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Regional arrangements

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Introductory note

Article 52

- 1. Nothing in the present Charter precludes the existence of regional arrangements or agencies for dealing with such matters relating to the maintenance of international peace and security as are appropriate for regional action provided that such arrangements or agencies and their activities are consistent with the Purposes and Principles of the United Nations.*
- 2. The Members of the United Nations entering into such arrangements or constituting such agencies shall make every effort to achieve pacific settlement of local disputes through such regional arrangements or by such regional agencies before referring them to the Security Council.*
- 3. The Security Council shall encourage the development of pacific settlement of local disputes through such regional arrangements or by such regional agencies either on the initiative of the states concerned or by reference from the Security Council.*
- 4. This Article in no way impairs the application of Articles 34 and 35.*

Article 53

- 1. The Security Council shall, where appropriate, utilize such regional arrangements or agencies for enforcement action under its authority. But no enforcement action shall be taken under regional arrangements or by regional agencies without the authorization of the Security Council, with the exception of measures against any enemy state, as defined in paragraph 2 of this Article, provided for pursuant to Article 107 or in regional arrangements directed against renewal of aggressive policy on the part of any such state, until such time as the Organization may, on request of the Governments concerned, be charged with the responsibility for preventing further aggression by such a state.*
- 2. The term enemy state as used in paragraph 1 of this Article applies to any state which during the Second World War has been an enemy of any signatory of the present Charter.*

Article 54

The Security Council shall at all times be kept fully informed of activities undertaken or in contemplation under regional arrangements or by regional agencies for the maintenance of international peace and security.

Chapter VIII of the Charter of the United Nations provides the constitutional basis for the involvement of regional arrangements in the maintenance of international peace and security.¹ While Article 52 encourages the engagement of regional arrangements in the pacific settlement of disputes prior to their referral to the Security Council, Article 53 allows the Council to utilize regional arrangements for enforcement action under its authority and with its explicit authorization. Article 54 stipulates that regional arrangements should inform the Council of their activities at all times.

During the period under review, the Council reaffirmed the importance of enhancing cooperation between the United Nations and regional arrangements on conflict prevention and resolution, peacekeeping and peacebuilding, pursuant to Chapter VIII of the Charter. The Council acknowledged the progress made in the cooperation between the United Nations and the African Union, evidenced by the increasing number of joint missions, joint briefings, joint reports and declarations, and underlined the importance of developing an effective partnership underpinned by mutual consultations between the Security Council and the Peace and Security Council of the African Union. The Security Council and the Peace and Security Council of the African Union held their thirteenth annual joint consultative meeting in Addis Ababa on 21 October 2019.² In addition to the African Union, engagement with other organizations such as the League of Arab States, the Collective Security Treaty Organization, the Commonwealth of Independent States and the Shanghai Cooperation Organization featured prominently in the discussions at the Council.

In 2019, Council deliberations focused on the means to further strengthen the cooperation with regional and subregional organizations, the need for adherence to

¹ Chapter VIII of the Charter refers to “regional arrangements or agencies”. For the purposes of the *Repertoire*, the term “regional arrangements” is understood to encompass regional and subregional organizations as well as other international organizations.

² See [S/2019/825](#).

international human rights, international humanitarian law and conduct and discipline compliance frameworks. In addition, Council members continued to deliberate on modalities of ensuring predictable and sustainable funding for African Union-led peacekeeping operations during the meetings of the Council.

In connection with the pacific settlement of disputes, the Council continued to highlight in its decisions the crucial importance of the role played by regional and subregional arrangements in mediation and good offices to end conflicts and ensure successful peace negotiations. The Council highlighted the mediation efforts of regional and subregional arrangements in connection with political crises and the implementation of peace agreements in the Central African Republic, the Democratic Republic of the Congo, Guinea-Bissau, South Sudan, Somalia, the Central African region, and West Africa and the Sahel.

Concerning peacekeeping operations led by regional organizations, the Council renewed the authorization of two existing missions, namely the African Union Mission in Somalia and the European Union Force-Althea in Bosnia and Herzegovina, while the North Atlantic Treaty Organization Force in Kosovo continued to operate without any decisions taken with respect to its mandate. The Council continued to support ongoing efforts to fully operationalize the Joint Force of the Group of Five for the Sahel in West Africa and the Sahel. As in previous periods, the Council authorized enforcement action by regional and subregional organizations beyond the framework of peacekeeping operations in relation to Libya, Somalia and South Sudan, and it continued to request reporting by regional organizations, particularly on mandate implementation of relevant regional peacekeeping operations and cooperation with the United Nations.

The practice of the Council under Chapter VIII of the Charter in 2019 is illustrated below in five sections. Each section covers both the decisions adopted by the Council and the discussions held during Council meetings. Section I examines the practice of the Council regarding cooperation with regional and subregional arrangements in the maintenance of international peace and security concerning items of a thematic nature. Section II deals with the recognition by the Council of the efforts of regional arrangements in the peaceful settlement of disputes, within the framework of Article 52 of the Charter. Section III covers the practice of the Council in

connection with cooperation with regional organizations in the area of peacekeeping. Section IV describes the practice of the Council in authorizing enforcement actions by regional organizations outside the context of regional peacekeeping operations. Section V refers to the reporting on the activities of regional arrangements in the maintenance of international peace and security.

I. Consideration of the provisions of Chapter VIII of the Charter of the United Nations under thematic items

Note

Section I examines the practice of the Security Council in 2019 in cooperating with regional organizations in the maintenance of international peace and security, within the framework of Chapter VIII of the Charter, in connection with items of a thematic nature. The section is divided in two subsections: (a) decisions on thematic issues relating to Chapter VIII of the Charter, and (b) discussions on thematic issues concerning the interpretation and application of Chapter VIII of the Charter.

A. Decisions on thematic issues relating to Chapter VIII of the Charter

During the period under review, the Security Council explicitly referred to Chapter VIII of the Charter in three of its decisions on thematic issues, under the items entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security” and “Threats to international peace and security”. The text of these provisions is included in table 1 below.

Table 1: Decisions in 2019 explicitly referring to Chapter VIII

<i>Decision and date</i>	<i>Paragraphs</i>	<i>Provisions</i>
Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security		
Resolution 2457 (2019) 27 February 2019	Fourth preambular paragraph	Expressing concern over conflicts in different geographic areas, and reiterating that the United Nations’ cooperation with regional and subregional organizations is critical to contributing to the prevention of the outbreak, escalation, continuation and recurrence of conflict, in line with Chapter VIII of the United Nations Charter
	Eighteenth preambular paragraph	Recalling resolutions 2320 (2016) and 2378 (2017) , acknowledging the need to enhance the predictability, sustainability and flexibility of financing for African Union-led peace support operations authorized by the Security Council and utilized pursuant to Chapter VIII of the Charter

	para. 4.	Takes note of the ongoing efforts of the African Union and the subregional organizations, within the framework of the African Peace and Security Architecture (APSA) to strengthen their capacity and undertake peace support operations in the continent, in accordance with Chapter VIII of the Charter of the United Nations, particularly the African Standby Force and its Rapid Deployment Capability, and encourages the UN Secretariat and the African Union Commission to collaborate towards strengthening the APSA by supporting the APSA road map and silencing the guns master roadmap and their respective work plans
	para. 11	Notes the importance of consultations between the Security Council and the AU Peace and Security Council in their respective decision making processes and common strategies for a holistic response to conflict, as appropriate, based on respective comparative advantage, burden sharing, joint analysis and planning missions and assessment visits by the UN and AU, monitoring and evaluation, transparency and accountability, to address common security challenges in Africa in accordance with the Charter of the United Nations, including Chapter VIII and the Purposes and principles
	para. 21	Reiterates its intention to consider steps that can be taken to enhance practical cooperation with the African Union in the promotion and maintenance of peace and security in Africa in line with Chapter VIII of the United Nations Charter
S/PRST/2019/5 13 June 2019	Third paragraph	The Security Council expresses its appreciation for the briefings of the Secretary-General of the United Nations, Antonio Guterres, and the Secretary-General of the League of Arab States, Ahmed Aboul Gheit, on 13 June 2019 and reiterates that cooperation with regional and sub-regional organizations in matters relating to the maintenance of peace and security, and consistent with Chapter VIII of the Charter, can improve collective security

Threats to international peace and security

Resolution 2482 (2019) 19 July 2019	para. 21	Recognizes the role of regional and subregional organizations and mechanisms, consistent with Chapter VIII of the Charter of the United Nations, in deepening the assessment of threats in their respective regions, in contributing to the effective implementation of Security Council resolutions, in strengthening the capacities of Member States, in facilitating technical assistance and information sharing, and in contributing to national ownership and disseminating awareness
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Without explicit reference to Chapter VIII of the Charter, the Council recognized and referred to the role of regional and subregional arrangements in other decisions adopted under various thematic items. Under the item entitled “Women and peace and security”, the Council adopted resolution [2467 \(2019\)](#), affirming the

primary role of Member States to implement fully the relevant provisions of Security Council resolutions on women, peace and security, and the important complementary role of United Nations entities and regional organizations. The Council in this resolution also recognized the efforts of regional and subregional organizations in implementing resolution [1325 \(2000\)](#) and subsequent resolutions, and welcomed the efforts of regional and sub-regional organizations to address and eliminate sexual violence in conflict and post-conflict settings and to support Member States in this regard.³ Under the same item, the Council unanimously adopted resolution [2493 \(2019\)](#), reaffirming the primary role of Member States to implement fully all Security Council resolutions on Women, Peace and Security, and the important complementary role of United Nations entities and regional organizations, and welcoming their efforts in implementing resolution [1325 \(2000\)](#).⁴ The Council also encouraged regional organizations to consider convening meetings in the lead up to the 20th commemoration of resolution [1325 \(2000\)](#) with the participation of governments, relevant stakeholders and civil society to review the implementation of the agenda in their respective regions, and further encouraged them to identify practical and measurable steps for fully implementing the agenda, and invited them to report on this progress during the annual open debate of the Security Council.⁵

In connection with the item entitled “Protection of civilians”, the Council unanimously adopted resolution [2474 \(2019\)](#), calling upon all parties to armed conflict to take all appropriate measures to actively search for persons reported missing. In that regard, the Council stressed the importance of strengthening the role and capacity of the existing national, regional and international mechanisms addressing the issue of missing persons due to armed conflict and to provide advice and support to Member States, other national, international and regional organizations to provide training, to exchange, as appropriate, on respective registries of missing persons cases, and to share best practices in close cooperation with all relevant organizations.⁶ The Council called upon all Member States to engage in networking, exchange of experience, best practices and technical recommendations, and other

³ Resolution [2467 \(2019\)](#), seventh and twenty-fourth preambular paragraphs and para. 33.

⁴ Resolution [2493 \(2019\)](#), seventh and tenth preambular paragraphs.

⁵ *Ibid.*, para. 8.

⁶ Resolution [2474 \(2019\)](#), paras. 2 and 11.

means of cooperation and coordination with state institutions, and, as appropriate, with national commissions on missing persons, competent regional and international organizations and mechanisms.⁷

Under the item entitled “Threats to international peace and security caused by terrorist acts”, the Council adopted resolution [2501 \(2019\)](#), extending for 12 months the mandate of the Analytical Support and Sanctions Monitoring Team (Monitoring Team).⁸ The Council decided that the responsibilities of the Monitoring Team included cooperating closely with the United Nations Office on Drugs and Crime (UNODC) and engaging in a regular dialogue with Member States and other relevant organizations, including the Shanghai Cooperation Organization, the Collective Security Treaty Organization, and the Combined Maritime Forces on the nexus between narcotics trafficking and the Taliban, as well as other individuals, groups, undertakings and entities associated with the Taliban in constituting a threat to the peace, stability and security of Afghanistan.⁹ The Council also decided that the Monitoring Team should consult with Member States’ intelligence and security services, including through regional forums, in order to facilitate the sharing of information and to strengthen enforcement of the measures, consult with the Government of Afghanistan, Member States, international and regional organizations and relevant representatives of the private sector on the threat posed by improvised explosive devices (IEDs) to peace, security and stability in Afghanistan, and work with relevant international and regional organizations in order to promote awareness of, and compliance with, the measures.¹⁰

B. Discussions on thematic issues concerning the interpretation and application of Chapter VIII of the Charter

At a number of Council meetings held in 2019, speakers discussed the role of regional and subregional organizations under the items entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining

⁷ Ibid., para. 13.

