, elections and the provision of humanitarian assistance in the country. In addition, the briefings addressed the human rights situation and the efforts to fight impunity for human rights violations.

During an open videoconference held on 21 January,¹²⁰ the Special Representative of the Secretary-General informed the Council that the Constitutional Court had published the definitive result of the presidential election, validating the re-election of Mr. Touadera. The Special Representative reported that the situation on the ground remained tense owing to the continuing violence since the first round of elections as a result of the collusion of the Coalition des patriotes pour le changement with some political figures, notably the former President, François Bozizé. Despite the decision of the Constitutional Court to validate the final list of candidates and reject the candidacy of Mr. Bozizé, elements of some of the 14 armed groups, signatories to the Political Agreement, had been mobilized by Mr. Bozizé to form the Coalition des patriotes with the intention of preventing the holding of elections and bringing about the fall of

¹¹⁶ For more information on the procedures and working methods developed during the COVID-19 pandemic, see part II, sect. I, and *Repertoire, Supplement 2020*, part II, sect. I.

¹¹⁷ The private meeting was held on 3 November in connection with the item entitled “Meeting of the Security Council with the troop- and police-contributing countries pursuant to resolution 1353 (2001), annex II, sections A and B”; see *S/PV.8895* and *A/76/2*, part II, chap. 20.

¹¹⁸ The closed videoconferences were held on 21 January and 24 February (see *S/2021/1014* and *S/2021/1060*). In 2021, some informal consultations of the Council were held in the form of closed videoconferences. See *A/76/2*, part II, chap. 12.

¹¹⁹ See *S/2021/187*, *S/PV.8802* and *S/PV.8882*. The Council heard an additional briefing by the Special Representative of the Secretary-General and Head of MINUSCA at an open videoconference held on 21 January (see *S/2021/76*). For the reports of the Secretary-General on the Central African Republic, see *S/2021/146*, *S/2021/571* and *S/2021/867*.

¹²⁰ See *S/2021/76*. The briefing took place further to a discussion relating to an attack on MINUSCA under “Other matters” on 13 January 2021 (see *S/2021/1014*). For more information on deliberations of the Council under “Other matters”, see part II.

the current President, Mr. Touadera. The Special Representative said that the situation was testing the capacity of MINUSCA to carry out its key mandate to protect civilians. He expressed appreciation for the support of the Council, which had enabled the rapid deployment of troops and helicopters from the United Nations Mission in South Sudan in the context of inter-mission cooperation. He also requested that the inter-mission support be extended for at least an additional two months. He cautioned that a strategy for adjusting the mandate would be needed, including a substantial increase in the strength of the Mission's uniformed components to enable it to maintain its robust posture. He recalled the proposal to raise the ceiling of authorized peacekeepers and requested the Council's authority to provide adequate logistical support to the Central African security forces. Specifically, he referred to the lifting of the restrictions on logistical support as provided for in paragraph 32 (a) (iv) of resolution [2552 \(2020\)](#) and proposed the reactivation of the bilateral commissions, in line with paragraph 6 of that resolution. Noting also the continued exploitation of mining resources by armed groups, he advocated a mandate that authorized more resources to support the national security and defence forces to support the restoration of State authority.

At an open videoconference held on 24 February,¹²¹ the Under-Secretary-General for Peace Operations updated Council members on the progress in combating the Coalition des patriotes pour le changement thanks to the activities of MINUSCA, but noted that the situation remained volatile and that violence continued. Despite the very fragile situation, the country was on track to conclude successfully a democratic transfer of power within the constitutional timeline, which was a major achievement. It was essential that those democratic gains be preserved by completing the electoral process and advancing a peaceful resolution to the crisis. In that regard, the reinforcements sent to MINUSCA through inter-mission cooperation continued to play a crucial role, including by providing security for the legislative elections in March, with the risk of Mission overstretch extending beyond that period. In that connection, he recalled that the Secretary-General had recommended reinforcing the military and police personnel of the Mission¹²² and underscored that the request for additional military and police capabilities was not intended as a military solution to the challenges but was rather the result of a comprehensive assessment of

the changing context on the ground and the capacity of MINUSCA.¹²³

At the same videoconference, the African Union Commissioner for Peace and Security deemed the organization of the first round of combined presidential and legislative elections a welcome development and an important and necessary step for consolidating democracy and the implementation of the Political Agreement. Despite the progress, some had chosen the path of violence through the creation of the Coalition des patriotes pour le changement. The Commissioner informed Council members about the attacks perpetrated by the Coalition and their impact on the provision of humanitarian assistance in the country. He commended MINUSCA, the Russian Federation and Rwanda for providing military assistance to the Central African Republic and thwarting the intentions of the Coalition of capturing Bangui. He appealed to the Council to call for an immediate end to the violence perpetrated by the Coalition and its attacks on the Bangui-Garoua economic corridor in Cameroon, condemn acts of violence and attempts to seize power by force, including by the former President, Mr. Bozizé, reaffirm its solidarity with the Government and call on all rebel groups to disarm and respect the Political Agreement.

