

11. The situation in Mali

During the period under review, the Security Council held five meetings and adopted two resolutions under Chapter VII of the Charter in connection with the item entitled “The situation in Mali”. Three of the meetings took the form of briefings and two were convened for the adoption of decisions.⁴⁴² More information on the meetings, including on participants, speakers, and outcomes, is given in table 1 below. Council members also held two open videoconferences in connection with this item.⁴⁴³ More information on the videoconferences is provided in table 2 below. The Council also held one private meeting with countries contributing troops and police to the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) pursuant to resolution [1353 \(2001\)](#).⁴⁴⁴ In addition to the meetings and open videoconferences, the Council also held closed videoconferences and informal consultations of the whole.⁴⁴⁵ In 2021, the Secretary-General appointed a new Special Representative of the Secretary-General and Head of MINUSMA.⁴⁴⁶

In 2021, the Council was briefed three times by the Special Representative of the Secretary-General and Head of MINUSMA and once by the Under-Secretary-General for Peace Operations, and by a civil society representative, respectively. Briefings were conducted further to the quarterly reports of the Secretary-General on the situation in Mali.⁴⁴⁷ The Council was also briefed once by the Chair of the Committee established pursuant to resolution [2374 \(2017\)](#).

On 13 January 2021, at an open videoconference, the Special Representative of the Secretary-General and Head of MINUSMA informed Council members that the period under consideration was marked by the negotiations for the establishment of the National Transition

⁴⁴² For more information on the format of meetings, see part II sect. II.

⁴⁴³ For more information on the procedures and working methods developed during the COVID-19 pandemic, see part II.

⁴⁴⁴ The private meeting was held on 7 June 2021 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 [A/76/2](#), part II, chap. 20. See also [S/PV.8788](#).

⁴⁴⁵ See [A/76/2](#), part II, chap. 38. In 2021, informal consultations were also held in the form of closed videoconferences. For more details on the procedures developed during the COVID-19 pandemic, see part II of this Supplement as well as *Repertoire, Supplement 2020*, part II. See also [S/2021/1014](#), [S/2021/1084](#), [S/2021/683](#), and [S/2021/1032](#).

⁴⁴⁶ See [S/2021/261](#) and [S/2021/262](#).

⁴⁴⁷ See [S/2020/1281](#), [S/2021/299](#), [S/2021/519](#), and [S/2021/844](#).

Council.⁴⁴⁸ He recalled that the National Transition Council would serve as the national Parliament during the transition, was in charge of approving the political, institutional, electoral and administrative reforms that were crucial for the consolidation of democracy and the success of credible elections, allowing for a return to constitutional order. Despite the lack of consensus throughout the negotiations on the appointment of members of the Government and the National Transition Council, all organs of the transition were operational. With regard to security, the Special Representative emphasized that MINUSMA continued to adapt and strengthen its capacities to better respond to the two strategic priorities set forth in its mandate, adding that the Mission remained committed to supporting the Government's strategy in addressing a worrisome security environment in Mali and the region and intercommunal violence in the centre of the country. With regard to the Agreement on Peace and Reconciliation of 2015, he informed Council members that on 18 December 2020, the signatory parties had adopted a new revised road map of priority actions to speed up the Agreement's implementation.

On 6 April 2021, at an open videoconference, the Under-Secretary-General for Peace Operations informed Council members about a recent major attack against MINUSMA's peacekeepers, which served to remind of the challenges facing Mali and the Sahel subregion alike.⁴⁴⁹ He noted that the attack took place against the backdrop of a deteriorating security situation in central and northern Mali. Against that backdrop, the Under-Secretary-General reiterated the call of the Secretary-General to scale up and strengthen the response of the international community to the issue of terrorism and violent extremism in the Sahel region. Expressing concern about ongoing destabilizing activities by militias operating along ethnic lines in central Mali, he further called on Mali's transitional government to devise a comprehensive approach to improve the security situation in parallel with efforts to protect civilians and restore States authority and basic social services. Noting that any sustainable improvement in the security situation in Mali was predicated on the success of the political transition, the Under-Secretary-General underlined that this would depend on the commitment of the Malian stakeholders to ensure that the transition and the key reform processes underpinning it remained inclusive, transparent and credible. He encouraged Malian political actors to work in a spirit of

⁴⁴⁸ See [S/2021/47](#).