⁸ Resolution [2501 \(2019\)](#), para. 2.

⁹ Ibid., Annex, para. (o).

¹⁰ Ibid., Annex, paras. (q), (v) and (w).

international peace and security”,¹¹ “Maintenance of international peace and security”,¹² “Peacebuilding and sustaining peace”,¹³ “Protection of civilians in armed conflict”,¹⁴ “United Nations peacekeeping operations”,¹⁵ “Briefings by the Chairperson-in-Office of the Organization for Security and Cooperation in Europe”,¹⁶ “The promotion and strengthening of the rule of law in the maintenance of international peace and security”,¹⁷ “Threats to international peace and security”,¹⁸ and “Threats to international peace and security caused by terrorist acts”.¹⁹ Discussions held in connection with the item entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security” highlighted the importance of promoting closer ties between the Security Council and the League of Arab States (case 1). Under the same item, the Council engaged in discussions on counter-terrorism cooperation in Central Asia between the United Nations and the regional and subregional organizations (case 2).

Case 1

Cooperation between the United Nations and regional subregional organizations in maintaining international peace and security

At its 8548th meeting on 13 June 2019, the Council held a high-level briefing on the topic of cooperation between the Security Council and the League of Arab States, during which the Council heard briefings by the Secretary-General as well as by the Secretary-General of the League of Arab States. The meeting was held at the initiative of Kuwait, which held the presidency of the Council for the month.²⁰ During the meeting, several Council members made explicit references to Chapter VIII of the

¹¹ [S/PV.8473](#), [S/PV.8482](#), [S/PV.8548](#), [S/PV.8626](#) and [S/PV.8650](#).

¹² [S/PV.8451](#), [S/PV.8457](#), [S/PV.8546](#), [S/PV.8577](#), [S/PV.8600](#) and [S/PV.8631](#).

¹³ [S/PV.8579](#) and [S/PV.8668](#).

¹⁴ [S/PV.8264](#) and [S/PV.8543](#).

¹⁵ [S/PV.8508](#), [S/PV.8521](#), [S/PV.8570](#), [S/PV.8612](#) and [S/PV.8661](#).

¹⁶ [S/PV.8479](#).

¹⁷ [S/PV.8499](#) and [S/PV.8596](#).

¹⁸ [S/PV.8456](#) and [S/PV.8569](#).

¹⁹ [S/PV.8460](#) and [S/PV.8496](#).

²⁰ A concept note was circulated by letter dated 31 May 2019 ([S/2019/455](#)).

Charter.²¹ In addition, the representative of Kuwait made an explicit reference to Article 52.

The Secretary-General stated that the United Nations and the League of Arab States shared a common mission to prevent conflict. He underscored the vital role played by the League of Arab States in global conflicts, including in Israel/Palestine, Syria, Libya, Lebanon, and Somalia. He informed the Council that the United Nations Liaison Office to the League of Arab States in Cairo was to become operational in June 2019, as the first such office to be funded through the United Nations regular budget.

The Secretary-General of the League of Arab States emphasized his organization's determination to exercise a greater role in contributing to the maintenance of international peace and security in the Arab region and in defending the national security of its member States, in accordance with the Charter of the United Nations and international law. He reiterated the need for the transparent and frank exchange of information between the League of Arab States and the Council regarding matters affecting the region, and called for greater coordination between the Arab League and the United Nations special representatives and envoys to Arab conflicts. Thanking the United Nations for its support in strengthening the Arab League's capacities, he announced the organization's intention to establish and deploy peace missions in the field to areas of crisis in the near future. He concluded by stating that the partnership between the League of Arab States and the Security Council afforded the latter the added legitimacy and credibility it often required to secure support for its actions in the region.

The Deputy Prime Minister and Minister for Foreign Affairs of the State of Kuwait referred to resolution [1631 \(2005\)](#) in welcoming a new stage of cooperation between the United Nations and the League of Arab States. He called for strengthening cooperation between the two organizations in order to bridge the gap between the resolutions adopted by the Council and regional organizations and the implementation of those resolutions. To that end, he underlined the need for and Kuwait's efforts to establish a legal institutional framework underpinning the

²¹ [S/PV.8548](#), Kuwait, Poland, South Africa, Indonesia, China, Peru, Côte d'Ivoire, and Equatorial Guinea.

relationship between the two organizations, which Kuwait hoped to complete before the end of its Security Council membership.

Several states underlined the importance of enhanced coordination between the Security Council and the League of Arab States in the maintenance of international peace and security and, specifically, the prevention and resolution of regional conflicts.²² The representative of South Africa pointed to Somalia and Sudan as conflicts in which political and strategic alignment between the Council and regional organizations could yield effective results. With regard to conflict prevention, the representative of Indonesia stated that information-sharing, joint early warning and measures to enhance the League's capacity should be explored. The representative of Germany underscored human rights as a particularly relevant area for cooperation between the League and the Council. The representative of Côte d'Ivoire opined that the United Nations' support for the League of Arab States should focus on economic and social development in order to robustly address the underlying causes of the crises in the region. Welcoming the opening of the liaison office in Cairo, Belgium mentioned joint analysis and common early warning mechanisms as essential instruments in strengthening the Arab League's role in conflict prevention. He furthermore emphasized that cooperation between the United Nations and the League of Arab States had to be guided by the 2030 Agenda for Sustainable Development and address the root causes of conflict with respect to human rights, inclusive governance and the rule of law.

Some Council members underlined the importance of cooperation among regional organizations themselves, especially between the League of Arab States and the African Union. The representative of South Africa emphasized the importance of greater cooperation in instances where states' membership in regional organizations overlapped. Noting the significant membership overlap between the League of Arab States and the Organization of Islamic Cooperation, the representative of Equatorial Guinea similarly called on the League to partner with other regional organizations with a view to promoting coordination and economizing effort.

²² Ibid., Kuwait; Dominican Republic; South Africa; United States; Indonesia; China; Russian Federation; Peru; Germany; Côte d'Ivoire; and Belgium.

Speakers also expressed support for regular communication and information exchanges between the Council and the League of Arab States, consistent with the President's statement. The Minister for Foreign Affairs of Poland called for regular assessment of the cooperation between the League and the United Nations, drawing from the experiences and best practices developed by the Organization for Security and Cooperation in Europe. The representative of South Africa called for more formalized and structured coordination between the Security Council and regional organizations. The representative of France suggested that the Council meet informally with the Special Envoys and Special Representatives for the North Africa and Middle East region once a year, in the presence of a representative of the Arab League, and welcomed the Council's commitment to invite the League Secretary-General to Brief it on an annual basis. The representative of Peru opined that cooperation between the Council and the League of Arab States should be more structured to ensure its effectiveness and sustainability and should go beyond regular briefings and annual informal meetings to enable more meaningful dialogue. The representative of Belgium welcomed the request to convene the Security Council and the League of Arab States at regular intervals, as was the case with other regional organizations such as the European Union and African Union.

At the conclusion of the meeting, the Deputy Prime Minister and Minister for Foreign Affairs of the State of Kuwait as President made a statement on behalf of the Council.²³ In the presidential statement, the Council encouraged the holding of an annual briefing by the Secretary-General of the League of Arab States and an annual informal meeting between the League and Council members,²⁴ and emphasized the importance of intensifying coordination between the League and the United Nations with a view toward addressing crises in the region, as well as the importance of trilateral cooperation between the League, the United Nations, and the African Union on cross-regional peace and security issues.²⁵

²³ [S/PRST/2019/5](#).

²⁴ *Ibid.*, fourth and sixth paragraphs.

²⁵ *Ibid.*, seventh paragraph.

Case 2

Cooperation between the United Nations and regional subregional organizations in maintaining international peace and security

At its 8626th meeting on 25 September 2019, the Council held a ministerial-level debate on the topic of cooperation between the United Nations and the Collective Security Treaty Organization, the Commonwealth of Independent States and the Shanghai Cooperation Organization in countering terrorist threats. The Council heard briefings by the Secretary-General, the Secretary-General of the Shanghai Cooperation Organization, the Acting Secretary-General of the Collective Security Treaty Organization, and the Deputy Executive Secretary of the Commonwealth of Independent States. The representatives of Afghanistan, Armenia, Azerbaijan, Belarus, India, the Islamic Republic of Iran, Kazakhstan, Kyrgyzstan, Mongolia, Pakistan, Tajikistan, Turkmenistan and Uzbekistan also participated in the meeting. The meeting was held at the initiative of the Russian Federation, which held the presidency for the month.²⁶ During the meeting, several Council members explicitly invoked Chapter VIII of the Charter.²⁷

In his briefing, the Secretary-General stressed the importance of international cooperation in implementing the United Nations Global Counter-Terrorism Strategy, highlighted the important role played by the three organizations under discussion in promoting regional counter-terrorism cooperation, and mentioned that the United Nations was strengthening institutional links with each of them. The Acting Secretary-General of the Collective Security Treaty Organization (CSTO) called for broadening cooperation between the CSTO and the United Nations Office of Counter-Terrorism, while the Deputy Executive Secretary of the Commonwealth of Independent States mentioned the role of the Interparliamentary Assembly of Member Nations of the Commonwealth of Independent States in harmonizing national legislation to combat terrorism. The Minister for Foreign Affairs of the Russian Federation expressed satisfaction at the three organizations' openness to deepening

²⁶ A concept note was circulated by letter dated 13 September 2019 ([S/2019/742](#)).

²⁷ [S/PV.8626](#), Russian Federation, Kuwait, Equatorial Guinea, Poland, and Peru.

cooperation with the United Nations in the area of combating terrorism in order to maintain both regional and international peace and security.

Many speakers emphasized the importance of coordination between the United Nations and the three organizations in fighting terrorism and radicalization.²⁸ The Minister for Foreign Affairs of the Russian Federation noted that interaction between the CSTO and the United Nations was becoming increasingly substantive in the area of counter-terrorism. The Deputy Prime Minister and Minister for Foreign Affairs of Kuwait encouraged the Security Council to convene more meetings to review and promote cooperation with regional and subregional organizations, in line with Chapter VIII, and generally to scale up cooperation with these organizations as a means to address threats to international peace and security. The Minister for Foreign Affairs and Cooperation of Equatorial Guinea stated that collaboration between the Security Council and regional organizations facilitated the exchange of information, good practices and lessons learned—key elements in the struggle against terrorism. In this connection, he called for consolidating the relationship between the Security Council and regional organizations with a view to making it more strategic. Given the mobility of foreign terrorist fighters in Asia, many of whom came from or returned to Africa and other regions, he encouraged efforts by organizations to coordinate with their counterparts in other regions, in particular in Africa.

The Under-Secretary of State in the Ministry of Foreign Affairs of Poland stressed that regional organizations contributed to international peace and security only when they reflected the interests of their member states and were “not used as a tool for the domination of a few”. He said that the position of the Collective Security Treaty Organization and the Commonwealth of Independent States with regard to the illegal annexation of parts of Ukraine put their impartiality in question. Without a common approach to such issues, he noted, the cooperation of the United Nations with such partners in combating terrorism would be disputable. The representative of the United States urged those organizations to look closely at revising how they addressed terrorism in order to better avoid conflating separatism, extremism and

²⁸ *Ibid.*, Russian Federation; China; South Africa; Indonesia; Equatorial Guinea; France; Poland; Belgium; United States; Kyrgyzstan; Belarus; Azerbaijan; Iran, Uzbekistan; Armenia; Pakistan; Mongolia; and India.

terrorism in their core documents and to fully promote the observance of applicable international law.