The Managing Director for Africa of the European External Action Service described the three directions in which collective efforts needed to be further pursued, namely, restoring security in the country as a priority, reaching a sustainable and agreed solution to the political crisis based on a political dialogue among the Government, the opposition and civil society, and relaunching the peace and reconciliation process, with the Political Agreement as the only joint and viable framework for lasting peace.

The director of the youth-led peacebuilding organization URU focused on the impact of the conflict on women and youth, including the impact of attacks by the Coalition des patriotes pour le changement, gender-based violence and the government-imposed curfew. She also called for redoubled efforts on the part of all stakeholders, guarantors and facilitators of the agreement for the revitalization of the peace process and said that there would be no lasting peace without the effective participation of women and young people. In that regard, she stated that their contribution should not be limited to ad hoc consultations, but should be made in the context of a participatory, inclusive and active approach at all levels of decision-making.

¹²¹ See [S/2021/187](#).

¹²² See [S/2021/146](#).

¹²³ See [S/2021/187](#).

At the meeting of the Council on 23 June,¹²⁴ the Special Representative informed the Council that the President, Mr. Touadera, and the signatories of the political process had made a commitment to conclude the electoral process by holding local elections at the beginning of 2022. He welcomed the announcement by Mr. Touadera on 10 June of the holding of a republican dialogue, emphasizing that it must be inclusive to allow for the effective participation of all segments of society. The Special Representative added that the national consultations had already made it possible to consolidate the terms of reference of the republican dialogue by proposing a nine-point agenda, helping to ease political tensions. He also welcomed the new impetus that Mr. Touadera was giving to the political and peace processes, as expressed to the joint African Union-United Nations-Economic Community of West African States (ECCAS)-European Union mission conducted from 2 to 5 June.¹²⁵ On the humanitarian and security fronts, he remained concerned about the negative consequences of the military counter-offensive carried out by the defence and security forces, bilateral forces and other security personnel to eliminate the guerrilla forces of the *Coalition des patriotes pour le changement*.¹²⁶ Regarding the human rights situation, he said that it was regrettable to note that the extension of State control over its territory through the strengthening of the presence of defence and security forces and the deployment of bilateral forces and other security personnel had not had the desired effect in terms of protecting civilians, with record numbers of incidents of conflict-related sexual violence and human rights and international humanitarian law violations. Expressing his determination to implement the mandate of the Mission despite the challenges, the Special Representative underlined the need for cooperation among the conventional forces deployed in the country and MINUSCA. In reference to the additional resources approved by the Council in resolution [2566 \(2021\)](#), he stated that the reinforcement would make it possible to enhance the presence of the Mission in the territory of the country, strengthen the protection of civilians and ensure the safety and security of the Blue Helmets.¹²⁷

The Council also heard a briefing by the African Union Commissioner for Political Affairs, Peace and Security,¹²⁸ in which he underscored the commitment of the Union to the strategic partnership between the

African Union and the United Nations in peacemaking and peacebuilding on the continent, as well as the value it attached to the strong cooperation with and action by the International Conference on the Great Lakes Region. He informed the Council concerning his visit to the country with the Under-Secretary-General for Peace Operations, the European Union and ECCAS. He emphasized the legitimacy of the President, Mr. Touadera, following his re-election and the demonstrated commitment of the international community to the outcomes of ensuring that the Central African Republic remained on track towards peace and stability. In that regard, it was essential to condemn all actions by armed groups and important that the African Union demonstrate the need to move forward on revitalizing the peace process.

The Managing Director for Africa of the European External Action Service shared the assessment of the European Union concerning both the progress that had been made and the major challenges still facing the country. She underscored that despite the threats posed by armed groups, constitutional order had been maintained, the electoral process had been able to proceed and a new Prime Minister had been appointed. She stressed that urgent reforms should be rapidly implemented and welcomed the announcement that a credible and inclusive national dialogue would soon be held.

