

Repertoire of the Practice of the Security Council, 2008-2009

<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6152nd 26 June 2009	Report of the Secretary-General on developments in Guinea-Bissau and on the activities of UNOGBIS in that country (S/2009/302)	Draft resolution submitted by Burkina Faso (S/2009/327)			Resolution 1876 (2009) 15-0-0
6212th 5 November 2009	Report of the Secretary-General on developments in Guinea-Bissau and on the activities of UNOGBIS in that country (S/2009/552)		<b>Rule 37</b> Guinea-Bissau  <b>Rule 39</b> Executive Director of UNODC and Director-General of the United Nations Office in Vienna, Chair of the Guinea-Bissau configuration of the Peacebuilding Commission, Representative of the Secretary-General, Acting Permanent Observer of the African Union to the United Nations	All invitees	
6213th 5 November 2009	Report of the Secretary-General on developments in Guinea-Bissau and on the activities of UNOGBIS in that country (S/2009/552)		<b>Rule 39</b> Representative of the Secretary-General		S/PRST/2009/29

## 12. The situation in Côte d'Ivoire

### Overview

During the period under review, the Security Council held 19 meetings, including four private meetings with the troop-contributing countries,<sup>151</sup> in which it adopted six resolutions under Chapter VII of the Charter and five presidential statements and received four briefings by the Special Representative of the Secretary-General for Côte d'Ivoire and Head of the United Nations Operation in Côte d'Ivoire (UNOCI) in connection with the situation in Côte d'Ivoire. The Council focused on the electoral process during the repeated postponement of presidential elections, initially planned for 27 October 2007 and subsequently postponed to 30 November 2008, 29 November 2009 and March 2010, respectively, thus constituting a significant obstacle to implementing the Ouagadougou Political Agreement<sup>152</sup> adopted in 2007 to achieve political reconciliation in Côte d'Ivoire.

On four occasions the Council extended the mandates of UNOCI and the French forces which supported it.<sup>153</sup> The Council twice renewed the sanctions regime,<sup>154</sup> and extended the mandate of the Panel of Experts for one year.<sup>155</sup>

In June 2008, the Council visited Côte d'Ivoire as part of its mission to Africa.<sup>156</sup>

### 15 January to 29 October 2008: Ouagadougou Political Agreement and the electoral process

On 15 January 2008, in resolution [1795 \(2008\)](#), the Council, called upon the Ivorian parties to implement the supplementary agreements and the Ouagadougou Political Agreement fully, in good faith

and within the amended time frame set out in the agreements. The Council also encouraged the Ivorian parties to make further concrete progress, in particular in the identification of the Ivorian population and the registration of voters, the disarmament and dismantling of militias, the disarmament, demobilization and reintegration programme, the unification and restructuring of defence and security forces and the restoration of State authority throughout the country. The Council recalled that the Special Representative of the Secretary-General should certify that all stages of the electoral process provide all the necessary guarantees for the holding of open, free, fair and transparent presidential and legislative elections in accordance with international standards.<sup>157</sup>

In a presidential statement dated 29 April 2008,<sup>158</sup> the Council warmly welcomed the approval by the Ivorian authorities of the proposal by the Independent Electoral Commission to organize presidential elections on 30 November 2008. It underlined that that announcement, supported by all Ivorian parties, and the signing by President Laurent Gbagbo of related decrees, constituted an important step forward. The Council encouraged the Ivorian parties to redouble their efforts to meet that commitment, and the international community to bring continued support to that effect.

On 29 July 2008, in resolution [1826 \(2008\)](#), the Council requested UNOCI, within its existing resources and mandate, to support the full implementation of the Ouagadougou Political Agreement and its supplementary agreements, and in particular to contribute to bringing the security needed by the peace process and by the electoral process and to provide logistical support to the Independent Electoral Commission for the preparation and the holding of the elections. In addition, the Council urged the political parties to comply fully with the Code of Good Conduct for elections which they had signed under the auspices of the Secretary-General, and in particular urged the Ivorian authorities to allow equitable access to public media. The Council also noted with concern, in spite of the sustained

<sup>151</sup> 5819th, 5943rd, 6070th and S/PV.6166th meetings, held on 14 January 2008, 24 July 2008, 21 January 2009 and 23 July 2009, respectively.

<sup>152</sup> S/2007/144, annex.

