

## 5. The situation in the Central African Republic

During the period under review, the Security 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 those meetings were convened to adopt a decision of the Council and the remaining two took the form of briefings.<sup>114</sup> More information on the meetings, including on participants, speakers, and outcomes, is given in table 1 below. In 2021, Council members also held three open videoconferences in connection with this item.<sup>115</sup> 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).<sup>116</sup> In addition to meetings and videoconferences, Council members held consultations of the whole in connection with the situation in the Central African Republic.<sup>117</sup> More information on the videoconferences is given in table 2 below. In addition to the meetings and open videoconferences, Council members held closed videoconferences and informal consultations of the whole to discuss this item.<sup>118</sup>

During 2021, Council members heard three briefings on the reports by the Secretary-General on the Central African Republic, consistent with the four-month reporting schedule established by resolution [2387 \(2017\)](#).<sup>119</sup> 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 by the Under-Secretary-General for Peace

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<sup>114</sup> For more information on format of meetings, see part II, sect. I.

<sup>115</sup> For more information on the procedures and working methods developed during the COVID-19 pandemic, see part II.

<sup>116</sup> Held on 3 November 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 [S/PV.8895](#) and [A/76/2](#), part II, chap. 20.

<sup>117</sup> See [A/76/2](#), part II, chap. 12.

<sup>118</sup> The closed videoconferences were held on 21 January and 4 November, see, respectively, [S/2021/1014](#) (at the time, consultations of the Council were 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 [A/76/2](#), part II, chap. 12.

<sup>119</sup> 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 2021 ([S/2021/76](#)). For reports of the Secretary-General on the situation in the Central African Republic, see [S/2021/146](#), [S/2021/571](#) and [S/2021/867](#).

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 African Union Political and Peace and Security Departments – 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; as well as two civil society representatives – the Director of youth-led peacebuilding organization URU; and the President of the Conseil National de la Jeunesse Centrafricaine.

The briefings focused on the political, security, economic, human rights and humanitarian situation in the country. In that regard, the briefers continued to update the Council on the developments following the signing of the Political Agreement on Peace and Reconciliation in the Central African Republic by the authorities and 14 armed groups in Bangui on 6 February 2019, particularly 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 of the Great Lakes Region (ICGLR) 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 briefers also focused on the presidential and legislative elections of 2020 and 2021 and the subsequent inauguration of President Touadera and the new Government in June 2021. A significant part of the briefings was also devoted to the activities of armed groups, including the newly established *Coalition des patriotes pour le changement* (CPC) and their impact on security, elections and the provision of humanitarian assistance in the country. In addition, briefers addressed the human rights situation and the efforts to fight impunity for human rights violations.

During an open videoconference on 21 January, the Special Representative of the Secretary-General and Head of MINUSCA informed that the Constitutional Court had published the definitive result of the presidential election validating the reelection of President Touadera.<sup>120</sup> He reported that the situation on the ground remained tense due to the continuing violence since

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<sup>120</sup> 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 further information on “Other matters”, see part II.

the first round of elections owing to the collusion of the CPC with some political figures, notably former President François Bozizé. Despite the decision of the Constitutional Court to validate the final list of candidates and reject the candidacy of former President Bozizé, he noted that elements of some of the 14 armed groups, signatories to the Political Agreement, had been mobilized by President Bozizé to form the CPC with the intention to prevent the holding of elections and to bring about the fall of President Touadera. The Special Representative said that the situation was testing MINUSCA's capacity 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 of the United Nations Mission in South Sudan (UNMISS) in the context of inter-mission cooperation. He also requested for an extension of the Mission for 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.<sup>121</sup> 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 resolution [2552 \(2020\)](#). Noting also the continued exploitation by armed groups of mining resources, he advocated for 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 on 24 February 2021, the Under-Secretary-General for Peace Operations updated Council members on the progress in combatting the CPC thanks to MINUSCA's activities but noted that the situation remained volatile, and violence continued.<sup>122</sup> Despite the very fragile situation, he observed that the country was on-track to successfully conclude a democratic transfer of power within the constitutional timeline, which was a major achievement. He added that it was essential that those democratic gains be preserved by completing the electoral process and advancing a peaceful resolution to the crisis. In this regard,

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<sup>121</sup> Ibid.