At a meeting held on 18 October,¹²⁹ in the presence of the President of the Central African Republic, Mr. Touadera, the Special Representative provided a briefing to the Council in connection with the latest report of the Secretary-General.¹³⁰ He commended the Council on the visit to the Central African Republic by the Committee established pursuant to resolution [2127 \(2013\)](#) concerning the Central African Republic from 10 to 15 September.¹³¹ Such a visit would contribute to a constructive dialogue on the progress made by the Government towards achieving the benchmarks related to the lifting of the arms embargo. It was also a political opportunity of great significance for understanding the challenges faced by the Government and to explore with it relevant solutions with a view to achieving lasting security. He underlined progress relating to the conclusion of the presidential and legislative elections, the inauguration of the new Government on 23 June and the ceasefire declared by Mr. Touadera on 15 October. In that connection, he said that sustaining the positive momentum required the extension of the

¹²⁴ See [S/PV.8802](#).

¹²⁵ For more information on the visit, see [S/PV.8787](#) and sect. 6 above.

¹²⁶ See [S/PV.8802](#).

¹²⁷ See [S/PV.8802](#). See also resolution [2566 \(2021\)](#), para. 1.

¹²⁸ See [S/PV.8802](#).

¹²⁹ See [S/PV.8882](#).

¹³⁰ [S/2021/867](#).

¹³¹ See [S/PV.8882](#).

mandate of MINUSCA for electoral assistance so as to further foster the process of decentralization through the holding of local elections, while the declaration of the ceasefire would launch the operational phase of the joint road map to revitalize the peace process adopted under the auspices of the President of Angola on 16 September 2021 by the International Conference on the Great Lakes Region. The positive complementarity of the joint road map and the Political Agreement facilitated the pooling of the efforts of the guarantors (the African Union and ECCAS) and of the States of the subregion. He also said that the ceasefire declaration of 15 October could potentially contribute to the creation of an environment conducive to the smooth holding of the inclusive republican dialogue. Regarding the military operations conducted in response to the operations by the Coalition des patriotes pour le changement in the west and centre of the country, he encouraged the Government to provide the judicial follow-up necessary with regard to the conclusions of the special investigation commission established on 4 May to investigate allegations of human rights violations and to go beyond the fight against impunity. On the renewal of the mandate of MINUSCA, he called on the Council to take into account the need to support the Central African authorities in implementing the recommendations of the strategic review of the security sector. He also noted the critical role that the mandate and the robust posture of MINUSCA were playing in making the political process credible. He stressed the need to accelerate the deployment of military and police personnel to support the Mission's operations to maintain the momentum of resolution [2566 \(2021\)](#).

At the same meeting, the Commissioner for Political Affairs, Peace and Security of the African Union recalled that the situation in the country remained volatile and highly unpredictable, despite successful elections and the inauguration of the President. He expressed particular concern about the renewed and unrelenting clashes between the Coalition des patriotes pour le changement and other armed groups. He called for an immediate ceasefire and a return to the Political Agreement, underscoring that the African Union fully welcomed the call for a ceasefire made by the International Conference on the Great Lakes Region and assuring the Council that the ceasefire declared by the President, Mr. Touadera, if effective, would be a game changer.

The Head of the Delegation of the European Union to the United Nations welcomed the republican dialogue and the positive political developments in the country. He noted, however, some worrying developments

concerning the security and human rights situation in the country, including the presence of bilaterally deployed and other security personnel with unclear objectives and targets. The Central African Republic remained an extremely fragile country facing an acute humanitarian crisis and the entire international community therefore must remain mobilized and united and continue to provide an urgent and appropriate response to the pressing humanitarian needs of the country and its people.

The President of the National Youth Council of the Central African Republic also provided a briefing to the Council. She spoke about the mandate entrusted to the organization in February 2019 to represent all youth leaders and the current challenges faced by youth in the country, including the need for education. She also called on the Council to lift the arms embargo on the Central African Republic to allow the State authorities to truly establish State authority and to guarantee its national integrity.