⁴⁴⁹ See [S/2021/336](#).

compromise and enact reforms aimed at creating an environment conducive to peaceful, inclusive, transparent and credible elections. While the implementation of the Agreement on Peace and Reconciliation in Mali of 2015 had remained slow, the Under-Secretary-General noted that a positive momentum and a new sense of trust among the Malian parties had emerged. In this regard, he urged Malian stakeholders to build on it to accelerate the redeployment and effective use of the reconstituted units of the army in the north of the country, the operationalization of the Northern Development Zone and the establishment of the territorial police. In closing, the Under-Secretary-General emphasized that the support of the international community and that of the Council remained of the utmost importance to ensure that national stakeholders lived up to their commitments.

At the meeting held on 14 June 2021, the Special Representative of the Secretary-General and Head of MINUSMA recalled that he had, in the context of a closed meeting, briefed the Council on the events leading up to the 24 May 2021 when the President and Prime Minister of the transition Government had been overthrown.⁴⁵⁰ He reported that the coup had been condemned by the Heads of State and Government of the Economic Community of West African States (ECOWAS), meeting in Accra on 30 May, and by the African Union Peace and Security Council, meeting in Addis Ababa on 1 June. The Special Representative noted that Colonel Assimi Goïta had been sworn in on 7 June 2021, as President of the transition and that he had on the same date signed a decree appointing Mr. Choguel Maïga as Prime Minister. The formation of a new Government had been announced on 11 June 2021. He also informed that the transitional President and the Prime Minister reassured that they would respect the transitional calendar, which envisaged elections by February 2022, and that neither the President nor Prime Minister would run for office. They had also reiterated their commitment to working with the signatory armed movements to the Algiers process. The Special Representative further said that it was necessary to translate those commitments into urgent and concrete action, which required the constructive contribution of all Malian stakeholders. He noted that the time had come for Malian leaders to rise above partisan politics and personal interests and work together in earnest to address the crisis in the interest of their country and its future. In this regard, the Special

⁴⁵⁰ See [S/PV.8794](#). See also [S/2021/683](#).

Representative said that MINUSMA's support would remain critical. Following his assumption of duties in MINUSMA, he reported that the Mission had developed a 60-day plan, based on Malian ownership and leadership, which outlined priority action to be implemented by the end of its mandate on 30 June 2021. The Special Representative also said that MINUSMA had developed an action plan for central Mali focusing on promoting political engagement to stabilize the centre; enhancing the protection of civilians; fostering community engagement, social cohesion and reconciliation; and facilitating the return of State administration and services.⁴⁵¹ In closing, he underscored the need for the continued support of the Council and the broader international community, which was key for Mali not to slide into further instability with far-reaching consequences for the Sahel subregion and beyond.

Following the Special Representative, the independent consultant, founding member and President of the *Coalition des Femmes Leaders Nord, Sud et Centre du Mali* and Director of the consulting firm ESEN, underlined that the realization of the women and peace and security agenda in Mali remained dependent on strong political will and relative political and institutional stability. She said that the most recent coup showed the long way to go to stabilize Mali and that without a more meaningful treatment of the root causes of the multifaceted crisis that had shaken the country since 2012, the vicious cycle of instability would continue, including the issues of inclusive and equitable governance of land and productive resources and access to justice. In her statement, she further focused on two points, together with recommendations: first, the observation of a marked deterioration in women's rights before and during the then transition; and secondly, the priorities and challenges of the then transition in relation to the women and peace and security agenda and their implications for the mandate of MINUSMA. She underlined that despite notable progress, which saw nine women from the signatory parties become members of the Monitoring Committee for the first time in six years, the overall situation of women's rights remained critical. With regard to the second point, she noted that the Council and MINUSMA had a key role to play in putting the issue of gender and the implementation of resolution [1325 \(2000\)](#) back at the heart of the transition's priorities.⁴⁵² She also recommended the Council to broaden the political and operational mandate of MINUSMA beyond the

⁴⁵¹ For more information on the mandate of MINUSMA, see part X, sect. I.