<sup>122</sup> See [S/2021/187](#).

he said that reinforcements to MINUSCA through inter-mission cooperation continued to play a crucial role, including by providing security for the legislative elections in March adding that the risk of Mission overstretch extended beyond this period. In this connection, he recalled that the Secretary-General recommended reinforcing the military and police personnel of the Mission,<sup>123</sup> 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.<sup>124</sup>

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 to consolidate democracy and the implementation of the Political Agreement.<sup>125</sup> He noted that, despite the progress, some had chosen the path of violence through the creation of the CPC and informed Council members of the attacks perpetrated by the CPC 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 CPC's intentions of capturing Bangui. He appealed to the Council to call for an immediate end to the violence perpetrated by the CPC and its attacks on the Bangui-Garoua economic corridor in Cameroon; condemning acts of violence and attempts to seize power by force, including by former President Bozizé; and reaffirming its solidarity with the Government and calling on all rebel groups to disarm and respect the Political Agreement.<sup>126</sup>

The Managing Director for Africa of the European Union External Action Service elaborated on the three directions in which the collective efforts needed to be further pursued, namely restoring of 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.

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<sup>123</sup> See [S/2021/146](#).

<sup>124</sup> Ibid.

<sup>125</sup> See [S/2021/187](#).

<sup>126</sup> Ibid.

The Director of youth-led peacebuilding organization URU focused on the impact of the conflict on women and youth, including the impact of attacks by the CPC, gender-based violence, and the government-imposed curfews. 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 this regard, she clarified 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.

On 23 June, the Special Representative of the Secretary-General informed the Council that President 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.<sup>127</sup> He welcomed the announcement by President Touadera on 10 June of the holding of a republican dialogue, emphasizing that it had to be inclusive to allow for the effective participation of all the segments of society.<sup>128</sup> 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 President Touadera was giving to the political and peace processes, as expressed to the joint African Union-United Nations-ECCAS-European Union mission conducted from 2 to 5 June.<sup>129</sup> 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 CPC. 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 did not have the desired effect in terms of protecting civilians with record number of conflict-related sexual violence, human rights and international humanitarian law violations.<sup>130</sup> Expressing his

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<sup>127</sup> See [S/PV.8802](#).

<sup>128</sup> Ibid.

<sup>129</sup> For more information on the visit, see [S/PV.8787](#) and part I, sect. 6, on the Central African Region.

<sup>130</sup> See [S/PV.8802](#).

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.<sup>131</sup> In reference to the additional resources approved through resolution [2566 \(2021\)](#), he stated that the reinforcement would make it possible to enhance the presence of the Mission on the territory of the country, strengthen the protection of civilians and ensure the safety and security of the Blue Helmets.<sup>132</sup>

The Commissioner for Political Affairs, Peace and Security also briefed the Council underscoring the commitment to the strategic partnership between the African Union and the United Nations in peacemaking and peacebuilding on the continent as well as the value attached to the strong cooperation and action by the ICGLR.<sup>133</sup> He briefed on the joint visit to the country with the Under-Secretary-General for Peace Operations, the European Union and ECCAS. He emphasized the legitimacy of President Touadera following his re-election as well as 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 this regard, he noted that it was essential to condemn all actions by armed groups and that it was important that the African Union demonstrated the need to move forward on revitalizing the peace process.

The European Union Managing Director for Africa shared the assessment of the European Union of both the progress 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.

On 18 October, in the presence of President Touadera of the Central African Republic, the Special Representative provided a briefing to the Council further to the latest report of the Secretary-General.<sup>134</sup> He commended the Council for the visit by the Committee established

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<sup>131</sup> Ibid.

<sup>132</sup> See [S/PV.8802](#). See also resolution [2566 \(2021\)](#), para. 1.

<sup>133</sup> Ibid.

<sup>134</sup> See [S/2021/867](#).

pursuant to resolution [2127 \(2013\)](#) to the Central African Republic from 10 to 15 September.<sup>135</sup> He welcomed the fact that 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. He said that it was also a political opportunity of great significance to 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 as well as the ceasefire declared by President Touadera on 15 October.<sup>136</sup> In this connection, he said that the positive momentum needed to be sustained by extending the mandate of MINUSCA for electoral assistance in order to further foster the process of decentralization via the holding of local elections and added that 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 ICGLR. 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 CPC 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 \(2021\)](#).

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<sup>135</sup> See [S/PV.8882](#).