Throughout 2021, discussions in the Council focused on the topics outlined above. Council members continued to discuss the critical factors for the successful implementation and revitalization of the Political Agreement following the general elections held in 2020 and 2021, including political support from the Council, regional actors and the international community. In particular, Council members took note of the confirmation by the Constitutional Court of the re-election of Mr. Touadera as President and called on all parties to respect the decision of the Court.¹³² Some Council members welcomed Mr. Touadera's call for reconciliation,¹³³ as well as his intention to engage in dialogue with opposition groups.¹³⁴ They also expressed support for and commended the efforts aimed at revitalization or reinvigoration of the peace process,¹³⁵ the announcement of the intention to hold the republican dialogue¹³⁶ and the subsequent

¹³² See [S/2021/76](#) (China, Estonia, France, India, Ireland, Norway, Tunisia (also on behalf of Kenya, Niger and Saint Vincent and the Grenadines), United Kingdom and United States).

¹³³ Ibid. (India and Ireland).

¹³⁴ See [S/2021/187](#) (Ireland, Niger (also on behalf of Kenya, Saint Vincent and the Grenadines and Tunisia) and Norway).

¹³⁵ See [S/PV.8802](#) (Viet Nam, Tunisia (also on behalf of Kenya, Niger and Saint Vincent and the Grenadines), Norway and Estonia).

¹³⁶ Ibid. (France, Tunisia (also on behalf of Kenya, Niger and Saint Vincent and the Grenadines), India, China, Russian Federation, Mexico, Norway and Ireland).

preparations for the dialogue.¹³⁷ In October, Council members also welcomed the declaration of a ceasefire by Mr. Touadera on 15 October,¹³⁸ as well as the efforts by the International Conference on the Great Lakes Region leading to the adoption of the joint road map under the auspices of the President of Angola on 16 September.¹³⁹

Council members addressed the challenges faced by MINUSCA in the light of the dire security situation resulting from electoral violence and the formation of the Coalition des patriotes pour le changement. In that regard, the discussions among Council members focused on the need to provide MINUSCA with additional resources. Specifically, some Council members stressed the need to ensure that MINUSCA had the necessary resources to continue implementing its mandate effectively, including by strengthening its capacity through inter-mission cooperation.¹⁴⁰

During the period under review, differing views were expressed by Council members about the nature and legality of the actions of bilateral personnel operating alongside the Central African armed forces. While some members commended the assistance provided by bilateral troops in the country, including in providing security during the elections,¹⁴¹ others expressed concern regarding reports of the use of excessive force, human rights abuses and violations of the status-of-forces agreement by those forces.¹⁴² Several Council members stressed the need for increased coordination between bilaterally deployed troops and MINUSCA,¹⁴³ as well as greater clarity

about their participation.¹⁴⁴ The representative of the Russian Federation clarified that Russian instructors were present in the country at the request of the Central African Republic authorities and with the knowledge of the Committee established pursuant to resolution 2127 (2013) and they were working to enhance the professional expertise of the Central African security forces without taking part in combat operations or hostilities.¹⁴⁵

Other topics discussed during the period under review included the human rights, humanitarian and socioeconomic situation in the country, as well as the role of sanctions, including the potential for easing or lifting the arms embargo as requested by the authorities of the Central African Republic and by regional partners.

During the period under review, the Council adopted three resolutions under the item, two in relation to the mandate of MINUSCA and one concerning the sanctions measures on the Central African Republic. None of the three resolutions was adopted unanimously.

Concerning the mandate of MINUSCA, on 12 March, utilizing the written voting procedure, the Council adopted resolution 2566 (2021), with 14 votes in favour and one abstention, in which it took note of the recommendation by the Secretary-General and increased the authorized size of the MINUSCA military and police components by 2,750 and 940, respectively.¹⁴⁶ In the resolution, the Council stressed that these reinforcements were aimed at enhancing the ability of MINUSCA to perform its priority mandated tasks in the current evolving context, in particular protection of civilians and facilitation of humanitarian access, and at enabling the Mission to enhance its capacity to prevent and reverse a further deterioration in the security situation while creating space for the political process to advance. The Council also stressed that these new capabilities were not a substitute for the national authorities' primary responsibility to advance the peace process and protect the population, noting that the reinforcements should be sequenced through a phased approach and recalling the importance of cooperation between MINUSCA and the authorities of the Central African Republic in line with its

¹³⁷ See [S/PV.8882](#) (Tunisia (also on behalf of Kenya, Niger and Saint Vincent and the Grenadines), Viet Nam and Russian Federation).

¹³⁸ *Ibid.* (France, Tunisia (also on behalf of Kenya, Niger and Saint Vincent and the Grenadines), Norway, Viet Nam, United States, Mexico, United Kingdom, Estonia, Russian Federation and China).