⁴⁵² See [S/PV.8794](#).

Agreement on Peace and Reconciliation in Mali of 2015 to include reconciliation and peace efforts through political dialogue and negotiations with armed groups and, together with MINUSMA, to urgently support the transition authorities in affirming and respecting Mali's national and international commitments, particularly with regard to the representation of women in appointed and elected posts. She further called for according priority in the new MINUSMA mandate to a tightened women and peace and security agenda with precise indicators, particularly with regard to the issue of prosecuting cases of conflict related sexual and gender-based violence and the holistic care of survivors of such violence.

At the meeting held on 29 October 2021, the Special Representative of the Secretary-General and Head of MINUSMA expressed appreciation for the visit of the Council to Bamako, which underscored the Council's continued support for Mali and the unwavering support for MINUSMA.⁴⁵³ In reference to the mission of the Council, he noted that the situation on the ground remained extremely challenging, confronted by a context marked by increased insecurity in northern, central and in parts of southern Mali and a worrisome humanitarian situation. The Special Representative referred to the various interlocutors of the Government who had highlighted during the Council's mission the deteriorating security situation as the main concern for the average Malian, along with a plea for the delivery of basic services. Similarly, local communities expressed the need for profound political and governance reforms to create the conditions for credible elections and lasting stability. In that context, he affirmed that MINUSMA remained crucial. He described the military and security response to the situation by MINUSMA but acknowledged that significant gaps remained in requirements for enabling capabilities, which were critical to ensure greater mobility and flexibility of the existing MINUSMA uniformed component. He admitted that the Mission was overstretched and recalled the Secretary-General's recommendation to augment its operation, including additional assets such as attack and utility helicopters. The Special Representative also addressed the implementation of the Agreement, noting that progress had been frustratingly slow on key provisions relating to disarmament, demobilization and reintegration, institutional reforms and development in the north. He also said that the transition had reached a critical stage and

⁴⁵³ See [S/PV.8893](#).

elaborating on the key elements for the holding of credible elections and ensuring the return to constitutional rule. He concluded by assuring the Council that MINUSMA would continue to assess and recalibrate its approach in order to adapt to the evolving situation in Mali and better support the Malian people's aspiration for democracy, peace and security.

On 8 December 2021, the Council held a meeting to hear a briefing by the Chair of the Committee established pursuant to resolution [2374 \(2017\)](#) concerning Mali. The Chair informed the Council about the activities of the Committee during 2021.⁴⁵⁴ He also reported that eight individuals were on the Committee's sanctions list pursuant to resolution [2374 \(2017\)](#) and that the Committee had during the period under review received one request for an exception to the ban on international travel.

In the discussions in the Council during the period under review Council members expressed concern at the security situation in Mali. Many Council members highlighted the need to address the root causes of instability in the country and the wider Sahel region. In this regard, some Council members emphasized the need to support sustainable development,⁴⁵⁵ as well as address the adverse impact of climate change.⁴⁵⁶ Most Council members recognized MINUSMA's contribution to stabilizing the security situation in Mali and while some underlined the need to continue its adaptation plan in order to strengthen its effectiveness in protecting civilians in central Mali,⁴⁵⁷ others emphasized the need to provide the Mission with enough resources to implement its mandate.⁴⁵⁸

Regarding the Joint Force of the Group of Five for the Sahel (Joint Force), several Council members emphasized the need for continued active participation of the army in its counter-terrorism operations,⁴⁵⁹ and called for enhanced support, including from the Council and

⁴⁵⁴ See [S/PV.8922](#). For more information on the mandate of the Committee established pursuant to resolution [2374 \(2017\)](#), see part IX, sect. I.B.1.