<sup>153</sup> Resolutions 1795 (2008), 1826 (2008), 1865 (2009) and 1880 (2009).

<sup>154</sup> Resolutions 1842 (2008) and 1893 (2009). For more information, see part VII, sect. III, in regard to Article 41 of the Charter.

<sup>155</sup> Resolution 1842 (2008). For more information, see part IX, sect. I.B in regard to the Committee established pursuant to resolution 1572 (2004) concerning Côte d'Ivoire.

<sup>156</sup> For more information, see the present part, sect. 40, and part VI, sect. II, in regard to Security Council missions.

<sup>157</sup> For more information, see part X, sect. I, with regard to UNOCI.

<sup>158</sup> S/PRST/2008/11.

improvement of the overall human rights situation, the persistence of cases of human rights violations against civilians, including numerous acts of sexual violence, and stressed that the perpetrators must be brought to justice.

On 29 October 2008, in resolution [1842 \(2008\)](#), the Council decided that any threat to the electoral process in Côte d'Ivoire, in particular any attack or obstruction of the action of the Independent Electoral Commission in charge of the organization of the elections or the action of the operators mentioned in paragraphs 1.3.3 and 2.1.1 of the Ouagadougou Political Agreement should constitute a threat to the peace and national reconciliation process for the purposes of paragraphs 9 and 11 of resolution [1572 \(2004\)](#). It also decided that any serious obstacle to the freedom of movement of UNOCI and of the French forces supporting it, or any attack or obstruction of the action of UNOCI, the French forces, the Special Representative of the Secretary-General, the Facilitator mentioned in paragraph 10 of resolution [1765 \(2007\)](#) or his Special Representative in Côte d'Ivoire should constitute a threat to the peace and national reconciliation process for the purposes of paragraphs 9 and 11 of resolution [1572 \(2004\)](#).

#### **7 November 2008 to 8 December 2009: postponement of presidential elections**

On 7 November 2008, in a presidential statement,<sup>159</sup> the Council expressed its deep concern about a possible third consecutive delay since the signing of the Ouagadougou Political Agreement, which could put the entire Ivorian peace process at risk. The Council urged the Ivorian parties to take immediately and as a priority the concrete steps necessary to complete the identification and voter registration operations in a credible and transparent manner before the end of January 2009. It expressed its determination to bring its full support to a credible electoral process in Côte d'Ivoire, on the understanding that the presidential elections would be organized before the end of spring 2009.

On 27 January 2009, in resolution [1865 \(2009\)](#), the Council noted with deep concern that the presidential elections scheduled for 30 November 2008 had been postponed, pursuant to the communiqué of 10 November 2008 of the Permanent Consultative

Framework established by the Ouagadougou Political Agreement<sup>160</sup> and urged the Ivorian political actors to find without delay an agreement on a new and realistic time frame. The Council expressed its intention to examine as soon as possible that time frame, which would bind the Ivorian political actors and reflect their level of political commitment towards free, open, fair and transparent elections.

In a presidential statement dated 29 May 2009,<sup>161</sup> the Council welcomed the communiqué of 18 May 2009 of the Permanent Consultative Framework of the Ouagadougou Political Agreement,<sup>162</sup> which provided a comprehensive electoral time frame leading to the first round of the presidential elections in Côte d'Ivoire on 29 November 2009. The Council underlined the importance of the effective implementation of each of the five stages leading to the elections, as referred to in the report of the Secretary-General of 13 April 2009,<sup>163</sup> namely: (1) the publication of the provisional voters list at the end of voter registration operations, (2) the publication of the final voters list, (3) the production of identification and voter cards, (4) the distribution of identification and voter cards and (5) the electoral campaigning period.

On 30 July 2009, by resolution [1880 \(2009\)](#), the Council, *inter alia*, welcomed the successful completion of the registration of voters, reiterated that the publication of the electoral list was a crucial step in the electoral process, looked forward to the publication of the provisional voters list before the end of August 2009, and urged the Ivorian actors to meet their commitments in full and without delay.

After the vote, the representative of France stated that the delays unjustly punished the Ivorian population by delaying an end to the crisis and by prolonging a state of instability that was dangerous to Côte d'Ivoire and the subregion. He emphasized that if the 29 November elections were to be delayed, the parties responsible would be clearly identified, and the Council would draw the necessary conclusions. He made it clear that the Council would not let itself be tricked by technical ploys. Noting that the progress made, such as in the completion of the voter registration at the end of June, was a cause for hope, he

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<sup>159</sup> S/PRST/2008/42.

