

AFRICAN UNION

الاتحاد الأفريقي

UMOJA WA AFRICA



UNION AFRICAINE

UNIÃO AFRICANA

UNIÓN AFRICANA

Addis Ababa, Ethiopia. P.O. Box: 3243 Tel.: (251-11) 5513 822 Fax: (251-11) 5519 321

Email: situationroom@africa-union.org

PEACE AND SECURITY COUNCIL
1284TH MEETING

19 JUNE 2025
ADDIS ABABA, ETHIOPIA

PSC/PR/FM.RPT.1284.1 (2025)

REPORT

FIELD MISSION TO CONAKRY, GUINEA, 30 TO 31 MAY 2025



I. INTRODUCTION

1. The Peace and Security Council (PSC) of the African Union (AU) undertook a Field Mission to Conakry, Guinea, from 30 to 31 May 2025, to engage with the Guinean Transition Authorities and other key stakeholders to exchange views on the status of the transition process towards the restoration of constitutional order in the country since the military takeover of 5 September 2021. This Field Mission was conducted within the framework of the mandate of the PSC to promote peace, security and stability in the Continent and in the context of accompanying the sister country in its transition process.

II. PARTICIPATION

2. The Field Mission to Guinea was led by H.E. Ambassador Harold Bundu Saffa, Permanent Representative of the Republic of Sierra Leone to the AU and Chairperson of the PSC for May 2025 and composed of the fourteen (14) members of the PSC namely: Algeria, Angola; Botswana; Cote d'Ivoire; the Democratic Republic of Congo; Egypt; Eswatini, Equatorial Guinea; Ethiopia; The Gambia; Nigeria; Sierra Leone; Tanzania; and Uganda. The AU Commission was represented by H.E. Amb Bankole Adeoye, Commissioner for Political Affairs, Peace and Security, and accompanying staff from the AU Commission.

III. OBJECTIVES

3. The main objectives of the Field Mission to Conakry, Guinea were to:
- a) Undertake consultations with the Guinean transition authorities and other key stakeholders in order to exchange views on the status of the transition process towards the restoration of constitutional order in the country and apprise on the implementation of the Transition Roadmaps and timelines;
 - b) Identify areas wherein the AU could provide support to the country as well as ways and means to ensure cooperation, collaboration and coordination of peace efforts undertaken at the regional and continental levels;
 - c) Gather first-hand information in the country in order to enable the PSC to take more informed and evidence-based decisions on the political and security dynamics prevailing in the country; and
 - d) Express solidarity and reiterate AU's commitments to the people and Transition Authorities of Guinea.

IV. METHODOLOGY

4. To achieve the objectives of the mission, on 30 and 31 May 2025, the PSC delegation held consultations and engagements with the Guinean transition authorities. The PSC delegation received briefings and updates on the country situation and transition process from: H.E. Donso Kourouma, President of the National Transitional Council (NTC); H.E. Amadou Oury BAH, Prime Minister and Head of Government; H.E. Dr Morissando KOUYATE, Minister of Foreign Affairs, International Cooperation, African Integration and Guineans Abroad; H.E. Ibrohimo Kolil Conde, Minister of Territorial Administration and Decentralization; H.E. Fodé BANGOURA, First President of the Supreme Court; and H.E. Mr. Amadou Yéro BAH, Acting First President of the Court of Auditors.

5. During the consultations/meetings with the Guinean authorities, and in line with the working methods and practice established for PSC field missions, the Chairperson of the PSC introduced the objective of the mission and all other SPM Members engaged during the discussions.

V. POLITICAL SITUATION

6. During the consultations between the PSC delegation and the Guinean authorities, it was reported that, since 5 September 2021 coup d'état, which removed President Alpha Condé by the country's armed forces, the political situation in Guinea has remained calm and stable. Under the leadership of the Transitional President General Mamadi Doumbouya, the NTC has been overseeing a transition process since September 2021.

7. In the course of the consultations, the Guinean authorities highlighted the historical, political, and international significance and the role played by Guinea in the liberation struggle of the continent, as well as their leading role in the creation of the OAU/AU. They underscored that AU was and continue to be an important political, and diplomatic instrument intended to bring the African people out of domination.

8. Guinean authorities indicated that, the situation that led to the removal of President Alpha Condé from power, in September 2021 was imposed on the country by former president Alpha Condé, who had pushed for a third mandate, in violation of the country's Constitution. They highlighted that, since independence, Guinea had never witnessed a civil war, even though it is surrounded by countries which had experienced protracted civil unrests. The interlocutors also highlighted that it is the wish of the transition authorities that the current transition process be the last in the country. They also informed that from the start, they wanted a short transition, however, the fundamental challenges facing the country necessitated a longer transition period, which would allow the establishment of key pillars for the refoundation of the state and institutional stability in order to avoid a relapse.