¹³⁹ *Ibid.* (Norway, Viet Nam, United Kingdom, Ireland, Russian Federation and China).

¹⁴⁰ See [S/2021/76](#) (China, Ireland, Mexico, Norway, Russian Federation, Tunisia (also on behalf of Kenya, Niger and Saint Vincent and the Grenadines) and United Kingdom).

¹⁴¹ *Ibid.* (Russian Federation and Viet Nam); and [S/PV.8802](#) (Viet Nam and Russian Federation).

¹⁴² See [S/PV.8802](#) (Tunisia (also on behalf of Kenya, Niger and Saint Vincent and the Grenadines), United States, United Kingdom, Mexico, Norway, Ireland and Estonia); and [S/PV.8882](#) (France, Norway, United States, United Kingdom and Estonia).

¹⁴³ See [S/2021/76](#) (France, India and United States); [S/2021/187](#) (United States); [S/PV.8802](#) (India and Russian Federation); and [S/PV.8882](#) (Russian Federation).

¹⁴⁴ See [S/2021/187](#) (United States); [S/PV.8802](#) (United Kingdom); and [S/PV.8882](#) (France and United States).

¹⁴⁵ See [S/PV.8802](#) and [S/PV.8882](#).

¹⁴⁶ Resolution 2566 (2021), eleventh preambular paragraph and para. 1. See also [S/2021/146](#) and resolution 2552 (2020), para. 27. For more information on the mandate of MINUSCA, see part X, sect. I.

mandate.¹⁴⁷ Furthermore, by the resolution, the Council requested the Secretary-General to ensure that decisions regarding the deployment of all personnel to MINUSCA adhered to a series of conditions, including to ensure the recruitment and retention of qualified uniformed personnel, to take all appropriate measures to enhance the safety and security of MINUSCA personnel and to increase the number of women in MINUSCA and that such deployment ensured the full, equal and meaningful participation of women in all aspects of operations and the United Nations zero-tolerance policy on sexual exploitation and abuse.¹⁴⁸

Explaining its country's abstention,¹⁴⁹ the delegation of the Russian Federation noted that while it had always supported the Blue Helmets, Moscow was disappointed that the authors of the resolution decided not to mention in the text the United Nations guiding principles for emergency humanitarian assistance in accordance with General Assembly resolution 46/182. The delegation underscored that the Russian Federation could not accept the policy of removing all references to the guiding principles from United Nations documents and blurring the strict parameters of humanitarian assistance, which could undermine the principle of respect for the national sovereignty of Member States. The delegation also stressed that, in the selection of contingents to be part of the MINUSCA peacekeeping force, the Secretariat must coordinate closely with Bangui and listen to the views of the people of the Central African Republic, including on the national composition of the troops and police officers to be deployed.

On 12 November, the Council adopted resolution 2605 (2021), with 13 votes in favour and two abstentions, extending the mandate of MINUSCA for a period of one year until 15 November 2022.¹⁵⁰ The Council reiterated that the mandate of MINUSCA should be implemented based on a prioritization of tasks, which the Council adjusted.¹⁵¹ In that regard, the Council reiterated, with certain modifications, the four priority tasks of MINUSCA, namely: (a) the protection of civilians; (b) the provision of good offices and support to the peace process, including the implementation of the Political Agreement, as well as the newly declared ceasefire; (c) the facilitation of the creation of a secure environment for the delivery of humanitarian assistance; and (d) the protection of United Nations personnel, installations, equipment and

goods.¹⁵² The Council excluded from the list of the Mission's priority tasks the provision and coordination of assistance in the preparation and delivery of the elections.¹⁵³ The Council also reiterated the tasks of MINUSCA in support of the Committee established pursuant to resolution 2127 (2013) concerning the Central African Republic and the Panel of Experts established in accordance with the same resolution, and made a new request, that MINUSCA provide support to the authorities in their efforts to achieve progress on the key benchmarks for the review of the arms embargo measures.¹⁵⁴

By resolution 2605 (2021), the Council condemned and expressed concern regarding all violations of international humanitarian law and international human rights law, including by the Central African defence and security forces, and condemned attacks on the civilian population, MINUSCA peacekeepers and humanitarian actors, as well as human rights abuses and gender-based violence.¹⁵⁵ The Council expressed its readiness to consider listing individuals or entities that undermined peace and stability and violated the ceasefire for targeted measures pursuant to resolution 2588 (2021).¹⁵⁶ The Council also took positive note of the measures announced by the Government to hold accountable those responsible for violations of international human rights and humanitarian law and called for concrete steps to strengthen justice institutions at the national and local levels as part of the extension of State authority in order to fight impunity.¹⁵⁷