⁴⁵⁵ See [S/2021/47](#), China and Ireland; [S/2021/336](#), Mexico and Norway; and [S/PV.8794](#), France and Norway.

⁴⁵⁶ See [S/2021/47](#), Ireland and Norway; [S/PV.8794](#), Niger, Norway, Viet Nam and Estonia.

⁴⁵⁷ See [S/2021/47](#), France and Ireland; [S/PV.8794](#), Russian Federation; and [S/PV.8893](#), Russian Federation.

⁴⁵⁸ See [S/2021/47](#), India and Ireland; [S/2021/336](#), Ireland, Niger (also on behalf of Kenya, Tunisia and Saint Vincent and the Grenadines), and Viet Nam; [S/PV.8794](#), France and Viet Nam.

⁴⁵⁹ See [S/2021/47](#), China, France, and Russia Federation; [S/2021/336](#), China and Russian Federation; [S/PV.8794](#), Russian Federation.

the United Nations.⁴⁶⁰ Speakers held differing views regarding the authorization under Chapter VII of the Charter in support of the Joint Force.⁴⁶¹ While the representative of Mali reiterated his call to the Council for a robust and adapted mandate, under Chapter VII, the representatives of France and the United States held that such mandate was not necessary.⁴⁶²

Council members expressed concern at the humanitarian situation in Mali exacerbated by the COVID-19 pandemic. Some of the Council members expressed concern in particular at the abuse and violation of human rights and international humanitarian law in Mali,⁴⁶³ including by the Malian army and the Joint Force.⁴⁶⁴ In response, several Council members focused on the need to bring perpetrators to justice.⁴⁶⁵ In the context of increased attacks on civilians, MINUSMA peacekeepers, the Malian army and other international forces in Mali, some Council members emphasized the need to improve the safety of peacekeepers,⁴⁶⁶ while others focused on the need to bring to justice the perpetrators of crimes committed against peacekeepers.⁴⁶⁷

On the political front, Council members welcomed the progress in implementing the Agreement on Peace and Reconciliation in Mali of 2015 and emphasized the importance of its further implementation, which was key in stabilizing the situation in Mali and for achieving durable peace. Some Council members also expressed concern at the coup of 24 May 2021 that led to the forced resignation of the transitional President and the Prime Minister of the transitional Government.⁴⁶⁸ They also expressed concern at the potential impact of the coup on

⁴⁶⁰ See [S/2021/47](#), France, India and Niger (also on behalf of Kenya, Tunisia and Saint Vincent and the Grenadines); [S/2021/336](#), France, India, and Niger (also on behalf of Kenya, Tunisia and Saint Vincent and the Grenadines); [S/PV.8794](#), France, Niger (also on behalf of Kenya, Tunisia and Saint Vincent and the Grenadines), China and India; [S/PV.8893](#), Niger (also on behalf of Kenya, Tunisia and Saint Vincent and the Grenadines) and India.

⁴⁶¹ For more information on the discussion, see part VII, sect. IV.

⁴⁶² See [S/2021/336](#), Mali; [S/PV.8794](#), France, United States and Mali; [S/PV.8893](#), Mali. For more information on the discussion, see part VIII, sect. III.

⁴⁶³ See [S/2021/47](#), Estonia, Ireland, Norway, Russian Federation, United Kingdom, United States and Viet Nam; [S/2021/336](#), Estonia, France, Ireland, Norway, United States and Viet Nam; [S/PV.8794](#), United States, Ireland, Norway, United Kingdom and Estonia; [S/PV.8893](#), Ireland, Estonia, United Kingdom, India and Norway.