Speakers also focused on the need for regional and subregional organizations to respect and uphold the principles within the United Nations framework, especially with regard to human rights in countering terrorism. The Deputy Prime Minister and Minister of Finance and Development Cooperation of Belgium stated that partnerships between the United Nations and regional organizations should be aligned with United Nations documents and fully embrace the values of the United Nations. The Minister for Foreign Affairs of the Dominican Republic stated that regional organizations should rely on the United Nations and international human rights and humanitarian law as a point of reference. The Minister of State attached to the Minister for Europe and Foreign Affairs of France stated that the fight against terrorism was at the heart of the Security Council's action and could not be effective unless it fully respected human rights in line with the United Nations Global Counter-Terrorism Strategy. The representative of the United Kingdom stressed that partnerships with regional organizations had to reflect obligations to protect humanitarian activity. The representative of the United States underlined the need to ensure that regional organizations reflected all elements of the United Nations Global Counter-Terrorism Strategy and promoted a human rights-compliant approach to fighting terrorism.

II. Recognition of the efforts of regional arrangements in the pacific settlement of disputes

Note

Section II deals with recognition by the Security Council of the efforts by regional and subregional organizations in the pacific settlement of local disputes, within the framework of Article 52 of the Charter. The section is divided into two subsections: (a) decisions concerning efforts of regional arrangements in the pacific settlement of disputes; and (b) discussions concerning the pacific settlement of disputes by regional arrangements.

A. Decisions concerning efforts of regional arrangements in the pacific settlement of disputes

During the period under review, in several of its decisions, the Council welcomed, commended and encouraged the engagement of regional and subregional arrangements in the pacific settlement of disputes as described in further detail below. The Council did not explicitly refer to Article 52 in any of its decisions.

In connection with the situation in the Central African Republic, the Council issued a presidential statement in April 2019, welcoming the signing of the Agreement on Peace and Reconciliation in the Central African Republic by the authorities of the Central African Republic and 14 armed groups in Bangui, on 6 February 2019, within the framework of the African Initiative for Peace and Reconciliation and under the auspices of the African Union.²⁹ In the statement, the Council further welcomed the engagement of the African Union, the Economic Community of Central African States and the United Nations.³⁰ In this connection, the Council called on neighbouring States, regional organizations, and all international partners to support the implementation of the Agreement and to coordinate their actions in order to bring lasting peace and stability to the Central African Republic.³¹

²⁹ [S/PRST/2019/3](#), third paragraph.

³⁰ *Ibid.*

³¹ *Ibid.*

In addition, the Council unanimously adopted resolutions [2488 \(2019\)](#) in September 2019, reiterating the same.³²

In November 2019, the Council adopted resolution [2499 \(2019\)](#), calling on neighbouring states, regional organizations and all international partners to support the peace process, including the implementation of the Peace Agreement, in a coherent and coordinated manner and through strengthened partnerships and emphasised the important role of the guarantors and facilitators of the Peace Agreement, including the African Union, the Economic Community of Central African States and neighbouring states, using their influence to enhance adherence by armed groups to their commitments.³³

Regarding the situation in the Democratic Republic of the Congo, the Council encouraged the continuation of efforts by the Secretary-General, the African Union, the International Conference on the Great Lakes Region, and the Southern African Development Community in the restoration of peace and security in the Democratic Republic of the Congo.³⁴ The Council further called upon regional organizations to provide political support to the strengthening of State institutions in the Democratic Republic of the Congo and the restoration of trust among the different parties, including through their good offices in order to consolidate peace and security and tackle the root causes of conflict in priority areas.³⁵ In addition, the Council decided that the mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) would include as a priority task the provision of technical and political support, including through good offices and engagement with interlocutors across the political spectrum, including the Government, opposition parties, local authorities and civil society, in coordination with regional and international partners, with a view to furthering reconciliation, democratisation and inclusion.³⁶

³² Resolution [2488 \(2019\)](#), third preambular paragraph.

³³ Resolution [2499 \(2019\)](#), para. 6.

³⁴ Resolution [2463 \(2019\)](#), seventeenth preambular paragraph and resolution [2502 \(2019\)](#), sixth preambular paragraph.

³⁵ Resolution [2463 \(2019\)](#), para. 3 and resolution [2502 \(2019\)](#), para. 3.

³⁶ Resolution [2463 \(2019\)](#), para. 29(ii)(a). For further information on the mandate of MONUSCO, see part X, sect. I.

With respect to the situation in Guinea-Bissau, the Council encouraged the commitment, efforts of mediation and direct contacts of the African Union with the political actors of Guinea Bissau in view of stepping up the efforts to help overcome the current blockage of the political situation.³⁷ The Council also reiterated the important role of the Economic Community of West African States (ECOWAS) in supporting peacebuilding and sustaining peace in Guinea-Bissau, taking note of the ECOWAS assessment of Guinea-Bissau on 15 December 2018.³⁸ Commending its important efforts, the Council encouraged ECOWAS to continue extending its political support to the authorities and political leaders of Guinea Bissau through the use of good offices and mediation and encouraged ECOWAS and the Community of Portuguese Language Countries (CPLP) to take the necessary steps towards organizing a meeting of the International Contact Group on Guinea-Bissau, in consultation with the United Nations, the European Union and all stakeholders.³⁹ It further encouraged the African Union, the CPLP, the European Union and the United Nations to provide support to ECOWAS in extending its political support to the authorities and political leaders of Guinea-Bissau through the use of good offices and mediation.⁴⁰

Concerning the situation in Mali, the Council encouraged all relevant United Nations agencies, as well as bilateral, regional and multilateral partners to provide the necessary support to contribute to the implementation of the Agreement by the Malian parties, in particular its provisions pertaining to sustainable development.⁴¹ In addition, regarding the mandate of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), the Council requested the Secretary-General to continue to ensure close coordination and information sharing, where appropriate, between MINUSMA, the United Nations Office for West Africa and the Sahel (UNOWAS), subregional organizations, including ECOWAS and the G5 Sahel, as well as Member States in the region.⁴²

³⁷ Resolution [2458 \(2019\)](#), twenty-first preambular paragraph.

³⁸ *Ibid.*, para. 11.

³⁹ *Ibid.*, paras. 17 and 18.

⁴⁰ *Ibid.*, para. 29.

⁴¹ Resolution [2480 \(2019\)](#), para. 14.

⁴² *Ibid.*, para. 27. For more information on the mandate of MINUSMA, see part X, sect. I.

With respect to the situation in Somalia, the Council made an explicit reference to Chapter VIII of the United Nations Charter in resolution [2472 \(2019\)](#) underlining the need to enhance the predictability, sustainability and flexibility of financing for peace support operations led by the African Union and authorised by the Security Council and under the Security Council’s authority consistent with Chapter VIII of the Charter.⁴³ The Council also called on increased coordination of African Union Mission to Somalia (AMISOM), United Nations Assistance Mission in Somalia (UNSOM), United Nations Support Office (UNSOS), the Federal Government of Somalia and Federal Member States at all levels, including through the Senior Leadership Coordination Forum and the Comprehensive Approach to Security (CAS) mechanism.⁴⁴ The Council requested the Secretary-General to work closely with the AU in supporting the implementation of this resolution, including to provide technical and advice on the planning, deployment and strategic management of AMISOM in line with the mandate of the United Nations office to the AU.⁴⁵ Concerning the item entitled “Reports of the Secretary-General on the Sudan and South Sudan” and with regard to the Abyei Area, the Council commended the continued assistance provided to the parties by the African Union, the African Union High Level Implementation Panel and the Intergovernmental Authority on Development (IGAD) and encouraged the African Union High Level Implementation Panel (AUHIP) and the Special Envoy of the Secretary-General to continue coordinating efforts to facilitate full implementation of the 2011 agreements.⁴⁶ The Council also requested the Secretary-General to consult with the parties and the African Union related to the state of engagement by the African Union and the AUHIP on political mediation of the Abyei dispute and Sudan and South Sudan border issues, and provide recommendations on the most appropriate framework, structure or organizational mandate for the region to provide support to the parties that will enable further progress in those areas.⁴⁷ The Council also further encouraged the United Nations Interim Security Force for Abyei to coordinate with the African

⁴³ Resolution [2472 \(2019\)](#), para. 23.

⁴⁴ *Ibid.*, para. 4(a).

⁴⁵ *Ibid.*, para. 21.

⁴⁶ Resolution [2469 \(2019\)](#), fifth preambular paragraph and para. 10.

⁴⁷ Resolution [2497 \(2019\)](#), para. 9.2.

Union High Level Implementation Panel and the Special Envoy on reconciliation, community sensitization, and political peace process.⁴⁸

Concerning the same item and with respect to the conflict in South Sudan, the Council welcomed the rapid assessment of violations by the Ceasefire and Transitional Security Arrangements Monitoring and Verification Mechanism and encouraged IGAD to share reports with the Security Council rapidly.⁴⁹ The Council expressed appreciation for the leadership of IGAD in advancing the peace process for South Sudan and welcomed the commitment and efforts of IGAD and its member states, the Reconstituted Joint Monitoring and Evaluation Commission, the African Union, and the African Union Peace and Security Council (AUPSC) to continue engaging with South Sudanese leaders to address the current crisis through continued and proactive engagement.⁵⁰ Welcoming the efforts of IGAD, the African Union, the AUPSC, and countries in the region to find durable solutions to peace and security challenges in South Sudan, the Council encouraged their continued firm engagement with South Sudan's leaders to meet without delay all commitments made under cessation of hostilities agreements and the Revitalised Agreement. The Council underlined the support by IGAD of the national dialogue, in cooperation with the United Nations and the African Union, and urged IGAD to appoint a Chairperson for the Joint Monitoring and Evaluation Commission.⁵¹ The Council also requested and encouraged the Special Representative of the Secretary-General to exercise his or her good offices to lead the UN system in South Sudan in assisting the Joint Monitoring and Evaluation Commission, the African Union, IGAD and other actors with the implementation of the Revitalised Agreement and to promote peace and reconciliation. In this regard, the Council underscored the critical role of the Monitoring and Verification Mechanism and the critical role that the UN played, in coordination with regional organizations and other actors, to advance political dialogue between parties and contribute to achieving an enduring cessation of hostilities and lead the parties to an inclusive peace process.⁵²

⁴⁸ Resolution [2469 \(2019\)](#), para. 10 and resolution [2497 \(2019\)](#), para. 11.

⁴⁹ Resolution [2459 \(2019\)](#), fourth preambular paragraph.

⁵⁰ *Ibid.*, fifth preambular paragraph.

⁵¹ *Ibid.*, para. 11. See also [S/PRST/2019/11](#), seventh paragraph.

⁵² Resolution [2459 \(2019\)](#), para. 16.