<sup>136</sup> *Ibid.*



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 CPC and other armed groups. He called for an immediate ceasefire and the return to the Political Agreement, underscoring that the African Union fully welcomed the call for a ceasefire made by the ICGLR and assuring the Council that the ceasefire declared by President 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 noted the positive momentum created by the successful elections and the inauguration of the new Government. He recalled, 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. He stated that the Central African Republic remained an extremely fragile country facing an acute humanitarian crisis and that the entire international community had to therefore 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 the Central African youth as well as 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 the political support by the Council, regional actors and the international community. In particular, Council members took note of the confirmation by the Constitutional Court of the



reelection of President Touadera and called on all parties to respect the decision of the Court.<sup>137</sup> Some Council members welcomed President Touadera's call for reconciliation,<sup>138</sup> as well as his intention to engage in dialogue with opposition groups.<sup>139</sup> They also expressed support for and commended the efforts aimed at revitalization or reinvigoration of the peace process,<sup>140</sup> the announcement of the intention to hold the republican dialogue,<sup>141</sup> and the subsequent preparations for the dialogue.<sup>142</sup> In October, Council members also welcomed the declaration of a ceasefire by President Touadera on 15 October,<sup>143</sup> as well as the efforts by the ICGLR leading to the adoption of the joint road map under the auspices of the President of Angola on 16 September.<sup>144</sup>

Council members addressed the challenges faced by MINUSCA in light of the dire security situation resulting from electoral violence and the formation of the CPC. 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 the inter-mission cooperation.<sup>145</sup>

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,<sup>146</sup> others expressed

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<sup>137</sup> 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.

<sup>138</sup> *Ibid.*, India and Ireland.

<sup>139</sup> See [S/2021/187](#), Ireland, Niger (also on behalf of Kenya, Saint Vincent and the Grenadines and Tunisia), and Norway.

<sup>140</sup> See [S/PV.8802](#), Viet Nam, Tunisia (also on behalf of Kenya, Niger and Saint Vincent and the Grenadines), Norway and Estonia.

<sup>141</sup> *Ibid.*, France, Tunisia (also on behalf of Kenya, the Niger and Saint Vincent and the Grenadines), India, China, Russian Federation, Mexico, Norway and Ireland.

<sup>142</sup> See [S/PV.8882](#), Tunisia (also on behalf of Kenya, the Niger, and Saint Vincent and the Grenadines), Viet Nam, and Russian Federation.

<sup>143</sup> *Ibid.*, France, Tunisia (also on behalf of Kenya, the Niger, and Saint Vincent and the Grenadines), Norway, Viet Nam, United States, Mexico, United Kingdom, Estonia, Russian Federation and China.

<sup>144</sup> *Ibid.*, Norway, Viet Nam, United Kingdom, Ireland, Russian Federation and China.

<sup>145</sup> 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.

<sup>146</sup> *Ibid.*, Russian Federation and Viet Nam; [S/PV.8802](#), Viet Nam and Russian Federation.

concern regarding reports of the use of excessive force, human rights abuses and violations of the status-of-forces agreement by these forces.<sup>147</sup> Several Council members stressed the need for increased coordination between bilaterally-deployed troops and MINUSCA,<sup>148</sup> as well as greater clarity about their participation.<sup>149</sup> 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 2127 Committee, and were working to enhance the professional expertise of the Central African security forces without taking part in combat operations or hostilities.<sup>150</sup>

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 of the arms embargo as requested by the authorities of the Central African Republic as well as regional partners.

During the period under review, the Council adopted three resolutions under this 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 were adopted unanimously.

Concerning the mandate of MINUSCA, on 12 March 2021, utilizing the written voting procedure,<sup>151</sup> the Council adopted resolution [2566 \(2021\)](#), with 14 votes in favour and one abstention,<sup>152</sup> taking note of the recommendation by the Secretary-General, and increasing the authorized size of MINUSCA's military and police components by 2,750 and 940, respectively.<sup>153</sup> In the resolution, the Council stressed that these reinforcements were aimed at enhancing MINUSCA's ability to perform its priority mandated tasks in the current evolving

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<sup>147</sup> 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.

<sup>148</sup> See [S/2021/76](#), France, India and United States; [S/2021/187](#), United States; [S/PV.8802](#), India, Russian Federation); and [S/PV.8882](#), Russian Federation.

<sup>149</sup> See [S/2021/187](#), United States; [S/PV.8802](#), United Kingdom; [S/PV.8882](#), United States and France.

<sup>150</sup> See [S/PV.8802](#) and [S/PV.8882](#).

<sup>151</sup> For more information on the written voting procedure adopted during the COVID-19 pandemic, see [S/2020/253](#) and *Repertoire, Supplement 2020*, part II sect. I.D.

<sup>152</sup> In favour: China, Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam. Against: None. Abstaining: Russian Federation.

<sup>153</sup> 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.