⁴⁶⁴ See [S/2021/47](#), Estonia, [S/2021/336](#), Ireland, [S/PV.8794](#), Ireland, Norway and Estonia; [S/2021/336](#), United States.

⁴⁶⁵ See [S/2021/47](#), Estonia, Ireland, Mexico, United Kingdom and United States; [S/2021/336](#), Estonia, France, Ireland, Mexico, Norway and United States; [S/PV.8794](#), United States, Norway, United Kingdom and Estonia; [S/PV.8893](#), Ireland, Estonia and United Kingdom.

⁴⁶⁶ See [S/2021/47](#), China; [S/2021/336](#), China, India, Niger (also on behalf of Kenya, Tunisia and Saint Vincent and the Grenadines), United States and Viet Nam; [S/PV.8794](#), China, India, and Viet Nam; [S/PV.8893](#), India and China.

⁴⁶⁷ See [S/2021/47](#), China, United Kingdom, and Viet Nam; [S/2021/336](#), China, United Kingdom and Viet Nam; [S/PV.8794](#), China, Mexico, Ireland, Norway, and India.

⁴⁶⁸ See [S/PV.8794](#), France, Mexico, United States, Ireland, Norway, United Kingdom, India, Viet Nam and Estonia.

the transitional process⁴⁶⁹ and on the implementation of the Agreement on Peace and Reconciliation in Mali of 2015.⁴⁷⁰ Some Council members further underscored the need for meaningful, full and equal participation of women in Mali's political process,⁴⁷¹ to create a more inclusive, stable and sustainable peace.⁴⁷² In addition, Council members discussed their mission to Mali and the Niger which allowed them to express support for MINUSMA and its personnel, hear first-hand about the challenges that Mali and the Sahel subregion were facing and listen to the concerns expressed by the transition authorities in Mali.⁴⁷³

During the period under review, the Council adopted two resolutions in connection with this item: one relating to the mandate of MINUSMA and one in connection with the sanctions measures concerning Mali. On 29 June 2021, the Council unanimously adopted resolution [2584 \(2021\)](#), acting under Chapter VII of the Charter, extending the mandate of MINUSMA until 30 June 2022 and renewing its authorization to use all necessary means to carry out its mandate.⁴⁷⁴ The Council welcomed MINUSMA's efforts to implement its adaptation plan, expressed its full support to the continuation of the plan's implementation and requested the Secretary-General to take all appropriate measures to accelerate it, notably in generating required assets. It further encouraged Member States to contribute to the plan by providing the capabilities needed for its success, particularly air assets.⁴⁷⁵ The Council included the support to the political transition in Mali as part of the first strategic priority of MINUSMA, and reiterated the Mission's second strategic priority to facilitate the implementation by Malian actors of a comprehensive politically-led strategy to protect civilians, reduce intercommunal violence, and re-establish State

⁴⁶⁹ See [S/PV.8794](#), Mexico, United States, Norway, United Kingdom, India and Viet Nam.

⁴⁷⁰ See [S/PV.8794](#), Mexico and Viet Nam.

⁴⁷¹ See [S/2021/47](#), Estonia, Ireland, Mexico, Norway, United Kingdom, United States and Viet Nam; [S/2021/336](#), Estonia, France, India, Ireland, Mexico, Niger (also on behalf of Kenya, Tunisia and Saint Vincent and the Grenadines), Norway, United Kingdom, United States and Viet Nam; [S/PV.8794](#), France, Niger (also on behalf of Kenya, Tunisia and Saint Vincent and the Grenadines), Mexico, United States, Ireland, United Kingdom and Estonia; [S/PV.8893](#), Ireland, United States, Estonia and Norway.

⁴⁷² See [S/2021/47](#), Estonia and Norway; [S/PV.8893](#), Ireland.