In connection with the item entitled “Central African region”, the Council acknowledged that the mandate of United Nations Regional Office for Central Africa (UNOCA) remained valid and welcomed the recommendation that it should enhance its work on early warning and analysis with a gender perspective, good offices in non-mission settings, support for and strengthening the capacity of the Economic Community of Central African States (ECCAS) and building partnerships with civil society and supporting sub-regional civil society networks.⁵³ The Council also welcomed the cooperation between UNOCA and other regional entities and further encouraged enhanced cooperation between UNOCA and the United Nations Regional Office for West Africa and the Sahel (UNOWAS), ECCAS, ECOWAS and United Nations country teams, to address cross-border threats and inter-regional issues, such as the Lake Chad Basin crisis, transhumance, forced displacement, and maritime security in the Gulf of Guinea.⁵⁴

In connection with the item entitled “Peace consolidation in West Africa”, the Council expressed full support to the Special Representative, in carrying out his mandate, and ongoing activities undertaken by UNOWAS and noted the increased demands on UNOWAS, including in Guinea-Bissau, post-transition countries and joint work with ECOWAS and the African Union Mission for Mali and the Sahel (MISAHEL).⁵⁵ The Council welcomed the ongoing cooperation between UNOWAS and UNOCA in addressing cross-regional threats to peace and security in West and Central Africa and the Sahel, including on early warning systems and in this regard, called for cooperation between ECOWAS-ECCAS/UNOWAS-UNOCA in relation to maritime crime, organised crime and piracy in the Gulf of in addressing cross-regional threats to peace and security in West and Central Africa and the Sahel.⁵⁶ The Council also welcomed the efforts by UNOWAS and ECOWAS to work towards the systematic involvement of women in initiatives to counter terrorism and prevent violent extremism.⁵⁷ Furthermore, in regard to conflicts between pastoralists and farmers in the region, the Council encouraged ECOWAS and its Member States, with

⁵³ [S/PRST/2019/10](#), fourth paragraph.

⁵⁴ *Ibid.*, fifth paragraph. For further information on the mandates of UNOCA and UNOWAS, see part X, sect. II.

⁵⁵ [S/PRST/2019/7](#), third paragraph.

⁵⁶ *Ibid.*, fourth paragraph.

⁵⁷ *Ibid.*, seventeenth paragraph.

the support of UNOWAS, to address the challenges driving those conflicts in a coordinated and holistic manner.⁵⁸ Regretting the terrorist activity in the Lake Chad Basin and noting progress made in the implementation of Security Council resolution [2349 \(2017\)](#) to support a regional response to the crisis in the Lake Chad basin, the Security Council welcomed efforts of the Governments in the Lake Chad Basin Region and regional and subregional organizations to prevent further deterioration of the crisis.⁵⁹ The Council also recognized the need for enhanced national and regional efforts to effectively address the security situation as well as the humanitarian and early recovery needs.⁶⁰

Table 2 features provisions of decisions referring to regional and subregional organizations in relation to the pacific settlement of disputes. The list of items below is organized in alphabetical order.

Table 2

Decisions concerning the pacific settlement of disputes by regional arrangements

<i>Item</i>	<i>Decision and date</i>	<i>Paragraphs</i>	<i>Regional organizations mentioned</i>
Central African region	S/PRST/2019/10 12 September 2019	Fourth and fifth paragraphs	Economic Community of Central African States (ECCAS), Economic Community of West African States (ECOWAS)
The situation in the Central African Republic	Resolution 2499 (2019) 15 November 2019	para. 6	African Union, ECCAS
The situation concerning the Democratic Republic of the Cong	Resolution 2463 (2019) 29 March 2019	para. 1	African Union, International Conference on the Great Lakes Region, Southern African Development Community
The situation in Guinea-Bissau	Resolution 2458 (2019) 28 February 2019	Ninth preambular paragraph, paras. 7, 11, 17, and 29	African Union, Community of Portuguese-Speaking Countries, ECOWAS, European Union
The situation in Mali	Resolution 2480 (2019) 28 June 2019	para. 27	ECOWAS
The situation in Somalia	Resolution 2472 (2019) 31 May 2019	para. 11	African Union

⁵⁸ *Ibid.*, twentieth paragraph.

⁵⁹ *Ibid.*, twenty-fourth paragraph.

⁶⁰ *Ibid.*

<i>Item</i>	<i>Decision and date</i>	<i>Paragraphs</i>	<i>Regional organizations mentioned</i>
Reports of the Secretary-General on the Sudan and South Sudan	Resolution 2497 (2019) 14 November 2019	para. 9 (2)	African Union
	Resolution 2459 (2019) 15 March 2019	Fourth and thirty-second preambular paragraphs and para. 5	African Union, African Union Peace and Security Council, Intergovernmental Authority on Development
Peace and consolidation in West Africa	S/PRST/2019/7 7 August 2019	Third, fourth, seventeenth, nineteenth and twentieth paragraphs.	African Union Mission for Mali and the Sahel, ECCAS, ECOWAS

B. Discussions concerning the pacific settlement of disputes by regional arrangements

During the period under review, Council discussions addressed the mediation efforts of the African Union in the rapidly developing political situation in the Sudan following the removal of President Al-Bashir. During the biannual briefings by the Prosecutor of the International Criminal Court on the Court’s investigation into alleged crimes in Darfur, under the item “Reports of the Secretary-General in Sudan and South Sudan”, several Council members expressed support for the role of the African Union in leading the mediation process to restore peace in the country.⁶¹ In addition, various Council members referred to the role of regional and subregional organizations in the pacific settlement of disputes in connection with the broader cooperation between the United Nations and the African Union and other regional organizations in conflict prevention and resolution (case 3) and the support of the United Nations and the African Union to the mediation role of the Intergovernmental Authority on Development in South Sudan (case 4).

⁶¹ [S/PV.8554](#), France, Côte d’Ivoire and p. Equatorial Guinea; and [S/PV.8691](#), Russian Federation, Côte d’Ivoire) and South Africa.

Case 3

Peace and security in Africa

On 7 October 2019, the Security Council held a debate under the item entitled “Peace and security in Africa” during its 8633rd meeting at the initiative of South Africa, which held the presidency for the month, under the sub-item “The centrality of preventive diplomacy, conflict prevention and resolution”.⁶² Opening the meeting, the Secretary-General referred to the ongoing progress on conflict prevention efforts together with regional partners in Africa, namely the African Union, the Economic Community of West African States (ECOWAS), the Southern African Development Community (SADC), the International Organization of la Francophonie and the Community of Portuguese-speaking Countries, noting that the Council’s strong engagement in prevention efforts on the African continent in collaboration with regional and subregional partners was needed more than ever.⁶³ The Council also heard briefings from academic and civil society representatives, including the Visiting Scholar and Associate Director of the Institute for African Studies at the Elliott School of International Affairs at George Washington University, the Programme Manager of African Women in Dialogue, South Africa, and the Programme Manager of the Zanele Mbeki Development Trust. The Permanent Observer of the African Union to the United Nations and the Permanent Observer of the Economic Community of Central African States to the United Nations also gave briefings to the Council.

In the ensuing discussion, Council members welcomed the deepening partnership between the United Nations and the African Union. Several Council members made explicit references to Chapter VIII to underline the role played by regional and subregional organizations in the peaceful settlement of disputes.⁶⁴ The representative of Poland underlined the importance of enhanced cooperation among the United Nations, the African Union and other regional and subregional organizations in conflict prevention and mediation, as outlined in the Joint United

⁶² A concept note was circulated by letter dated 2 October 2019 ([S/2019/786](#)).

⁶³ [S/PV.8633](#).

⁶⁴ *Ibid.*, Kuwait, Dominican Republic, France, and Poland.

Nations-African Framework for an Enhanced Partnership in Peace and Security and in the Silencing the Guns in Africa by 2020 initiative. In this connection, the representative of Poland explicitly referred to Article 52 of Chapter VIII of the Charter of the United Nations, highlighting the importance of regional bodies in the peaceful settlement of disputes and the primacy of preventive diplomacy as a first step towards conflict prevention and resolution.

The representative of Côte d'Ivoire stated that the new types of threats to peace and security in Africa required a coordinated response from several actors, including the United Nations, subregional organizations and civil society, and noted that the African Union was demonstrating its willingness to increase its capacity to anticipate and prevent conflicts by placing the Continental Early Warning System at the core of the African Peace and Security Architecture. Its interaction with the early-warning and rapid-response systems of the regional economic communities allowed it to identify the signs and underlying structural causes of conflicts and develop more effective preventive responses. In this connection, he referred to the Economic Community of West African States (ECOWAS) and the ECOWAS Early Warning and Response Network, also known as ECOWARN, which enabled it to carry out numerous preventive diplomacy efforts in recent years and direct mediation efforts and good-offices missions to be directed at the political actors and civil-society organizations in the countries concerned. He added that the early-warning systems of the African Union and subregional organizations had made significant progress and despite the many challenges, they were essential links in conflict prevention and resolution mechanisms in Africa, and therefore deserved support.

The representative of Côte d'Ivoire also emphasized that in order to be effective, conflict-prevention and -resolution efforts must be part of an effective and coordinated approach that enabled the United Nations, the African Union and subregional organizations to align their initiatives. Citing the partnership between the United Nations and the African Union, particularly concerning the situations in the Central African Republic and Libya, the representative of Côte d'Ivoire was pleased to see the expansion of the cooperative dynamic in conflict prevention to African subregional organizations, and commended the exemplary cooperation between ECOWAS and UNOWAS, whose effectiveness was fully borne out in the prevention

and management of crises in their successive interventions in Guinea-Bissau, Mali, Burkina Faso and the Gambia.

With reference to the role that Ethiopia and the African Union played in assisting the parties concerned in the Sudan to reach agreement during the transitional period, the representative of Kuwait highlighted the importance of conflict resolution through mediation as one of the means for resolving international disputes by conducting constructive and meaningful dialogue, as provided by the Charter of the United Nations under Chapter VI, Article 33. The representative of Kuwait made an explicit reference to Chapter VIII of the Charter for its promotion of peaceful resolution of local disputes through arrangements with regional and subregional organizations due to their geographical proximity and historical knowledge of such disputes, and paid tribute to the Charter-based cooperation between the United Nations and the African Union. Noting the significant progress between the United Nations and the African Union, especially between the two councils, the Security Council and the Peace and Security Council of the African Union and the continued cooperation between the Peacebuilding Commission and every African Union entity, the representative of Kuwait called for maintaining those gains and building on them. He reiterated the importance of promoting the role of prevention and mediation in conflict prevention and resolution, as well as of cooperation between the United Nations and regional and subregional organizations in the maintenance of international peace and security, reaffirmed that the Security Council could make use of many of the preventive measures offered in the Charter.

The representative of the Russian Federation expressed full support to the strengthening of partnerships between the Security Council and the Peace and Security Council of the African Union, underlining the great potential of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa. He said that such cooperation had to be based on mutual respect and in line with regional initiatives, and that preventive diplomacy should be founded on an impartial and balanced approach, free of mentorship and pressure on political processes in sovereign States. In that regard, he said that only mediation based on bringing positions closer together, seeking areas of agreement and the achievement of mutually acceptable accords had a chance of success.

The representative of Belgium expressed support for regional integration as the best way to resolve cross-border and regional problems in a consensus-based manner in order to unify regions and create solidarity, and affirmed that mediation was an area where complementarity came into full play as regional and subregional organizations brought their local knowledge and expertise to the table, while the United Nations brought its neutrality and authority as well as universal norms. In that connection, she underlined successful examples of regional organizations taking a leading role, notably in Guinea-Bissau through the action of the Guinea-Bissau Group of Five and in the Central African Republic with the African Union supported by the Economic Community of Central African States. She also welcomed the determination demonstrated by the ECOWAS during its Extraordinary Summit held in Ouagadougou in resolving intercommunal conflicts in West Africa.

The representative of Peru noted that the mechanisms set up within the framework of the African Peace and Security Architecture were aimed at preventing conflicts from escalating, including a continental early-warning system and preventing structural conflict. He noted that mediation activities in many African countries had increased in recent years, and the African Union had established a Mediation Support Unit. In that regard, he believed it was crucial to develop multidisciplinary mediation teams in which women and young people were represented.

The representative of the Russian Federation also noted that a number of mechanisms and instruments for conflict prevention had emerged in the arsenal of African countries in recent years, as evidenced by a major contribution to the achievement of comprehensive peace agreements in the Central African Republic and South Sudan, the holding of peaceful and democratic elections in the Democratic Republic of the Congo and Nigeria, and improvements in the situation in the Horn of Africa. The representative of the Russian Federation highlighted the role of various African subregional organizations, including ECOWAS, the Intergovernmental Authority on Development, Southern African Development Community (SADC) and the Economic Community of Central African States and noted the recent successful prevention of a political crisis in Madagascar by the African Union, the United Nations, SADC and other partners.