9. Guinean authorities indicated that the Country was sanctioned, even though AU had turned a deaf ear when the African Charter on Democracy, Elections and Governance (ACDEG) was being violated especially in 2018, 2019 and 2020; finally placing the country in transition, following the anti-constitutional acts undertaken by the former president. In the same context, they recalled that, most of the Organizations such as the Organization International de la Francophonie (OIF) and Economic Community of West African States (ECOWAS) had lifted a greater part of the sanctions on the country, and in this respect, they requested that the AU should also consider lifting the sanctions on Guinea, particularly after the organization of the referendum in September 2025. They underlined that, the lifting of sanctions would allow the country to participate in the international engagements that would bring important partnerships crucial for socio-economic development of the country; particularly they emphasized the importance of participation in the upcoming TICAD 9, scheduled to be held in Yokohama, Japan, from August 20 to 22, 2025 and that the lifting of sanctions would allow the acceptance by Japan of their participation of the meeting.

10. The Transitional Authorities concluded by appealing for support of the AU to the scheduled activities towards the return to constitutional order.

11. During the discussions and based on the elements raised by the PSC delegation on the status of the transition process towards the restoration of constitutional order, the Guinean authorities specifically highlighted the updates on the: political transition; the status of political parties and civil society organizations (CSOs); role of the supreme court and the court auditors; and human rights, socio-economic aspects and regional integration.

a) On Political Transition

12. With regard to the ongoing political transition, the Guinean authorities assured the PSC Delegation that the return to constitutional order remains the priority of the current authorities as well as the commitment to make the current transition the last in the history of Guinea.

13. As for the transition schedules, the Guinean authorities informed the AU PSC Delegation that, following extensive national consultations, a draft new constitution has been finalized and submitted to the office of the president, and that the constitutional referendum is scheduled to take place on 21 September 2025. They also informed that, the general elections comprising Presidential and Legislative elections will be convened in December 2025.

14. The interlocutors further indicated that the 10 Points of the transition are being implemented within the spirit of dialogue and participation towards the refoundation of the State. In terms of implementation of key activities, they informed that the transition government had deployed about three hundred and seventy-five (375) Special Delegations of territorial administration and decentration within the country, with Counsellors deployed at the head of each street and district to undertake key activities geared towards the scheduled constitutional referendum and upcoming electoral processes. They equally informed about the National Administrative Census Program for Civil Status (PN-RAVEC), with its primary mission being the implementation of the national policy for the modernization and reform of civil status and identification.

15. The interlocutors further detailed that the PN-RAVEC was divided into five (5) major components, including the revision of the legal framework, structural organization of the civil status system, support for the operationalization of the census and civil status centers, support and strengthening of the reform of the system for modernizing and digitalizing civil status documents and identification, and the program management component. It is equally underlined that the PN RAVEC Coordinators have been deployed in all eight (8) regions of Guinea.

16. The Guinean authorities informed about the ongoing national biometric census, aimed at registering all citizens and assigning them unique identifiers. They stated that, the 45-day civil registration exercise will also serve as the foundation for compiling a new electoral register. The initiative is a crucial step toward organizing the constitutional referendum scheduled for 21 September 2025. As they stated, the ongoing Census remained critical, given there were many localities who had never gone through a census process.

17. Regarding the referendum, the authorities indicated that the draft of the Constitution had been officially submitted to the Office of the President of the Transition, reiterating that Guinea was legally ready for the Constitutional Referendum. They underlined that for the first time the new Constitution will be adopted together with organic laws and that the NTC was currently working on establishing seventeen organic laws. They added that electoral code was at a 90% completion rate. The interlocutors further apprised that the Constitution, stipulated parity and equality between men and women remains enshrined, including the participation and inclusivity of youths, coupled with free education and an obligation to keep children under the ages of 17 years in schools. Regarding the disabled persons, they informed that a decision had been recently taken to ensure that all public infrastructures do make provisions for the disabled as well as the provision of universal global health coverage.

b) On the status of political parties and civil society organizations

18. With regard to the situation of political parties, Civil Society Organizations and Non-Governmental Organizations, the Transition Authorities highlighted that the Authorities decided to carry out an evaluation of some of the political parties and it was realized that of the over two hundred and fifty (250) political parties, did not meet the requirements of the political charter, some did not have physical addresses or constitution of the party. Those political parties that did not meet the requirements were suspended and requested to update their status according to state legal dispositions.

19. The transition authorities explained that the statutory and legal provisions of most political parties had remained obsolete with no change or revision, even though the State was providing financial support for the effective functioning of the parties. They indicated that about 80% of political parties had been dissolved due to the fact that they did not align with country's prescribed legislative provisions, in line the requirements on the refoundation of the state. They equally clarified that the new Constitution was not only meant for the elections, but to establish a democratic base, reason why there is a political, social and economic dimension to the process.