<sup>160</sup> S/2008/694, annex.

<sup>161</sup> S/PRST/2009/16.

<sup>162</sup> S/2009/257, annex.

<sup>163</sup> S/2009/196.

said it would be meaningless if Ivorian political actors once again squandered an opportunity to emerge from the crisis.<sup>164</sup>

In a presidential statement dated 29 September 2009,<sup>165</sup> the Council expressed its concern at the delay in the publication of the provisional voters list, and pointed out that further delays in the publication of the voters list might put at risk the timeline for open, free, fair and transparent presidential elections. The Council urged all Ivorian actors to comply fully with their commitments, in order for the voters list to be published. In addition, the Council stated that it would review the situation by 15 October 2009, and expressed its intention to react as appropriate, consistent with resolution 1880 (2009), towards those who would block the progress of the electoral process.

In a presidential statement dated 8 December 2009,<sup>166</sup> the Council noted with concern the postponement of the first round of the presidential elections, scheduled for 29 November, welcomed the positive steps taken by the Ivorian actors, in particular the publication of the provisional voters list and of the list of candidates and further welcomed the 3 December 2009 communiqué of the Permanent Consultative Framework. The Council noted that the Permanent Consultative Framework considered that the postponement of the elections was due to technical and financial constraints and that the first round of the presidential elections would be organized by the end of February or the beginning of March 2010. It urged the Ivorian actors to address the remaining tasks and to hold open, free, fair and transparent presidential elections in accordance with international standards at the earliest possible date.

**27 October 2008 to 23 July 2009: briefings  
by the Special Representative of the  
Secretary-General on the electoral process**

On 27 October 2008, the Council heard a briefing by the Special Representative of the Secretary-General,<sup>167</sup> who introduced the report of the Secretary-General and focused on the two most critical issues: voter identification and elections. The Special Representative said that accumulating delays in the

identification process and the elections constituted the primary concern because they might put at risk the entire Ivorian peace process. He stated the main reason for that delay was the logistical complexity of the identification process and explained that the elections process in Côte d'Ivoire had become inextricably enmeshed with the identification process. He pointed out that for the first time in the Ivorian crisis, the delays were mainly due to logistical aspects and not to political issues.<sup>168</sup>

The Council again heard a briefing by the Special Representative of the Secretary-General on 21 January 2009, who introduced the report of the Secretary-General<sup>169</sup> and emphasized that the current pressing issues of identification of the population, disarmament and the elections would have a decisive impact on the future of Côte d'Ivoire and even on a possible exit strategy for UNOCI. In the light of the historic importance of identification for the Ivorian population, he considered understandable the decision by the Permanent Consultative Framework to postpone the presidential elections initially planned for 30 November 2008 and to announce that the new date could be set according to the progress made in identifying the population. Nevertheless, he made it clear that that decision was intriguing because, for the first time since the signing of the Ouagadougou Political Agreement in March 2007, the Ivorian people and the international community had neither a date nor a period for the elections. He stated that without objectives, all momentum would be lost, including for the organization of an electoral plan, its implementation, logistical organization, a financial plan and even assistance provided by the international community.<sup>170</sup>

Following the briefing, the representative of Côte d'Ivoire, noting that the report underlined the significant progress made in his country, said that more than 3.5 million individuals had been identified, accounting for over half of the number of persons who would be voting. He informed the Council that the Permanent Consultative Framework would meet by mid-February to propose dates to the Independent

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<sup>164</sup> S/PV.6174, p. 3.

<sup>165</sup> S/PRST/2009/25.

<sup>166</sup> S/PRST/2009/33.

<sup>167</sup> S/2008/645.

<sup>168</sup> S/PV.6001, pp. 2-4.

<sup>169</sup> S/2009/21.

<sup>170</sup> S/PV.6071, pp. 2-3.