The representative of the United Kingdom paid tribute to the efforts of the African Union and African subregional organizations for their swift and decisive action in June in response to a brutal crackdown on peaceful protesters in the Sudan and the subsequent mediation by the African Union, which was crucial to supporting the Sudan's transition to a civilian-led Government. He affirmed that the conflict prevention and resolution efforts worked best where the United Nations, the African Union and subregional organizations coordinated to leverage their comparative advantages, as seen in the Central African Republic, where the United Nations and the African Union continued to play a vital role in supporting the implementation of the peace agreement. With regard to the situation in Cameroon, the representative of the United Kingdom called on the African Union and the Economic Community of Central African States to support an inclusive and peaceful resolution of the crisis. On the situation in Libya, he noted that the international community should follow a single shared road map towards the resumption of a political process, aligning behind United Nations leadership and its ability to leverage the support and expertise of all relevant actors, including the African Union, the League of Arab States and the European Union, behind a successful process.

The representative of the Dominican Republic, stressing the importance of regional bodies in the peaceful settlement of disputes set out in Chapter VIII of the Charter of the United Nations, stated that collective action could be strengthened by involving regional and local authorities, in particular in the areas of prevention, development and post-conflict. He called for the redoubling of efforts to continue supporting the region in implementing the African Union's Master Roadmap of Practical Steps for Silencing the Guns in Africa by 2020.

The representative of Germany also expressed support for African Union initiatives such as the Silencing the Guns in Africa by 2020 and the push by African States for a stronger integration of African Union-United Nations peacekeeping efforts. He noted that the cooperation between the United Nations and the African Union was undoubtedly the most important partnership in terms of building and sustaining peace and security on the African continent and expressed hope for the partnership to develop further to address all phases of conflict, from prevention and peace operations to post-conflict peacebuilding. Beyond the African Union, he said

that other organizations, such as the Economic Community of West African States and the Intergovernmental Authority on Development (IGAD), could and should play a much stronger role in preventing conflict and addressing its root causes. The representative of France also called for closer cooperation with African regional and subregional organizations, under the auspices of Chapter VIII of the Charter of the United Nations to enhance the effectiveness of preventive diplomacy. As other Council members, the representative of France referred to specific examples of coordinated and united action by the United Nations and other regional organizations, such as the coordination between the United Nations, the African Union and ECOWAS, particularly in Burkina Faso in 2015 and in the Gambia in 2016, as well as to the efforts of the Intergovernmental Authority on Development which led to the signing of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan in 2018.

The representative of the United States pointed out that despite the many Security Council meetings to discuss areas of the world affected by conflict and instability, there was still more the Council could and should do, to address conflict before it erupted and should increase coordination with regional and subregional bodies as neighbouring countries often bore the burdens of spillover from conflict.

The representative of China stated that the Council should fully leverage the unique roles of regional organizations, such as the African Union, while remaining committed to addressing African issues through political and diplomatic means and making good use of Chapter VI of the Charter of the United Nations, as well as the good offices and mediation capacity of the United Nations.

The representative of Equatorial Guinea highlighted the importance of conflict prevention as the most effective way to mitigate the human suffering, immense economic cost and the aftermath of conflicts, and in that regard, the United Nations, through the General Assembly and the Security Council, together with regional and subregional organizations, had an important role to play in conflict prevention through a range of tools for conflict prevention provided by the Charter. He added that strengthening international cooperation between the United Nations and the African Union was essential, since the development of Africa was a precondition for peace and harmony throughout the world.

The representative of Indonesia noted that the United Nations could not prevent and resolve conflicts in Africa single-handedly, and to achieve a conflict-free Africa, the African Union and subregional organizations had been increasingly taking charge of peace and security matters on the continent. Highlighting the quintessential nature of the robust partnership between the United Nations and such organizations, he said that it was necessary to make full use of regional and subregional organization's comparative advantage and their unmatched knowledge on conflict on the continent and familiarity with relevant stakeholders. The representative of Indonesia called on the United Nations to engage with them from the earliest signs of conflict to identify workable approaches and team up with regional organizations in mediation efforts. He added that the countries of the Association of Southeast Asian Nations (ASEAN) had been working tirelessly to promote the ASEAN Way, with its fundamental reliance on preventive diplomacy and therefore, South-East Asia and Africa had much to learn from each other in preventing and resolving conflicts.

The representative of South Africa, underlining that cooperation and coordination among the United Nations and regional and subregional organizations could play an important role in conflict prevention, called for enhanced and continuous strategic and operational coordination of preventive diplomacy, conflict prevention and resolution efforts by the United Nations, the African Union, the regional economic communities and other international and local partners. He paid tribute to the United Nations-African Union mediations efforts in the Central African Republic, South Sudan, the Sudan and elsewhere on the continent and hoped that the recent operationalization of the Peace Fund of the African Union would further boost its capacities and efforts in mediation and conflict prevention on the continent.

Case 4

Reports of the Secretary-General on the Sudan and South Sudan

On 17 December 2019, the Security Council held its 8689th meeting under the item entitled "Reports of the Secretary-General on the Sudan and South Sudan" to consider the latest report of the Secretary-General, focusing on the progress towards the formation of a transitional Government in South Sudan and the regional efforts by the African Union and the Intergovernmental Authority on Development (IGAD) in

ensuring the transition and the peacebuilding process.⁶⁵ The Council heard briefings by the Special Representative of the Secretary-General and head of United Nations Mission in the Republic of South Sudan (UNMISS) and the representative of Poland, who spoke in her capacity as the Chair of the Committee established pursuant to resolution [2206 \(2015\)](#) concerning South Sudan. The Special Representative reported to the Council that Uganda had hosted and followed up directly on a tripartite meeting, and that the IGAD meetings had been held several times with notable efforts by the Special Envoy of IGAD for South Sudan and under the country's constant review by the African Union.

The representative of the United States emphasized the importance of regional engagement and recognized the efforts of South Africa working in collaboration with the Special Envoys of IGAD and Kenya, as well as the Reconstituted Joint Monitoring and Evaluation Commission, to convene the parties. She affirmed that for real progress to be achieved, Member States in the region should hold the leaders of South Sudan accountable to prevent the regional suffering if the current process collapsed.

The representative of South Africa, speaking on behalf of the three African countries on the Security Council, namely, South Africa, Equatorial Guinea and Côte d'Ivoire, encouraged the parties to continue dialogue through peaceful means, utilizing the frameworks of the IGAD to bridge their divergent views. He urged the international community to continue lending its support to the parties at that critical juncture, and the Government of South Sudan and IGAD to address the final status of Mr. Riek Machar, former Vice President of South Sudan, in order to facilitate his full and effective involvement in moving forward with the peace process. Calling on all groups to join the political process, the representative of South Africa requested IGAD to pursue its efforts in engaging Thomas Cirillo and Paul Malong to join the Revitalized Agreement.

The representative of Germany, concurring with South Africa on the crucial importance of the regional actors in making progress in the peace process, noted that it was essential to maintain the pressure of the region on the parties to the conflict. He also welcomed that IGAD and, in particular, the Sudan and Uganda as guarantors of

⁶⁵ See [S/PV.8689](#) and [S/2019/936](#).

the peace agreement, had successfully mediated reaching a consensus among the parties as to how to continue the implementation of the peace agreement. He called on the region, and particularly on IGAD and the African Union, to remain committed, exert pressure on all sides and support the pursuit of solutions based on consensus between the parties, and encouraged IGAD to share its 50-day interim report and its recommendations with the Security Council in due course.

The representative of France appealed to the Ugandan authorities for their crucial role in ensuring compliance with the new pre-transitional timeline. Calling on the Council to reflect on the best way for the United Nations to support regional efforts, she highlighted the importance of setting up the new monitoring mechanism announced by IGAD as soon as possible and fully enabling the group of five African States mandated by the African Union to support IGAD's mediation efforts in South Sudan.

The representative of Poland also commended the involvement of IGAD and its member States and opined that the region's role in ensuring the implementation of the Revitalized Peace Agreement and holding the parties to it accountable could not be overestimated. She also echoed the request by South Africa that the issue of the status of Mr. Riek Machar should be resolved as soon as possible.

The representative of Kuwait, appreciating the active role that the countries in the region, especially the Sudan, Uganda and Ethiopia, had played in making peace, welcomed the support given by IGAD in connection with those efforts, most recently in its 10 November communiqué.

Echoing the call for the expeditious disbursement of funds for the agreement, the representative of Indonesia stated that the proactive and continued engagement of IGAD, the African Union and guarantors of the agreement was crucial, including efforts to facilitate dialogue between senior leaders and supervise progress on critical tasks.

The representative of China called on the United Nations and the Security Council to enhance coordination with the African Union, IGAD, other regional and subregional organizations and the countries of the region, including the Sudan, noting that support to IGAD should continue so that it could play its role as the main mediation channel, and focus on helping the Government of South Sudan and the

opposition consolidate mutual trust and confidence and maintain a dialogue in order to reach consensus as soon as possible on such core issues as security arrangements and the number and boundaries of states.

The representative of the Russian Federation took note of the position of the IGAD which had welcomed the measure of extending the pre-transition period, and hoped that the South Sudanese parties would take the necessary steps to resolve the outstanding issues on the agenda. Urging the non-signatories to the Revitalized Agreement to join the concerted process of building the State without delay, he emphasized the importance of regional players taking the lead in supporting the South Sudanese peace process. In that connection, he welcomed the efforts of the African Union, IGAD, the Sudan, South Africa and Uganda, noting that they had to maintain a united approach that would enable them to act in the spirit of the principle of African solutions to African problems.

The representative of the United Kingdom strongly welcomed the region's engagement and leadership to achieve progress in the peace process and urged the regional partners, particularly IGAD, to redouble their efforts to ensure progress. Noting that the release of the IGAD 50-day report would mark an important moment, he called on the Security Council to work hand in hand with IGAD and suggested that the Council should consider in its consultations how to deepen such cooperation. He further noted that the Council had to stand ready, in coordination with IGAD and the African Union, to support the parties forward on the pathway to peace and to make the necessary compromises.

The representative of Peru opined that the Council should remain united in providing the support and political follow-up required to cement the peace process in South Sudan, in close coordination with the regional leadership carried out by the African Union and IGAD, whose actions would play a decisive role in what he hoped would soon be a successful transition period and in consolidating peace.

III. Peacekeeping operations led by regional arrangements

Note

Section III describes the practice of the Security Council in connection with the cooperation between the United Nations and regional organizations pursuant to Chapter VIII of the Charter of the United Nations in the area of peacekeeping. The section is divided into two subsections: (a) decisions concerning peacekeeping operations led by regional arrangements; and (b) discussions concerning peacekeeping operations led by regional arrangements.

A. Decisions concerning peacekeeping operations led by regional arrangements

During the period under review, the Council renewed the authorization of two peacekeeping operations led by regional arrangements, namely the European Union Force-Althea in Bosnia and Herzegovina,⁶⁶ and the African Union Mission in Somalia.⁶⁷ The Council welcomed the leadership demonstrated by countries in West Africa and the Sahel in spearheading initiatives to address security challenges and commended their efforts as well as of the African Union and Economic Community of West African States (ECOWAS), through the deployment of the Multinational Joint Task Force (MNJTF) and Joint Force of the Group of Five for the Sahel. It also encouraged ECOWAS and the Group of Five (G5) Sahel to identify areas of complementarity in preventing conflict and sustaining peace in the region, and further recalled the important role of United Nations Office for West Africa and the Sahel (UNOWAS) in providing technical assistance to the Permanent Secretariat of the G5 Sahel.⁶⁸

In addition, the Council's decisions in 2019 also took note of the work carried out by relevant United Nations peace operations and called for their cooperation with several other regionally-led military and police training missions, namely the North

⁶⁶ Resolution [2496 \(2019\)](#), para. 4.