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, recalling the importance of cooperation between MINUSCA and the authorities of the Central African Republic in line with its mandate.<sup>154</sup> Furthermore, by the resolution, the Council requested the Secretary-General to ensure that decisions regarding deployment of all personnel to MINUSCA adhered to a series of conditions, inter alia, to ensure the recruitment and retention of qualified uniformed personnel, to take all appropriate measures to enhance the safety and security of MINUSCA's personnel, to increase the number of women in MINUSCA and that such deployment ensure 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.<sup>155</sup>

Explaining its country's abstention, 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](#).<sup>156</sup> 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 MINUSCA's peacekeeping force, the Secretariat had to 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.

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<sup>154</sup> Resolution [2566 \(2021\)](#), para. 2.

<sup>155</sup> *Ibid.*, para. 3.

<sup>156</sup> See [S/2021/258](#).

On 12 November, the Council adopted resolution [2605 \(2021\)](#), with 13 votes in favour and two abstentions,<sup>157</sup> extending the mandate of MINUSCA for a period of one year until 15 November 2022.<sup>158</sup> The Council reiterated that MINUSCA's mandate should be implemented based on a prioritization of tasks, which the Council adjusted.<sup>159</sup> In that regard, the Council reiterated, with certain modifications, MINUSCA's four priority tasks, namely the protection of civilians; the provision of good offices and support to the peace process, including the implementation the Political Agreement, as well as the newly-declared ceasefire; the facilitation of the creation of a secure environment for the delivery of humanitarian assistance; and the protection of United Nations personnel, installations, equipment and goods.<sup>160</sup> The Council excluded from the list of MINUSCA's priority tasks the provision and coordination of assistance in the preparation and delivery of the elections.<sup>161</sup> 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 resolution [2127 \(2013\)](#) and made a new request on MINUSCA to provide support to the authorities in their efforts to achieve progress on the key benchmarks for the review of the arms embargo measures.<sup>162</sup>

By the resolution, the Council also 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.<sup>163</sup> 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

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<sup>157</sup> In favour: Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam; Against: None; Abstaining: China, Russian Federation.

<sup>158</sup> Resolution [2605 \(2021\)](#), para. 29.

<sup>159</sup> *Ibid.*, para. 32.

<sup>160</sup> Resolution [2605 \(2021\)](#), para. 34.

<sup>161</sup> Resolution [2552 \(2020\)](#), para. 31 (c). For more information on the evolving mandate of MINUSCA, see *Repertoire, Supplements 2014-2015, 2016-2017, 2018, 2019, 2020*, part X, sect. I.

<sup>162</sup> *Ibid.*, para. 33. 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.B.

<sup>163</sup> Resolution [2605 \(2021\)](#), paras. 4 and 14.

resolution [2588 \(2021\)](#).<sup>164</sup> The Council further took positive note of the measures announced by the Government to hold accountable those responsible for violations international human rights and humanitarian law and called for concrete steps to strengthen justice institutions at national and local levels as part of the extension of State authority in order to fight impunity.<sup>165</sup>

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 an official Security Council document were not reflected in the resolution.<sup>166</sup> She nonetheless trusted that the renewal of the mandate of MINUSCA would make a positive contribution to 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, they could not consider the work it had done to date satisfactory or competent. In this 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.<sup>167</sup> 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

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<sup>164</sup> Ibid., para. 4.

<sup>165</sup> Ibid., paras. 14 and 16.

<sup>166</sup> See [S/PV.8902](#).

<sup>167</sup> Ibid.

African Republic had not been afforded full consideration, which was why China abstained in the voting on the resolution.

The representative of the United States explained that his country 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 ICGLR to the peace process in the Central African Republic, and endorsed President Touadera's 15 October unilateral ceasefire. He recalled the fact that individuals supported by the Russian Federation and invited into the country by the Central African Republic Government 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, by resolution [2588 \(2021\)](#) adopted on 29 July with 14 votes in favour and one abstention,<sup>168</sup> the Council renewed until 31 July 2022 the sanctions measures in place, namely the arms embargo, asset freeze and travel ban,<sup>169</sup> and expanded the list of exemptions to the arms embargo.<sup>170</sup> The Council also extended the mandate of the Panel of Experts until 31 August 2022 requesting it to provide to the Council a final report no later than 30 June 2022.<sup>171</sup> 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 this request expressed by

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<sup>168</sup> In favour: Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Russian Federation, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam; Against: None; Abstaining: China.

<sup>169</sup> See resolution [2588 \(2021\)](#), paras. 1, 3 and 4. For more information on the sanctions measures concerning the Central African Republic, see part VII, sect. III.