After the vote,¹⁵⁸ explaining her country's abstention the representative of the Russian Federation indicated that a number of fundamental points expressed by the Government of the Central African Republic and disseminated in a document of the Council were not reflected in the resolution. She nonetheless trusted that the renewal of the mandate of MINUSCA would make a positive contribution to

¹⁴⁷ Resolution 2566 (2021), para. 2.

¹⁴⁸ *Ibid.*, para. 3.

¹⁴⁹ See S/2021/258.

¹⁵⁰ Resolution 2605 (2021), para. 29.

¹⁵¹ *Ibid.*, para. 32.

¹⁵² *Ibid.*, para. 34.

¹⁵³ Resolution 2552 (2020), para. 31 (c). For more information on the evolving mandate of MINUSCA, see *Repertoire, Supplements 2014–2015, 2016–2017, 2018, 2019 and 2020*.

¹⁵⁴ Resolution 2605 (2021), para. 49. See also S/PRST/2019/3, seventh paragraph. For more information on the mandate of the Committee and the Panel of Experts established pursuant to resolution 2127 (2013), see part IX, sect. I.

¹⁵⁵ Resolution 2605 (2021), paras. 4 and 14.

¹⁵⁶ *Ibid.*, para. 4.

¹⁵⁷ *Ibid.*, paras. 14 and 16.

¹⁵⁸ See S/PV.8902.

helping the Central African Republic authorities to stabilize the situation in the country. She noted that the constant negative background issues surrounding MINUSCA were harming the Council's reputation and undermining trust in the United Nations itself. Although the adoption of resolution 2605 (2021) was a token of trust in the Mission, the Russian Federation could not consider the work it had done to date satisfactory or competent. In that regard, she expressed her country's intention to monitor how the Mission would take advantage of the support expressed by the Council. A first step, which should have been taken before, was to take the concerns of the host country into consideration and to establish mutually respectful trust with Bangui, without which it would not be possible to fully implement the Mission's mandate.

Having also abstained, the representative of China acknowledged the difficulties that the Central African Republic had overcome, adding that the country had yet to achieve lasting peace and the continued presence of MINUSCA was still necessary. He explained that for that reason China supported the renewal of the mandate of MINUSCA and expressed hope that the Mission would engage more closely with the Government of the Central African Republic to increase mutual trust and work together with the Government to maintain peace and stability in the country. He also said that the consent of the countries concerned was an important principle to which peacekeeping operations must adhere and the reasonable suggestions of the Central African Republic had not been afforded full consideration, which was why China had abstained in the voting on the resolution.

The representative of the United States explained that his country had voted in favour of the resolution because it reinforced the Council's support for the critical work of MINUSCA, affirmed the centrality of the Political Agreement, recognized the important contributions of the International Conference on the Great Lakes Region to the peace process in the Central African Republic, and endorsed the unilateral ceasefire announced by the President, Mr. Touadera, on 15 October. He recalled the fact that individuals supported by the Russian Federation and invited into the country by the Government of the Central African Republic stood accused of committing egregious human rights abuses and violations of international humanitarian law and called attention to the use of the phrase "all parties to the conflict" in the resolution, which in his country's view included those Russian contractors. He also clarified that there was no universal and unlimited international legal obligation

on States or other parties to an armed conflict to allow and facilitate "safe, rapid and unhindered" humanitarian access and that the United States disagreed with the use of the phrase "in accordance with relevant provisions of international law", contained in paragraph 52 of the resolution, where its placement suggested that safe, rapid and unhindered humanitarian access was required by international law, without exception.