⁶⁷ Resolutions [2472 \(2019\)](#), para. 7.

⁶⁸ [S/PRST/2019/7](#), nineteenth paragraph.

Atlantic Treaty Organization (NATO) Resolute Support Mission in Afghanistan,⁶⁹ the European Union Training Mission in the Central African Republic,⁷⁰ and the ECOWAS Mission in Guinea-Bissau.⁷¹ The NATO Force in Kosovo, established by resolution [1244 \(1999\)](#), continued to operate without any decision taken with respect to its mandate.

Table 3 lists the decisions by which the Council authorized peacekeeping operations led by regional organizations during the reporting period.

Table 3

Decisions by which the Security Council authorized peacekeeping operations led by regional organizations

<i>Item</i>	<i>Decision and date</i>	<i>Paragraphs</i>	<i>Peacekeeping operations</i>
The situation in Bosnia and Herzegovina	Resolution 2496 (2019) 5 November 2019	paras. 3, 5 and 6	European Union Force (EUFOR)-ALTHEA
The situation in Somalia	Resolution 2461 (2019) 27 March 2019	paras. 2, 3, 11 and 14	African Union Mission in Somalia (AMISOM)
	Resolution 2472 (2019) 31 May 2019	para. 7 to 18	AMISOM

European Union Force-Althea

During the review period, the Council renewed the authorization of the European Union Force-Althea (EUFOR-Althea) in Bosnia and Herzegovina for a period of 12 months.⁷² The Council reiterated its authorization to Member States to take “all necessary measures” to effect the implementation of and to ensure compliance with annexes 1-A and 2 of the General Framework Agreement for Peace in Bosnia and Herzegovina, stressing the parties would be held equally responsible for compliance with those annexes and would be subject to such enforcement action by

⁶⁹ See for example, resolution [2489 \(2019\)](#), para. 5(h).

⁷⁰ See for example, resolution [2499 \(2019\)](#), tenth preambular paragraph.

⁷¹ See for example, resolution [2458 \(2019\)](#), nineteenth preambular paragraph and para. 24.

⁷² Resolution [2496 \(2019\)](#), paras. 3 and 4. For information on the establishment of EUFOR-Althea, see *Repertoire, Supplement 2004-2007*, chap. XII, part III.C.

EUFOR-Althea and the NATO presence as might be necessary.⁷³ The Council also authorized Member States to take “all necessary measures”, at the request of either EUFOR-Althea or the NATO Headquarters, in defence of EUFOR-Althea or the NATO presence respectively, and to assist both organizations in carrying out their missions.⁷⁴

African Union Mission in Somalia

In 2019, the Council adopted resolutions [2461 \(2019\)](#) of 27 March, [2472 \(2019\)](#) of 31 May, and [2498 \(2019\)](#) of 15 November, in connection with the African Union Mission in Somalia (AMISOM). The Council renewed once the authorization of the States members of the African Union to maintain the deployment of AMISOM until 31 May 2020, initially authorized in 2007.⁷⁵

By resolution [2472 \(2019\)](#), the Council reduced the level of uniformed AMISOM personnel by 1,000 to a maximum level of 19,626, by 28 February 2020, in line with the Transition Plan.⁷⁶ The Council maintained the primary strategic objectives of the Mission within the context of the transition to Somalia taking responsibility for security. These objectives included conducting the gradual handing over of security responsibilities from AMISOM to the Somali security forces, with the aim of Somali security institutions taking the lead by 2021; reducing the threat posed by Al-Shabaab and other armed opposition groups with a view to enabling a stable, federal, sovereign and united Somalia; and assisting the Somali security forces to provide security for the political process at all levels.⁷⁷ In order to achieve these objectives, the Council decided to authorize AMISOM to carry out a series of priority tasks, including maintaining a presence in the sectors set out in AMISOM’s Concept of Operations, prioritising the main population centres, mentoring and assisting Somali security forces, including combat readiness mentoring for Somali military forces, securing key supply routes including to areas recovered from Al-Shabaab, in

⁷³ Resolution [2496 \(2019\)](#), para. 5.

⁷⁴ *Ibid.*, para. 6.

⁷⁵ Resolution [2472 \(2019\)](#), para. 7. For information on the establishment of AMISOM, see *Repertoire, Supplement 2004-2007*, chap. XII, part III. C.

⁷⁶ Resolution [2472 \(2019\)](#), para. 7.

⁷⁷ *Ibid.*, paras. 9 (a) to (c).

coordination with stabilisation and reconciliation actors, and conducting targeted offensive operations in support of the Transition Plan.⁷⁸

The Council underlined the continued importance of AMISOM forces carrying out their mandate in full compliance with participating States' obligations under international law, and called upon AMISOM and the African Union to ensure monitoring of and prompt and thorough investigations into the violations of human rights and international humanitarian law.⁷⁹ The Council also requested the African Union by November 2019, to update and continue to develop the Concept of Operations throughout the transition, in collaboration with the Federal Government of Somalia, the United Nations and key partners and to strengthen operational coordination among AMISOM contingents as well as command, control and accountability.⁸⁰

The Council strongly encouraged efforts to increase the percentage of female uniformed personnel deployed to AMISOM by the troop and police contributing countries, and urged AMISOM to ensure the full, effective and meaningful participation of women across its operations and to integrate a gender perspective throughout the delivery of its mandate.⁸¹

In reference to Chapter VIII of the Charter, the Council stressed the need for enhanced predictability, sustainability and flexibility of the financing for African Union-led peace support operations authorized by the Security Council and encouraged the Secretary-General, the African Union and partners to continue efforts to explore earnest funding arrangements for AMISOM.⁸²

The Council reaffirmed the Security Council's intention to keep the configuration of AMISOM under review and called upon the Secretary-General to conduct an independent assessment, before 31 January 2021, with a view to presenting options to the Security Council on international engagement in Somalia post 2021, including the role of the United Nations, African Union and international partners.⁸³

⁷⁸ Ibid., paras. 10 (a) to (i)

⁷⁹ Ibid., para. 15.

⁸⁰ Ibid., paras. 11 and 12.

⁸¹ Ibid., para. 18.

⁸² Ibid., para. 23.

⁸³ Ibid., para. 34.

In addition, by resolution [2498 \(2019\)](#), the Council reiterated its request that AMISOM support and assist the Federal Government of Somalia and the Federal Member States in the implementation of the charcoal ban, and document and register military equipment captured as part of its offensive operations or in the course of carrying out their mandates.⁸⁴ The Council also called upon AMISOM to facilitate the Panel of Experts' regular access to charcoal exporting ports, and reiterated its request for States, the Federal Government and AMISOM to provide information to the Panel and assist them in their investigations.⁸⁵

Joint Force of the Group of Five for the Sahel

In 2019, the Council welcomed the initiatives of the countries in West Africa and the Sahel to address the security challenges in the region through the deployment of the Joint Force of the Group of Five for the Sahel (G5 Sahel), which was established in February 2017 by five Sahel states, namely Burkina Faso, Chad, Mali, Mauritania and Niger.⁸⁶ By resolution [2480 \(2019\)](#), the Council encouraged the G5 Sahel States to ensure that the Joint Force continued to scale up its level of operation in order to demonstrate increased tangible operational results.⁸⁷ The Council also stressed that operational and logistical support from MINUSMA, as per the conditions set by resolution [2391 \(2017\)](#), had the potential to allow the Joint Force to enhance its ability to deliver on its mandate. In this regard, the Council recalled paragraph 13 of resolution [2391 \(2017\)](#), noting the request by the G5 Sahel during the Security Council mission on the Sahel in March 2019, that life support consumables provided by MINUSMA to the Joint Force be used by all G5 Sahel contingents operating in the framework of the Joint Force.⁸⁸

The Council also requested the Secretary-General to continue to ensure adequate coordination, exchange of information and support within their respective mechanism and through existing mechanisms, between MINUSMA, the Malian

⁸⁴ Resolution [2498 \(2019\)](#), paras. 8 and 24. See also [2472 \(2019\)](#), para. 10 (i). For more information on the sanctions measures concerning Somalia, see part VII, sect. III.

⁸⁵ Resolution [2498 \(2019\)](#), paras. 24 and 31.

⁸⁶ [S/PRST/2019/7](#), nineteenth paragraph. For more information on the deployment of the Joint Force of the Group of Five for the Sahel, see *Repertoire, Supplement 2016-2017* part VIII, sect. III.

⁸⁷ Resolution [2480 \(2019\)](#), para. 37.

⁸⁸ *Ibid.*, paras. 38 and 39.

Defence and Security Forces, the Joint Force, the French Forces and the European missions in Mali and to report every three months.⁸⁹ The Council also requested the Secretary-General to enhance the exchange of information between MINUSMA and the G5 Sahel States through the provision of relevant intelligence.⁹⁰

NATO Resolute Support Mission in Afghanistan

In connection with the situation in Afghanistan, the Council reiterated the mandate of the United Nations Assistance Mission in Afghanistan (UNAMA) to closely coordinate and cooperate with the Resolute Support Mission.⁹¹

B. Discussions concerning peacekeeping operations led by regional arrangements

During the period under review, the Council discussed the role of regional peacekeeping operations such as EUFOR-Althea in Bosnia and Herzegovina,⁹² AMISOM in Somalia,⁹³ the Joint Force of the G5 Sahel,⁹⁴ and the Resolute Support Mission in Afghanistan.⁹⁵ As illustrated in the case studies under the items entitled “The situation in Somalia” (case 5) and “Peace and security in Africa” (case 6), Council deliberations focused on the necessary support (including financial support) and cooperation between the United Nations and regional organizations in addressing the conflicts in Somalia and the Sahel.

Case 5

The situation in Somalia

At the 8533rd meeting of the Council held on 22 May 2019 in connection with the situation in Somalia, the Council heard briefings by the Deputy Special Representative of the Secretary-General and Officer-in-Charge of the United Nations

⁸⁹ Ibid., paras. 30 and 64 (ii).

⁹⁰ Ibid., para. 40.

⁹¹ Resolution [2489 \(2019\)](#), para. 5 (h).

⁹² See [S/PV.8522](#) and [S/PV.8658](#).

⁹³ See [S/PV.8440](#), [S/PV.8533](#), [S/PV.8537](#), [S/PV.8601](#), and [S/PV.8671](#).

⁹⁴ See [S/PV.8526](#), [S/PV.8627](#), [S/PV.8633](#), [S/PV.8670](#), and [S/PV.8685](#).

⁹⁵ See [S/PV.8481](#), [S/PV.8555](#), [S/PV.8613](#), and [S/PV.8687](#).

Assistance Mission in Somalia, the Special Representative of the Chairperson of the African Union Commission for Somalia and Head of the African Union Mission in Somalia, and the Assistant Secretary-General for Humanitarian Affairs and Deputy Emergency Relief Coordinator of the United Nations Office for the Coordination of Humanitarian Affairs. The briefers focused on the political crisis and security challenges posed by Al-Shabaab, as well as the attacks on the United Nations compound on 1 January and the expulsion of Special Representative Nicholas Haysom at the beginning of 2019.⁹⁶

While most Security Council members commended the everyday efforts and sacrifice of AMISOM, some Council members noted the importance of aligning the reconfiguration of the Mission's troops and mandate transitions based on the security situation on the ground. The representative of China stated that the Security Council should continue to support the efforts of the African Union and other regional and subregional organizations that helped maintain peace and security in Somalia, and as Somalia continued to face serious threats posed by Al-Shabaab, his country supported the Council's extension of the AMISOM mandate and maintaining the necessary level of Mission forces in the country. The representative of the United Kingdom welcomed efforts to build the impetus in the AMISOM mandate renewal and stressed that the transition worked best when troop numbers were aligned to the tasks that the troops had to do, and not the other way around. The representative of Indonesia also emphasized that AMISOM had to be reconfigured in a way that did not create a security vacuum, taking the potential humanitarian impact and the safety of the civilian population fully into account. The representative of Peru said that it would be important to maintain AMISOM's troop strength, while taking into account the current security conditions and delays in the implementation of the transition plan. He added that the reconfiguration of AMISOM and the transfer of sites to Somali security institutions had to be conducted while taking into account the humanitarian consequences and ensuring the protection of the civilian population. The representative of the Russian Federation noted that the reconfiguration should go hand in hand with the formation of Somalia's military and law-enforcement bodies. Underlining that the plan was to have AMISOM participating actively in the

⁹⁶ [S/PV.8533](#).

preparation and holding of the general elections planned for 2020 and 2021, the representative of the Russian Federation noted that in the run-up to the elections, it would not make sense to sharply reduce the number of African peacekeepers in Somalia.