⁴⁷³ See [S/PV.8893](#), Niger (also on behalf of Kenya, Tunisia and Saint Vincent and the Grenadines), Ireland, United States, Estonia, United Kingdom, India, Russian Federation, China and Norway. For further information on the mission, see part I, sect. 30.

⁴⁷⁴ See resolution [2584 \(2021\)](#), paras. 17 and 20. For more information on the mandate of MINUSMA, see part X, sect. I. For more information on the authorization of use of force by the Council, see part VII, sect. IV.

⁴⁷⁵ See resolution [2584 \(2021\)](#), twentieth preambular paragraph and para. 25.

presence, State authority and basic social services in Central Mali.⁴⁷⁶ In addition, the Council modified and added new elements to the existing tasks.⁴⁷⁷ The Council further requested the Secretary-General to provide a report no later than 15 July 2021 on the progress of the implementation of the Force Adaptation Plan, including recommendations on the force levels and ceiling of MINUSMA's uniformed personnel and how it would accompany a Government-led strategy for the centre of the country.⁴⁷⁸ On 30 August 2021, acting under Chapter VII of the Charter, the Council unanimously adopted resolution [2590 \(2021\)](#), extending until 31 August 2022 the asset freeze and travel ban imposed by resolution [2374 \(2017\)](#).⁴⁷⁹ The Council also extended the mandate of the Panel of Experts until 30 September 2022.⁴⁸⁰

Table 1
Meetings: The situation in Mali

<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.8794 14 June 2021	Report of the Secretary-General on the situation in Mali (S/2021/519) Letter dated 1 June 2021 from the Secretary-General addressed to the President of the Security Council (S/2021/520)		Mali	Special Representative of the Secretary-General and Head of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA); Independent consultant, founding member and President of the <i>Coalition des Femmes Leaders Nord, Sud et Centre du Mali</i>	12 Council members ^a , all invitees	

⁴⁷⁶ Ibid., para.21. See also paras. 22 and 30.

⁴⁷⁷ Ibid., paras. 27, 30, 31, 32, 53, and 55.

⁴⁷⁸ Ibid., para. 19.

⁴⁷⁹ Resolution [2590 \(2021\)](#), para. 1. For more information on the sanctions measures concerning Mali, see part VII, sect. III.

⁴⁸⁰ Ibid., para. 3. For more information on the Committee and the Panel of Experts, see part IX, sect. I

<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.8809 29 June 2021	Report of the Secretary-General on the situation in Mali (S/2021/519) Letter dated 1 June 2021 from the Secretary-General addressed to the President of the Security Council (S/2021/520)	Draft resolution submitted by France (S/2021/610)			5 Council members ^b	Resolution 2584 (2021) 15-0-0 (adopted under Chapter VII)
S/PV.8844 30 August 2021	Letter dated 6 August 2021 from the Panel of Experts established pursuant to resolution 2374 (2017) on Mali addressed to the President of the Security Council (S/2021/714)	Draft resolution submitted by France (S/2021/750)				Resolution 2590 (2021) 15-0-0 (adopted under Chapter VII)
S/PV.8893 29 October 2021	Report of the Secretary-General on the situation in Mali (S/2021/844)		Mali	Special Representative of the Secretary-General and Head of MINUSMA	9 Council members ^c , invitee	
S/PV.8922 8 December 2021					Mexico	

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

^b China, India, Niger (also on behalf of Kenya, Tunisia and Saint Vincent and the Grenadines), United Kingdom and United States.

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

Table 2
Videoconferences: The situation in Mali

<i>Videoconference date</i>	<i>Videoconference record</i>	<i>Title</i>	<i>Decision and vote (for-against-abstaining) and record of written procedure</i>
13 January 2021	S/2021/47	Letter dated 15 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	

<i>Videoconference date</i>	<i>Videoconference record</i>	<i>Title</i>	<i>Decision and vote (for-against-abstaining) and record of written procedure</i>
6 April 2021	S/2021/336	Letter dated 8 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	