Concerning the sanctions regime,¹⁵⁹ by resolution 2588 (2021) adopted on 29 July with 14 votes in favour and one abstention, the Council renewed until 31 July 2022 the sanctions measures in place, namely, the arms embargo, asset freeze and travel ban,¹⁶⁰ and expanded the list of exemptions to the arms embargo.¹⁶¹ The Council also extended the mandate of the Panel of Experts until 31 August 2022 and requested it to provide to the Council a final report no later than 30 June 2022.¹⁶² The Council also took note of the request by the authorities of the Central African Republic to lift the arms embargo, as well as of the support for that request expressed by the Heads of State of Angola and the Congo on behalf of the International Conference on the Great Lakes Region and ECCAS.¹⁶³ Recalling that the Committee had approved all exemption requests submitted by the authorities, the Council reiterated its readiness to review the arms embargo measures, through, inter alia, the suspension or progressive lifting of those measures, in the light of progress achieved on the key benchmarks.¹⁶⁴ The Council also welcomed the progress made by the authorities, along with regional and international partners, to achieve some of the key benchmarks and encouraged continued efforts aimed at reforming the security forces, implementing the disarmament, demobilization, reintegration and

¹⁵⁹ For more information on the sanctions measures concerning the Central African Republic, see part VII, sect. III.

¹⁶⁰ Resolution 2588 (2021), paras. 1, 3 and 4.

¹⁶¹ *Ibid.*, para. 1 (g).

¹⁶² *Ibid.*, paras. 6–7. For information on the Committee established pursuant to resolution 2127 (2013) and the Panel of Experts, see part IX, sect. I.

¹⁶³ Resolution 2588 (2021), fourth preambular paragraph.

¹⁶⁴ *Ibid.*, fifth and sixth preambular paragraphs. See also S/PRST/2019/3, seventh paragraph. By the resolution, the Council requested the Secretary-General, in close consultation with MINUSCA, including the Mine Action Service, and the Panel of Experts, to conduct, no later than 15 June 2022, an assessment of the progress achieved by the authorities of the Central African Republic on the key benchmarks (resolution 2588 (2021), para. 13).

repatriation programme and operating an effective weapons and ammunition management system.¹⁶⁵

Following the adoption of the resolution,¹⁶⁶ the representative of China explained his country's abstention, underscoring that since December 2020 general elections had been successfully held in the Central African Republic and the security situation continued to improve, so there appeared to be a growing disconnect between the Council's sanctions and the evolving situation on the ground. He recalled that when the Council had imposed the arms embargo and other sanctions, the intention had been to help the country to restore national stability and normal social order, but the embargo had increasingly become an obstacle hampering the efforts of the Government to strengthen its security capabilities. He took note of the efforts made by the penholder to strive for unanimous adoption, but said that the text failed to fully respect

the wish of the Government for the lifting of the embargo. By contrast, among the Council members voting in favour of the resolution, the representatives of the United Kingdom and Norway said that the progress on benchmarks had not been sufficient. The representative of Kenya expressed appreciation for the compromise by the penholder and the members of the Council and viewed the resolution as an improvement on the preceding one in re-equipping the security forces of the Central African Republic to ensure the effective discharge of their duties. The representative of the Russian Federation underscored that the embargo, imposed in the initial stages of the conflict, complicated the efforts to rearm the security forces, which bore the primary responsibility for ensuring the safety of the citizens of the Central African Republic, while armed groups continued to replenish their weapons' stockpiles through smuggling. He encouraged Bangui to continue working to achieve the benchmarks so that, in a year's time, the Council would have every reason to lift the arms embargo.

¹⁶⁵ Resolution 2588 (2021), seventh and eighth preambular paragraphs.

¹⁶⁶ See S/PV.8828.

Table 1
Meetings: the situation in the Central African Republic

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
S/PV.8802 23 June 2021	Report of the Secretary-General on the Central African Republic (S/2021/571)		Angola, Central African Republic, Chad, Congo	Special Representative of the Secretary-General for the Central African Republic and Head of the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic, Commissioner for Political Affairs, Peace and Security of the African Union, European Union Managing Director for Africa	12 Council members, ^a all invitees ^b	
S/PV.8828 29 July 2021	Letter dated 25 June 2021 from the Panel of Experts on the Central African Republic extended pursuant to	Draft resolution submitted by France (S/2021/686)	Central African Republic		Six Council members ^c	Resolution 2588 (2021) 14-0-1 ^d (adopted under Chapter VII)

**Part I. Consideration of questions under the responsibility of
the Security Council for the maintenance of
international peace and security**

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
	resolution 2536 (2020) addressed to the President of the Security Council (S/2021/569)					
	Letter dated 15 June 2021 from the Secretary-General addressed to the President of the Security Council (S/2021/573)					
S/PV.8882 18 October 2021	Report of the Secretary-General on the Central African Republic (S/2021/867)		Central African Republic	Special Representative, Commissioner for Political Affairs, Peace and Security of the African Union, Head of the Delegation of the European Union to the United Nations, President of the Conseil national de la jeunesse centrafricaine	12 Council members, ^a all invitees ^e	
S/PV.8902 12 November 2021		Draft resolution submitted by France (S/2021/945)	Central African Republic		Four Council members (China, India, Russian Federation, United States), invitee	Resolution 2605 (2021) 13-0-2 ^f (adopted under Chapter VII)

^a China, Estonia, France, India, Ireland, Mexico, Norway, Russian Federation, Tunisia (also on behalf of Kenya, Niger and Saint Vincent and the Grenadines), United Kingdom, United States and Viet Nam.