<sup>170</sup> Resolution [2588 \(2021\)](#), para. 1 (g). For more information on the sanctions measures concerning the Central African Republic, see part VII, sect. III.

<sup>171</sup> Resolution [2588 \(2021\)](#), paras. 6 and 7. For information on the Committee established pursuant to resolution [2127 \(2013\)](#) and the Panel of Experts, see part IX, sect. I.

the heads of state of Angola and Congo on behalf of ICGLR and ECCAS.<sup>172</sup> 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 these measures, in the light of progress achieved on the key benchmarks.<sup>173</sup> 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, demobilisation, reintegration and repatriation programme and operating an effective weapons and ammunition management system.<sup>174</sup>

Following the adoption of the resolution, 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, thus there appeared to be a growing disconnect between the Council's sanctions and the evolving situation on the ground.<sup>175</sup> He recalled that when the Council had imposed the arms embargo and other sanctions, the intention had been to help the country 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 the 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.<sup>176</sup> The representative of Kenya further 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

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<sup>172</sup> Resolution [2588 \(2021\)](#), fourth preambular paragraph.

<sup>173</sup> *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 UNMAS, and the Panel of Experts, to conduct, no later than 15 June 2022, an assessment on the progress achieved by the CAR authorities on the key benchmarks (see resolution [2588 \(2021\)](#), para. 13).

<sup>174</sup> Resolution [2588 \(2021\)](#), seventh and eighth preambular paragraphs.

<sup>175</sup> See [S/PV.8828](#).

<sup>176</sup> *Ibid.*



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 its citizens 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.

**Table 1**  
**Meetings: The situation in the Central African Republic**

<i>Meeting 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>Decisions and vote (for-against-abstaining)</i>
<a href="#">S/PV.8802</a> 23 June 2021	Report of the Secretary-General on the Central African Republic ( <a href="#">S/2021/571</a> )		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 (MINUSCA), Commissioner for Political Affairs, Peace and Security of the African Union, European Union Managing Director for Africa	12 Council members <sup>a</sup> all invitees <sup>b</sup>	
<a href="#">S/PV.8828</a> 29 July 2021	Letter dated 25 June 2021 from the Panel of Experts on the Central African Republic extended pursuant to resolution <a href="#">2536 (2020)</a> addressed to the President of the Security Council ( <a href="#">S/2021/569</a> ) Letter dated 15 June 2021 from the Secretary-General addressed to the President of the Security Council ( <a href="#">S/2021/573</a> )	Draft resolution submitted by France ( <a href="#">S/2021/686</a> )	Central African Republic		Six Council members <sup>c</sup>	Resolution <a href="#">2588 (2021)</a> 14-0-1 <sup>d</sup> (adopted under Chapter VII)

<a href="#">S/PV.8882</a> Report of the 18 October Secretary-General on 2021 the Central African Republic ( <a href="#">S/2021/867</a> )	Central African Republic	Special Representative of the Secretary-General, 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 <sup>a</sup> , all invitees <sup>c</sup>
<a href="#">S/PV.8902</a> 12 November 2021	Draft resolution submitted by France ( <a href="#">S/2021/945</a> )	Central African Republic	Four Council members, <sup>f</sup> invitee  Resolution <a href="#">2605 (2021)</a> 13-0-2 <sup>g</sup> (adopted under Chapter VII)

<sup>a</sup> 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.

<sup>b</sup> Angola was represented by its President. The African Union Commissioner for Political Affairs, Peace and Security and European Union Managing Director for Africa joined by videoconference.

<sup>c</sup> China, Kenya, Norway, Russian Federation, United Kingdom and United States.

<sup>d</sup> *In favour*: Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Russian Federation, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam; *Against*: None; *Abstaining*: China.

<sup>e</sup> The Central African Republic was represented by its President. The Commissioner for Political Affairs, Peace and Security of the African Union and President of the Conseil National de la Jeunesse Centrafricaine joined by videoconference.

<sup>f</sup> China, India, Russian Federation and United States.

<sup>g</sup> *In favour*: Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam; *Against*: None; *Abstaining*: 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 and vote (for-against-abstaining) and record of written procedure</i>
21 January 2021	<a href="#">S/2021/76</a>	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	<a href="#">S/2020/187</a>	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	<a href="#">S/2021/258</a>	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 <a href="#">2566 (2021)</a> 14-0-1 <sup>a</sup> (adopted under Chapter VII) <a href="#">S/2021/253</a>

<sup>a</sup> *In favour*: China, Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam. *Against*: None. *Abstaining*: Russian Federation.