Electoral Commission for the holding of presidential elections between October and December 2009.<sup>171</sup>

On 28 April 2009, the Council was briefed by the Special Representative of the Secretary-General, who introduced the report of the Secretary-General.<sup>172</sup> He reported that since the signing of the fourth supplementary agreement to the Ouagadougou Political Agreement in December 2008, the protagonists of the Agreement had been focusing on the reunification issue. As a result, the momentum for early elections had considerably weakened, resulting in further delays. He explained that progress in the electoral process was now contingent upon the evolution of the reunification issue. Lastly, he emphasized that the rather sombre reality regarding elections and reunification should not eclipse the continuing positive developments that had occurred in the field of peace and stability.<sup>173</sup>

Subsequently, the representative of Côte d'Ivoire stated that the peace process in Côte d'Ivoire was not at an impasse and assured Council members that the first round of the country's presidential elections would be held no later than 6 December 2009.<sup>174</sup>

On 23 July 2009, the Council heard a briefing by the Special Representative of the Secretary-General, who highlighted solid and significant achievements in the Ivorian electoral process, which included not only the announcement of the date of the elections, but also the operation of the mobile court and the successful completion of the identification and voter registration process. The Special Representative stressed that if things proceeded as envisioned and planned by the

Ouagadougou Political Agreement protagonists, both the electoral and the reunification processes should produce irreversible results by September. Those processes, however, might encounter profound difficulties in September if the complicated political-security financial matrix facing the Ouagadougou Political Agreement process remained unresolved. In terms of the fourth supplementary agreement, four critical reunification-related issues were to be accomplished: the transfer of authority from zone commanders to prefects; the centralization of the treasury; the profiling of Forces nouvelles elements for integration into the army, police and gendarmerie and as ex-combatants; and their reintegration as well as payment. He cautioned that genuine progress on those issues had yet to materialize. Furthermore, non-political challenges, such as the bureaucratic, managerial and planning aspects of the electoral process, had emerged as major impediments to meeting the 29 November 2009 deadline.<sup>175</sup>

The representative of Côte d'Ivoire stressed that all the benchmarks and performance indicators for the major areas identified in the Ouagadougou Political Agreement and its supplementary agreements were showing steady progress in, if not the completion of, the main stages of the process for ending the crisis. He described his country's efforts in advancing the peace process and set out, in particular, the timeline leading up to the 29 November 2009 election date, with a provisional voter list to be issued in early September, a final voter list to be issued in early October and voter cards and national identity cards to be distributed in October and November.<sup>176</sup>

<sup>171</sup> Ibid., pp. 3-5.

<sup>172</sup> S/2009/196.

<sup>173</sup> S/PV.6113, pp. 2-3.

<sup>174</sup> Ibid., pp. 3-4.

<sup>175</sup> S/PV.6168, pp. 2-3.

<sup>176</sup> Ibid., pp. 3-4.

### Meetings: the situation concerning Côte d'Ivoire

<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
5820th 15 January 2008	Fifteenth progress report of the Secretary-General on UNOCI (S/2008/1)	Draft resolution submitted by France (S/2008/15)	<b>Rule 37</b> Côte d'Ivoire		Resolution 1795 (2008) 15-0-0

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

<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
5880th 29 April 2008	Sixteenth progress report of the Secretary-General on UNOCI (S/2008/250)		<b>Rule 37</b> Côte d'Ivoire		<a href="#">S/PRST/2008/11</a>
5945th 29 July 2008	Seventeenth progress report of the Secretary-General on UNOCI (S/2008/451)	Draft resolution submitted by Belgium, Burkina Faso, France and South Africa (S/2008/486)	<b>Rule 37</b> Côte d'Ivoire		Resolution <a href="#">1826 (2008)</a> 15-0-0
6001st 27 October 2008	Eighteenth progress report of the Secretary-General on UNOCI (S/2008/645)		<b>Rule 37</b> Côte d'Ivoire  <b>Rule 39</b> Special Representative of the Secretary-General for Côte d'Ivoire and Head of UNOCI	Special Representative of the Secretary-General for Côte d'Ivoire and Head of UNOCI	
6004th 29 October 2008	Letter dated 8 October 2008 from the Chairman of the Security Council Committee established pursuant to resolution <a href="#">1572 (2004)</a> concerning Côte d'Ivoire addressed to the President of the Security Council (S/2008/598)	Draft resolution submitted by France (S/2008/672)	<b>Rule 37</b> Côte d'Ivoire		Resolution <a href="#">1842 (2008)</a> 15-0-0
6014th 7 November 2008			<b>Rule 37</b> Côte d'Ivoire		<a href="#">S/PRST/2008/42</a>