^b Angola was represented by its President. The African Union Commissioner for Political Affairs, Peace and Security and the European Union Managing Director for Africa participated in the meeting by videoconference.

^c China, Kenya, Norway, Russian Federation, United Kingdom and United States.

^d *For:* Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Russian Federation, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam; *against:* none; *abstained:* China.

^e The Central African Republic was represented by its President, who participated in the meeting by videoconference. The Commissioner for Political Affairs, Peace and Security of the African Union and the President of the Conseil national de la jeunesse centrafricaine also participated by videoconference.

^f *For:* Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam; *against:* none; *abstained:* China, Russian Federation.

Table 2
Videoconferences: the situation in the Central African Republic

<i>Videoconference date</i>	<i>Videoconference record</i>	<i>Title</i>	<i>Decision, vote (for-against-abstaining) and record of written procedure</i>
21 January 2021	S/2021/76	Letter dated 25 January 2021 from the President of the Security Council addressed to the Secretary-General and the Permanent Representatives of the members of the Security Council	
24 February 2021	S/2021/187	Letter dated 26 February 2021 from the President of the Security Council addressed to the Secretary-General and the Permanent Representatives of the members of the Security Council	
12 March 2021	S/2021/258	Letter dated 12 March 2021 from the President of the Security Council addressed to the Secretary-General and the Permanent Representatives of the members of the Security Council	Resolution 2566 (2021) 14-0-1 ^a (adopted under Chapter VII) S/2021/253

^a *For*: China, Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam; *against*: none; *abstained*: Russian Federation.

6. Central African region

During the period under review, the Council held two meetings in connection with the situation in the Central African region. It adopted no resolutions on the item in 2021. Both meetings took the form of briefings.¹⁶⁷ Under the item, the Council considered developments in Burundi, Cameroon, the Central African Republic, Chad, the Congo, the Democratic Republic of the Congo, Gabon and the Gulf of Guinea. More information on the meetings, including on participants and speakers, is given in the table below.

During the period under review, consistent with the six-month reporting period requested by the Council in its presidential statement of 10 August 2018,¹⁶⁸ the Council heard two briefings by the Special Representative of the Secretary-General for Central Africa and Head of the United Nations Regional Office for Central Africa (UNOCA) in connection with the reports of the Secretary-General on the situation in Central Africa and the activities of UNOCA.¹⁶⁹ The Special Representative apprised the Council on the activities of UNOCA, its continued cooperation with the Economic Community of Central African States (ECCAS) and the United Nations Office for West

Africa and the Sahel (UNOWAS) and its activities as the secretariat for the United Nations Standing Advisory Committee on Security Questions in Central Africa. The Special Representative updated the Council on the political, human rights and security situation in the region. In that regard, he informed the Council on the preparations for and conduct of elections in several Central African countries and the subsequent political transitions, the continued threats posed by terrorism and violent extremism, particularly in the Lake Chad basin, maritime insecurity in the Gulf of Guinea, the impact of the COVID-19 pandemic on the activities of UNOCA and the socioeconomic situation in countries in the region, and the impact of climate change on the security and prosperity of Central African countries.

In his briefing to the Council on 7 June,¹⁷⁰ the Special Representative reported that the pandemic continued to affect the activities of UNOCA, although the situation was gradually improving thanks to a combination of immunization and prevention programmes implemented by the Governments in the subregion. Central Africa remained the subregion on the African continent with the lowest number of infections and deaths from COVID-19. In that regard, he mentioned the successful convening of the fifty-first

¹⁶⁷ For more information on format of meetings, see part II, sect. II.

¹⁶⁸ [S/PRST/2018/17](#), twentieth paragraph.

¹⁶⁹ See [S/2021/517](#) and [S/2021/975](#).

¹⁷⁰ See [S/PV.8787](#).