20. The Transition Authorities asserted that the new Constitution was inclusively drafted with inputs from all stakeholders, including the faith-based leaders. Equally confirmed that all the key political processes including the draft constitution, organic laws amongst others were drafted by Civilians and not the military.

c) On the role of the Supreme Court

21. The President and Members of the Supreme Court stressed that Guinea was deeply engaged in a process of national refoundation, premised on the separation of power and respect for basic freedoms, with the Supreme Court actively engaged in ensuring compliance. They further informed that the Supreme Court is working on the examination of the state and working towards the constitutional referendum, as well as the presidential and legislative elections. They informed that the Court has been engaged in capacitating the court members to provide the necessary support to the transition process, in fact, they informed that they had organized several workshops and participated in respective capacity strengthening sessions out of the country, in order to adequately respond to the demands of the people of Guinea.

22. The interlocutors emphasized the need for strengthening and developing capacity-building trainings on key thematic areas, particularly on conflict resolution and handling election-related cases, in order to provide the judiciary with the support it needs. They said that the AU's assistance in this area would be greatly appreciated.

d) On the role of the court auditors

23. The authorities apprised the PSC Delegation on existing legal and judicial legislation of the country, aimed at enforcing compliance with key legal dispositions of the country and the separation of powers, as the country drives towards the scheduled constitutional referendum and general electoral processes. It is worth underscoring that the Guinean Court of Auditors, although created in 1967, saw its current organization structured in 2013 with the organic law O2013/046/CNT of January 18, 2013, amended by the organic law O2013/066/CNT of December 12, 2013. Initially attached to the Presidency of the Republic, to the Ministry of the Economic and Financial Domain, then to the Ministry of State Control between 1968 and 1991, it was integrated into the Supreme Court in 1991 as a third chamber, thus marking a desire to strengthen governance and transparency in the

management of public finances. As the interlocutors underlined, its main functions are to control the management of public finances, assess public accounts and assist Parliament. It also certifies the accounts of the State and social security bodies, and provides information to citizens.

e) Human rights, Socio-economic aspects and regional integration

24. The Guinean authorities indicated that in three years of transition, the Transition Authority under the leadership of General Mamadi Doumbouya has had more achievements compared with previous governments in power since the independence of the country. The achievements reported included public and social infrastructures such as the expansion of roads, government buildings, expansion of water coverage, among others.

25. On regional aspects, the authorities welcomed developments on the Massif du Fouta Djallon, also known as the Fouta Djallon Highlands, which is a highland region in West Africa, primarily located in Central Guinea, which remains a crucial source of water for several countries in the region including Cameroon and Chad, earning it the title “the water tower of West Africa”. The interlocutors, called on AU’s support towards the process as well as the new political dispensation unfolding in the country and which will take Guinea forward. They further called on the need for a new and pragmatic Pan-Africanism, aimed at taking all African countries and continent forward as well as for the AU to readapt its vision to the current situation in the region and not to forget about Guinea.

26. The authorities also highlighted the Guinea’s Vision 2040, a development plan, aims to transform the country into an emerging and prosperous nation by 2040 focusing on sustainable development and economic diversification by leveraging the country’s mineral wealth, particularly the SIMANDOU iron ore deposit. The government authorities equally mentioned the SIMANDOU Project, which includes a 622 km railway and a deep-water port, is expected to produce up to 120 million tons of iron ore annually. The project is divided into four blocks, with Blocks 3 and 4 being developed by Simfer and Blocks 1 and 2 by Winning Consortium Simandou. The authorities underlined that today the trains and locomotive have been realized, something which according to the authorities, used to be a dream.

27. Concerning developments related to human rights, the transition authorities underscored that the NTC was equally working on provisions of human rights and civic education. They clarified that the country was not revising the old Constitution, but rather drafting a new constitution, in consideration of the realities of the refoundation of the State.

28. With regard to the fight against corruption campaign, he expressed that for the first time in the history of Guinea, the country had established a court aimed at fighting economic and financial crimes, wherein government officials were being prosecuted for economic and other crimes. They equally alluded to the 28 September Case trial, wherein for the first time, a former president was summoned to respond to his charges on corruption.