The representative of France opined that the reconfiguration of AMISOM should be continued in support of the transition plan, noting that the Badbaado operation, in which AMISOM was supporting the Somali army in the liberation of areas in southern Mogadishu, was a good example of cooperation in support of the implementation of the transition plan. In this regard, he said that it was possible and necessary to continue a moderate reduction in the AMISOM troop ceiling in order to continue to encourage implementation of the security transition as it was not a matter of withdrawing troops from particularly sensitive areas or from Mogadishu but from more stable areas.

The representative of Poland also pointed out that the drawdown plan should include specific steps and a realistic timetable for the transfer of responsibility from the Mission to the Somali National Army. The representative of Kuwait welcomed the joint United Nations and African Union review, which resulted in a new AMISOM concept of operations, in line with the transition plan and national security architecture, accompanied by the gradual decrease in Mission personnel.

Furthermore, some Council members highlighted the importance of stable and sustainable financial support for AMISOM.⁹⁷ The representative of France stated that it was essential for new partners, in particular those identified in the report of the United Nations and African Union Special Envoys on the financing of AMISOM, to commit themselves and participate in the financing. He added that given the number of requests for support from the African Union, the European Union could not continue to finance the salaries of AMISOM soldiers alone. The representative of Poland also said that the need for burden-sharing regarding the financing of AMISOM had become more pressing than ever. The representative of China hoped that the United Nations and the international community would provide stable, predictable and sustainable financial support for AMISOM and help the relevant troop-contributing countries build capacity in order to combat Al-Shabaab more effectively.

⁹⁷ Ibid., China, France, and Poland.

Case 6

Peace and security in Africa

On 16 May 2019, the Council held its 8526th meeting to consider the report of the Secretary-General on the Joint Force of the Group of Five for Sahel (G5 Sahel), which was submitted to the Council further to resolution [2391 \(2017\)](#).⁹⁸ The Council heard briefings by the Assistant Secretary-General for Africa, African Union High Representative for Mali and the Sahel, European Union Special Representative for the Sahel and Executive Director of the United Nations Office on Drugs and Crime.⁹⁹ The Minister for Foreign Affairs and Cooperation of Burkina Faso also gave a briefing, speaking on behalf of the G5 Sahel.

In their interventions, the briefers expressed concern at the continued deterioration of the security situation in Mali and the Sahel and noted that despite the challenging circumstances, some progress had been made and the Joint Force was able to carry out operations in several sectors since the beginning of the year even if it was still long from a full operational capacity. The briefers also highlighted the importance of the support of the Council and the international community through predictable funding and political commitment of the G5 Sahel States for the full operationalization of the Joint Force.¹⁰⁰

The Assistant Secretary-General for Africa, emphasizing the importance of maintaining the momentum for the Joint Force, called on the leaders of the G5 Sahel States to further clarify the strategic concept of operation and the members of the Security Council to consider other options to allow for more predictable financial support and more effective long-term planning. The Minister for Foreign Affairs and Cooperation of Burkina Faso reported to the Council that the Joint Force had now gone from concept phase to the implementation phase and appealed to the Council and partners to further support its full operationalization. He also asked the Council to

⁹⁸ See [S/2019/371](#).

⁹⁹ [S/PV.8526](#).

¹⁰⁰ *Ibid.*, Assistant Secretary-General for Africa, Minister for Foreign Affairs and Cooperation of Burkina Faso, African Union High Representative for Mali and the Sahel, European Union Special Representative for the Sahel, and Executive Director of the United Nations Office on Drugs and Crime.

accede to the current request, endorsed by the Secretary-General, to establish a new United Nations approach to support the Joint Force and thereby enable it to better respond to the security challenges. Reminding the Council of the decision of the Peace and Security Council of the African Union in April renewing the mandate of the Joint Force, the African Union High Representative for Mali and the Sahel recalled the regular requests from the Heads of State of the G5 Sahel to enjoy direct financing from the UN and operate under Chapter VII of the Charter. The Special Representative of the European Union for the Sahel reaffirmed the commitment of the European Union in coordinating international support for the Joint Force and continuing to build partnership with the G5 Sahel States. The Executive Director of the United Nations Office on Drugs and Crime (UNODC) reported that the G5 Sahel States had achieved some notable results with the support of UNODC, addressing regional judicial cooperation and mutual legal assistance and investigation of terrorism financing and illicit trafficking.

The representative of France pointed out that in the context of the deteriorating security and humanitarian situation in the Sahel, the full mobilization of the G5 Sahel States was more crucial than ever so that the Joint Force could deliver on its full potential. He reaffirmed his country's ultimate aim of strengthening the multilateral support to the Joint Force by equipping it with a robust mandate and implementing a logistics package because the success of G5 Sahel efforts could be ensured only with predictable and sustainable support.

The representatives of Côte d'Ivoire and Equatorial Guinea shared views with respect to the challenges related to the financing of the G5 Sahel Joint Force, and expressed support for the predictable and sustainable funding under Chapter VII of the Charter of the UN in order to ensure the effectiveness of the G5 Sahel Joint Force.¹⁰¹ Endorsing the terms of the communiqué of the Conference of Heads of State of G5 Sahel urging G5 Sahel partners to honour their financial pledges, the representatives of Côte d'Ivoire, South Africa and Kuwait expressed the view that the Secretary-General's proposal for the establishment of a support office funded through assessed contributions and independent of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) would be a useful tool for

¹⁰¹ Ibid., Côte d'Ivoire and Equatorial Guinea.

predictable and sustainable financing in support of the Joint Force. The representative of South Africa also expressed support for the necessary capacity and the critically needed logistical and operational base for the full and effective operationalization of the G5 Sahel Joint Force. The representative of South Africa added that the Security Council should consider further opportunities to reinforce partnerships and strengthen the role of the African Union when discussing African-led peace operations.

The representative of Equatorial Guinea also expressed support for placing the mandate of the Joint Force under Chapter VII of the Charter, in order to provide it with the additional political legitimacy that it deserved. Noting the potential impact to the coastal countries of the area such as Côte d'Ivoire, Togo, Benin and Ghana, he called for an international coalition similar to those assembled for Iraq, Afghanistan and Libya, with the help of the African Union, to stop the insecurity in West Africa. The representative of Belgium also explicitly expressed his support for the Joint Force of the Group of Five for the Sahel being mandated under Chapter VII of the Charter of the United Nations, highlighting that the Joint Force had to be able to rely on adequate and sustainable funding from mandatory United Nations contributions.

The representative of China called for the international community to continue providing support for the Joint Force and MINUSMA to continue to provide the Joint Force with a support package, in accordance with the relevant agreements. The representative of Indonesia noted that MINUSMA was playing an important role in supporting the G5 Sahel Joint Force and said that further consideration should be given to enhance that support, including when discussing the renewal of the Mission's mandate. The representative of Germany expressed his country's readiness to consider ways to increase support for the G5 Sahel Joint Force by the Council and called on all international partners that had pledged support to increase the predictability of funding for the Joint Force. The representative of the United Kingdom also strongly urged all partners to meet the financial commitments they had made with the utmost urgency to aid the Joint Force in overcoming its challenges in funding. The representative of the Russian Federation emphasized the importance of ensuring stable and predictable funding for the Joint Force and expressed his country's willingness to consider the possibility of financing the Joint Force from the regular United Nations budget.

In addition to providing the G5 Joint Force with the necessary funding in a predictable manner to increase the capacity, effectiveness and efficiency of its operations against terrorism and cross-border crime in the Sahel, the representative of the Dominican Republic said that more should be done to solve the underlying problems with a view to building capacities that would contribute to sustainable socioeconomic development.

The representative of the United States said that bilateral assistance remained the best way to support the Joint Force, expressing disappointment that other members of the Council and beyond continued to call for Chapter VII authorization and United Nations-assessed funding for the Joint Force. In this regard, he affirmed that Chapter VII authorization was not necessary to accomplish the mission of the Joint Force as the G5 Sahel States already had existing agreements in place for military operations in their respective territories. He also expressed regret at the insufficient leveraging of the technical agreement with MINUSMA and the European Union.

Several Council members also emphasized the importance of regional and subregional cooperation. The representative of Peru welcomed the increased regional cooperation between the members of the G5 Sahel and its neighbours regarding information exchange and the fight against insecurity and the terrorist threat. He emphasized the effective coordination among the United Nations Office for West Africa and the Sahel (UNOWAS), the African Union, the Economic Community of West African States (ECOWAS) and various regional organizations and United Nations entities. The representative of Poland added that as the Sahel was facing diverse challenges that had a transnational and transboundary character, cooperation and coordination between neighbouring countries and within regional organizations, particularly African regional and subregional organizations, was crucial to achieving tangible and long-lasting progress in conflict resolution and stabilization efforts. The representative of the United States stated that the dire security situation demanded that the international community focus its collective efforts in the Sahel in a smart, deliberate and collaborative way, requiring that the region and its partners continue to pursue more than security responses alone and address the root causes of conflict through coordinated humanitarian, health, agricultural, governance and development

assistance. He added that through an effective coordination with the security and development actors in the region and the leadership of the African Union and ECOWAS significant improvements in security could be achieved. The representative of China also emphasized the role of regional mechanisms and encouraged the Heads of State of the G5 Sahel, the African Union, ECOWAS and other regional and subregional organizations to take the lead in addressing issues related to the Sahel, and assist the G5 Sahel Permanent Secretariat in its capacity-building efforts to secure as soon as possible the ability to coordinate international community support for the Joint Force.

IV. Authorization of enforcement action by regional arrangements

Note

Section IV concerns the practice of the Security Council in utilizing regional and subregional arrangements for enforcement action under its authority, as provided in Article 53 of the Charter. This section focuses on the authorization of enforcement action by regional and other organizations outside the context of regional peacekeeping operations; authorizations to use force accorded by the Council to regional peacekeeping operations are covered in section III above. Cooperation with regional arrangements in the implementation of measures adopted by the Council under Chapter VII, not involving the use of force is also covered in this section. The section is divided into two subsections: (a) decisions concerning the authorization of enforcement action by regional arrangements; and (b) discussions concerning the authorization of enforcement action and implementation of other Chapter VII measures by regional arrangements.

A. Decisions concerning the authorization of enforcement action by regional arrangements

During the reporting period, the Council did not explicitly refer to Article 53 of the Charter in its decisions. This notwithstanding, the Council authorized the use of force by regional arrangements beyond the context of regional peacekeeping operations.