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<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6071st 21 January 2009	Nineteenth progress report of the Secretary-General on UNOCI (S/2009/21)		<b>Rule 37</b> Côte d'Ivoire  <b>Rule 39</b> Special Representative of the Secretary-General for Côte d'Ivoire	All invitees	
6076th 27 January 2009	Nineteenth progress report of the Secretary-General on UNOCI (S/2009/21)	Draft resolution submitted by France (S/2009/49)	<b>Rule 37</b> Côte d'Ivoire		Resolution 1865 (2009) 15-0-0
6113th 28 April 2009	Twentieth progress report of the Secretary-General on UNOCI (S/2009/196)		<b>Rule 37</b> Côte d'Ivoire  <b>Rule 39</b> Special Representative of the Secretary-General for Côte d'Ivoire	All invitees	
6133rd 29 May 2009			<b>Rule 37</b> Côte d'Ivoire		S/PRST/2009/16
6168th 23 July 2009	Twenty-first progress report of the Secretary-General on UNOCI (S/2009/344)		<b>Rule 37</b> Côte d'Ivoire  <b>Rule 39</b> Special Representative of the Secretary-General for Côte d'Ivoire	1 Council member (France), all invitees	
6174th 30 July 2009	Twenty-first progress report of the Secretary-General on UNOCI (S/2009/344)	Draft resolution submitted by France (S/2009/390)	<b>Rule 37</b> Côte d'Ivoire	1 Council member (France)	Resolution 1880 (2009) 15-0-0

<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
6193rd 29 September 2009				2 Council members (Burkina Faso, France)	<a href="#">S/PRST/2009/25</a>
6209th 29 October 2009	Letter dated 7 October 2009 from the Chairman of the Security Council Committee established pursuant to resolution <a href="#">1572 (2004)</a> concerning Côte d'Ivoire ( <a href="#">S/2009/521</a> )	Draft resolution submitted by France ( <a href="#">S/2009/560</a> )	<b>Rule 37</b> Côte d'Ivoire	Côte d'Ivoire	Resolution <a href="#">1893 (2009)</a> 15-0-0
6234th 8 December 2009			<b>Rule 37</b> Côte d'Ivoire		<a href="#">S/PRST/2009/33</a>

### 13. Reports of the Secretary-General on the Sudan

#### Overview

During the period under review, the Security Council covered various aspects of the political and humanitarian situation in the Sudan, holding 37 meetings, with four in private, including two private meetings with troop-contributing countries.<sup>177</sup> The Council adopted six resolutions and five presidential statements. The Council focused on developments regarding the implementation of the Comprehensive Peace Agreement between the Sudan and the Sudan People's Liberation Movement/Army,<sup>178</sup> attacks on the African Union-United Nations Hybrid Operation in Darfur (UNAMID), displacement and hostilities in the Darfur region, and the activities of two peacekeeping missions in the Sudan, UNAMID and the United Nations Mission in the Sudan (UNMIS). In addition, the Council heard several briefings by the Prosecutor of the International Criminal Court on the Court's activities

pertaining to the indictment of several high-ranking Sudanese officials, including President Omar Bashir, following the referral of the case by the Council in 2005. The Council also heard a briefing on the expulsion of several humanitarian non-governmental organizations from Darfur.

The Council extended the mandates of both UNAMID and UNMIS twice for periods of one year.<sup>179</sup> On two occasions, the Council extended, for periods of one year, the mandate of the Group of Experts set up to assist the Security Council Committee established pursuant to resolution [1591 \(2005\)](#) concerning the Sudan in monitoring implementation of sanctions.<sup>180</sup>

<sup>177</sup> 5934th and 6110th meetings, with the troop-contributing countries, held on 16 July 2008 and 23 April 2009, respectively; 6136th and 6252nd meetings, held on 5 June 2009 and 21 December 2009, respectively.

<sup>178</sup> [S/2005/78](#), annex.

<sup>179</sup> The Council extended the mandate of UNAMID by resolutions 1828 (2008) and 1881 (2009). In both instances, the Peace and Security Council of the African Union had already extended the mandate of UNAMID for one-year periods on 21 July 2008 (see [S/2008/481](#), annex) and 21 July 2009 (see [S/2009/388](#), annex). The Council extended the mandate of UNMIS by resolutions 1812 (2008) and 1870 (2009).

<sup>180</sup> Resolutions 1841 (2008) and 1891 (2009).