VI. OBSERVATIONS

29. Following the PSC delegation’s consultations/engagements with the Officials of the Transition Authorities, the PSC made the following observations:

- a) The Guinea interlocutors expressed appreciation for the AU PSC visit to Guinea. The PSC’s visit was a sign of the AU’s commitment to accompany and support the country’s transition process;

- b) Noted the political will and commitment by the Guinean Transition Authority as well as the progress made with regards to key developments in the implementation of the Transition Roadmap, including the timeline for a return to constitutional order, which includes the holding a constitutional referendum for the new Constitution on 21 September 2025 and the organization of the general elections in December 2025.
- c) The scope of the mission was limited by the absence of consultations with a broader range of stakeholders, including representatives from CSOs, political parties, religious leaders, and international development partners in the country. As a result, several core issues such as the status of inclusivity in the transition process, civic freedoms, human rights protections, and the effectiveness of public outreach and participation mechanism-remained insufficiently explored.

VII. RECOMMENDATIONS

30. In light of the consultations/engagements with the transition authorities of Guinea and the above-mentioned observations, the PSC:

- a) **Reaffirm** the AU's solidarity with the people and the Transition Authorities in their commitment towards the completion of the transition process and the return to constitutional order in line with the adopted Transition Roadmap to be completed by December 2025 in the best interest of the Guinean people; and **urge** the Transition Authorities to honor the committed transition timeframe by December 2025, essential to foster the restoration of democratic legitimacy, regain the trust of citizens, and normalize Guinea's position within regional and international bodies.
- b) **Commend** the Transition Authorities of the progress made in rebuilding national institutions and socio-economic services in the country;
- c) **Request** the AU Commission to engage the Transition Authorities of Guinea to identify concrete areas of support and provide the needed technical and financial support to Guinea in particular for the organization of the referendum for the new constitution scheduled for September 2025, as well as the strengthening judicial systems and preparation for the general elections scheduled for December 2025 in line with AU principles and instruments;
- d) **Underline** the need to continue tracking the progress of the transition, which should include, regular engagements with the AU and ECOWAS, to ensure adaptive planning and need support;
- e) **Appeal** to the international organizations and bilateral partners to support the Transition Authority of Guinea to ensure a successful implementation of the transition roadmap and smoothly return to constitutional order;
- f) **Request** the AU Commission to provide technical support in the organization of the referendum in September 2025 and elections in December 2025. Also, to advocate for sustained international financial support for the organization of the elections, capacity building and civic education;
- g) **Underscore** the need to strengthen key governance institutions to ensure they fulfill their mandates effectively during and after the transition; these includes, support the Supreme Court, Court of Auditors, and NTC with legal expertise, digital tools, and training, as well as

enhance public sector accountability through anti-corruption capacity-building and institutional reforms.

- h) **Underscore the need** for inclusivity in the political process of Guinea by engaging a wider array of actors who will foster greater legitimacy and ownership of the transition process, enable inclusive perspectives on governance, human rights, and reconciliation issues; in this regard **strongly appeal** to the transitional authorities to engage women, youth and civil society organisations, religious leaders, to ensure an inclusive transition process, particularly in the drafting of the new constitution and preparations for the referendum and general elections;
- i) **Reaffirm** the commitment and readiness of the AU to enhance its engagement with the Transition Authorities of Guinea; and, stress the need for the AU and the PSC in particular, to play a lead role, have more leverage, to support the restoration of a civilian-led government;
- j) **Call** on the Transition Authority to continue with the efforts to build public trust and national cohesion and accountability by establishing open communication channels on the progress of the transition;
- k) **Urge** the Transition Authorities to ascertain the respect for human rights, including freedom of expression, assembly, and the press, in accordance with national laws and international Human Rights Law and International Humanitarian Law, given that repression of dissenting voices and civil acts remains counterproductive to national unity and inclusive transition processes;
- l) **Underline** the need to enhance the integration of the mining sector with other key economic sectors to promote inclusive growth, development, and ensure that the benefits of mineral wealth, especially from the SIMANDOU projects, are equitably shared across the population;
- m) **Reiterate** the need for the Guinean authorities to deepen collaboration with ECOWAS and the AU by allowing regular needs assessment missions, sharing progress updates, and seeking technical and electoral support; in order to secure regional and international development support, notably technical expertise, financial provision, legitimacy and electoral provisions, requisite for the return to democratic order;
- n) **Stress** the need to include the Guinean diaspora in the political and socio-economic development as vital to economic development, and strengthening democratic institutions;
- o) **Also stress** the importance for the Transition Authorities to widening the scope of the consultations of the transition process to include all critical stakeholders such as CSOs, women and the youth, in order to ensure its legitimacy.

VIII. CONCLUSION

31. The delegation's engagements with Guinean authorities were notably constructive, underscoring a shared commitment among government stakeholders to advance the country's political transition. Equally, discussions reflected a strong collective will to ensure the success of the process, particularly in relation to key milestones outlined in the transition roadmap.

32. The PSC concluded its mission on 31 May 2025 and commended the Transition Authorities and people of the Republic of Guinea for the warm hospitality accorded to the PSC delegation during its mission.