With respect to the situation in Libya and acting under Chapter VII, the Council renewed its authorization for a period of 12 months for Member States “acting nationally or through regional organizations” to inspect vessels on high seas off the Libyan coast suspected of carrying arms and or related material to or from Libya, in violation of previous Council resolutions and use “all measures commensurate to the specific circumstances” for those inspections as set out in resolution [2420 \(2018\)](#).¹⁰² Also acting under Chapter VII of the Charter, the Council renewed the authorization to Member States “acting nationally or through regional organizations” set out in paragraphs 7 to 10 of resolution [2240 \(2015\)](#) to inspect on the high seas off the coast of Libya vessels believed to be used for migrant smuggling and human trafficking from Libya, seize those that were confirmed as being used for those purposes and authorized Member States to use “all measures commensurate to the specific circumstances” in confronting migrant smugglers or human traffickers in carrying out the aforementioned activities.¹⁰³ In both circumstances, the Council requested the Secretary-General to report on the implementation of these measures within 11 months of the adoption of the resolutions.¹⁰⁴ The Council also issued a presidential statement on 7 August 2019 in connection with the item entitled “Peace consolidation in West Africa”, reaffirming its condemnation of all instances of trafficking in persons and encouraging further cooperation between the European Union, the African Union and the United Nations aimed at saving and protecting lives of migrants and refugees along routes and in particular inside Libya.¹⁰⁵

In relation to the situation in Somalia, acting under Chapter VII, the Council renewed its call upon States and regional organizations to take part in the fight against piracy and armed robbery at sea off the coast of Somalia, by deploying naval vessels, arms and military aircraft, by providing basing and logistical support for counter-piracy forces, and by seizing and disposing of boats, vessels, arms, and other related equipment used in the commission of piracy and armed robbery.¹⁰⁶ The Council also renewed for a period of 12 months the authorization, as set out in resolution [2442](#)

¹⁰² Resolution [2473 \(2019\)](#), para. 1. See also resolution [2292 \(2016\)](#), paras. 3 and 4.

¹⁰³ Resolution [2491 \(2019\)](#), para. 2.

¹⁰⁴ Resolution [2473 \(2019\)](#), para. 2; and resolution [2491 \(2019\)](#), para. 3. See also resolution [2240 \(2015\)](#), paras. 17 and 18.

¹⁰⁵ [S/PRST/2019/7](#), twenty-second and twenty-sixth paragraphs.

¹⁰⁶ Resolution [2500 \(2019\)](#), para. 12.

(2018), granted to States and regional organizations cooperating with Somali authorities in the fight against piracy and armed robbery at sea off the coast of Somalia.¹⁰⁷ The Council requested the Secretary-General to report to the Security Council within eleven months of the adoption of the resolution on its implementation and on the situation with respect to piracy and armed robbery at sea off the coast of Somalia, including voluntary reports by cooperating States and regional organizations.¹⁰⁸

Concerning the situation in South Sudan and acting under Chapter VII, the Council maintained the force levels of the United Nations Mission in South Sudan (UNMISS), including its Regional Protection Force established by resolution [2304 \(2016\)](#).¹⁰⁹ As part of the mandate of UNMISS, the Council reiterated the mandate to participate in and support the ceasefire and monitoring mandate of the Ceasefire and Transitional Security Arrangements Monitoring Mechanism as well as actively participate in and support the work of the Joint Monitoring and Evaluation Commission (JMEC).¹¹⁰ In addition, the Council also took note of steps taken by the African Union towards the setting up of the Hybrid Court for South Sudan and welcomed the formal invitation of the African Union for the United Nations to provide technical assistance towards the setting up of the Hybrid Court for South Sudan. The Council also requested the Secretary-General to continue to make available technical assistance to the Commission of the Africa Union and the Government in setting up the Court and the Commission for Truth, Reconciliation and Healing.¹¹¹

Regarding sanctions measures, the Council adopted several decisions either requesting the support of regional and subregional organizations in their implementation or calling for the cooperation of regional and subregional organizations with the various sanctions committees and panels of experts. In connection with the situation in the Central African Republic, and acting under Chapter VII of the Charter, the Council encouraged all Member States, particularly

¹⁰⁷ Ibid., para. 14. See also resolution [2442 \(2018\)](#), para. 14.

¹⁰⁸ Resolution [2500 \(2019\)](#), para. 29.

¹⁰⁹ Resolution [2459 \(2019\)](#), para. 6. For further information relating to the mandate of the Regional Protection Force, see part X, sect. I.

¹¹⁰ Resolution [2459 \(2019\)](#), paras. 7(d)(ii) and (iii).

¹¹¹ Ibid., para 32. See also paras. 33 to 35.

the Member States of the Economic Community of Central African States and the Central African Economic and Monetary Community, to utilize the advance notification and exemption procedures pursuant to the arms embargo to return arms and related materiel belonging to the Central African Republic Armed Forces.¹¹² The Council reiterated its previous call on all parties, including regional and subregional organizations, to ensure cooperation with the Panel of Experts and the safety of its members.¹¹³ Regarding South Sudan, the Council urged all parties, including regional and subregional organizations, to ensure cooperation with the Panel of Experts to ensure the safety of the members of the Panel of Experts and unhindered access, in particular to persons, documents and sites in order for the Panel of Experts to execute its mandate.¹¹⁴

B. Discussions concerning the authorization of enforcement action and implementation of other Chapter VII measures by regional arrangements

During the period under review, under the item “Reports of the Secretary-General on the Sudan and South Sudan” and following established practice, the Council held two biannual briefings by the Prosecutor of the International Criminal Court on the International Criminal Court’s investigation into alleged crimes in Darfur.¹¹⁵ In the context of those briefings, several Council members discussed the position of regional organizations regarding the implementation of resolution [1593 \(2005\)](#) in which the Council, acting under Chapter VII, referred the situation in Darfur to the International Criminal Court.¹¹⁶

¹¹² Resolution [2454 \(2019\)](#), para. 8. See also resolution [2399 \(2018\)](#), para. 8.

¹¹³ Resolution [2454 \(2019\)](#), para. 6. See also resolution [2399 \(2018\)](#), para. 37.

¹¹⁴ Resolution [2459 \(2019\)](#), para. 22.

¹¹⁵ [S/PV.8554](#) and [S/PV.8691](#).

¹¹⁶ [S/PV.8554](#), China and Kuwait; and [S/PV.8691](#), China and Kuwait.

V. Reporting by regional arrangements on their activities in the maintenance of international peace and security

Note

Section V examines reporting by regional arrangements on their activities in the maintenance of international peace and security within the framework of Article 54 of the Charter, and is divided in two subsections: (a) decisions concerning reporting by regional arrangements; and (b) discussions concerning reporting by regional arrangements.

A. Decisions concerning reporting by regional arrangements

During the period under review, the Council made no explicit reference to Article 54 of the Charter in its decisions. The Council did, however, request reporting from regional organizations, particularly the African Union, either directly or through the Secretary-General, on issues such as cooperation on peace and security between the United Nations and the African Union, and particularly with respect to peace support operations, such as the Joint Force of the Group of Five for the Sahel (G5 Sahel) in Mali, the African Union Mission in Somalia (AMISOM), and support for the establishment of transitional justice mechanisms in South Sudan, as described in further detail below.

With regard to the situation in Mali, the Council requested the Secretary-General to report on the coordination, exchange of information and mutual operational and logistical support between the Joint Force, the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), the Malian Defence and Security Forces, the French Forces and the European Union missions in Mali every three months after the adoption of resolution [2480 \(2019\)](#) on 28 June 2019.¹¹⁷

On Somalia, by resolution [2500 \(2019\)](#), the Council requested the Secretary-General to report to the Security Council within eleven months of the adoption of the

¹¹⁷ Resolution [2480 \(2019\)](#), para. 64 (ii).

resolution on its implementation and on the situation with respect to piracy and armed robbery at sea off the coast of Somalia, including voluntary reports by cooperating States and regional organizations.¹¹⁸ The Council also requested the African Union to keep the Security Council informed every 90 days on the implementation of AMISOM's mandate.¹¹⁹ In that regard, the Council requested the African Union to report to the Council through the provision of no fewer than four written reports, with the first report no later than 15 August 2019 and further requested specific reporting on joint operations in support of the Transition Plan including the use and effectiveness of coordination mechanisms, performance issues, including command and control and conduct and discipline, measures taken to protect civilians, equipment provision, and a reconfiguration plan on locations for drawdown determined by a threat assessment of AMISOM in the first report.¹²⁰

In connection with the item entitled "Reports of the Secretary-General on the Sudan and South Sudan", the Council invited the African Union to share information on progress made in the establishment of the Hybrid Court for South Sudan.¹²¹ On the situation in Darfur, the Council decided to extend, temporarily and exceptionally the period of drawdown for UNAMID's military personnel in order to maintain the Mission's self-protection capacities. In that regard, the Council requested the Secretary-General and invited the Chairperson of the African Union Commission, to provide the Security Council with a Special Report no later than 30 September 2019 on an assessment of the situation on the ground and recommendations on the appropriate course of action regarding the drawdown of UNAMID and a joint African Union-United Nations political strategy detailing options for a follow-on mechanism to UNAMID.¹²²

Table 4 lists decisions adopted during the period under review in connection with the obligation to keep the Council informed of activities undertaken by regional arrangements for the maintenance of international peace and security.

¹¹⁸ Resolution [2500 \(2019\)](#), para. 29. For more information on the authorization of enforcement action by regional organizations in Somalia, see sect. IV.A.

¹¹⁹ Resolution [2472 \(2019\)](#), para. 32.

¹²⁰ Ibid.

¹²¹ Resolution [2459 \(2019\)](#), para. 39.

¹²² Resolution [2479 \(2019\)](#), paras. 2 and 3.

Table 4

Decisions concerning reporting of activities by regional arrangements

<i>Item</i>	<i>Decisions</i>	<i>Paragraphs</i>	<i>Reporting from</i>
The situation in Mali	Resolution 2480 (2019) 28 June 2019	para. 64 (ii)	Secretary-General
The situation in Somalia	Resolution 2500 (2019) 4 December 2019	para. 29	Secretary-General, voluntary reporting by cooperating States and regional organizations
	Resolution 2472 (2019) 31 May 2019	para. 32	African Union
Reports of the Secretary-General on the Sudan and South Sudan	Resolution 2459 (2019) 15 March 2019	para. 39	Secretary-General
	Resolution 2479 (2019) 27 June 2019	para. 3	Secretary-General and the Chairperson of the African Union Commission

B. Discussion concerning reporting by regional arrangements

During the period under review, Article 54 of the Charter was explicitly referenced only once in the context of discussions of the Council. During the 8452nd meeting of the Council held on 26 January 2019, before the adoption of the provisional agenda under the item entitled “The situation in the Bolivarian Republic of Venezuela” the Secretary of State of the United States of America made reference to a letter “under Article 54 of the Charter” from the Secretary-General of the Organization of American States describing the destabilizing impact of the crisis on the region. He also noted that despite the tragedy and calls from regional bodies, the United Nations had yet to hold a formal meeting on that subject.¹²³

In addition, several Council members made reference to the reporting by various regional organizations to the Council of relevance for the application and interpretation of Article 54. During the 8650th meeting of the Council held on 30 October 2019, under the item entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security”, in connection with the African Union, the representative of France, while

¹²³ [S/PV.8452](#).

supporting the sustainable and predictable development and funding of those operations by the African Union and the United Nations, stated that the efforts of the United Nations and the African Union should be continued on several tracks, such as budgets and finance, human rights compliance and reporting between the two organizations.¹²⁴ The representative of the United Kingdom also underlined the importance of robust financial reporting arrangements, clear joint planning and coordination structures and strong compliance frameworks for human rights, international humanitarian law and conduct and discipline for the United Nations-African Union partnership in peacekeeping and in peace-support operations.¹²⁵

During the 8689th meeting held on 17 December 2019 on the latest report of the Secretary-General on the Sudan and South Sudan,¹²⁶ the representative of Germany welcomed the fact that the Intergovernmental Authority on Development (IGAD), and, in particular, the Sudan and Uganda as guarantors of the peace agreement, had successfully mediated reaching a consensus among the parties in South Sudan for the implementation of the peace agreement, and encouraged IGAD to share its 50-day interim report and its recommendations with the Security Council.¹²⁷

¹²⁴ [S/PV.8650](#).

¹²⁵ Ibid.

¹²⁶ See [S/2019/936](#).

¹²⁷ [S/PV.8689](#).