

## 15. Peace and security in Africa

### Overview

During 2010 and 2011, the Security Council held seven meetings concerning peace and security in Africa, and adopted two resolutions and one presidential statement. Issues discussed during the period under review included Djibouti and the Horn of Africa, including Eritrea; African Union peacekeeping and strategic partnerships with the United Nations; piracy in the Gulf of Guinea; and Libya.<sup>254</sup>

### 19 May 2010 to 5 December 2011: Djibouti and the Horn of Africa

On 19 May 2010, the Council heard a briefing by the President of Djibouti on several issues pertaining to the Horn of Africa, including the border dispute between Djibouti and Eritrea. He warned that the escalating tensions and conflicts and the breakdown of law and order so widespread in the Horn of Africa could be merely a prelude to a much worse situation in the region.<sup>255</sup> Council members commended Djibouti's efforts to restore peace and anti-piracy efforts in Somalia and its implementation of Council resolutions, and urged Eritrea to fulfil its obligations under resolution 1907 (2009) with respect to the border dispute with Djibouti. While emphasizing the importance of dialogue, many speakers warned that any person or entity attempting to undermine the peace process, disrupt humanitarian deliveries or provide support to insurgents risked facing sanctions. In reference to the imposition of targeted sanctions against Eritrea, the representative of the Russian Federation noted that they must be accompanied by reliable evidence of the involvement of specific individuals in unlawful acts.<sup>256</sup>

On 20 July 2010, the Council heard a briefing from the Under-Secretary-General for Political Affairs, who commended recent steps taken by the Governments of Eritrea and Djibouti on the border issue, with the active mediation efforts of Qatar. He urged all parties to facilitate the work of the newly re-established Monitoring Group on Somalia and Eritrea,<sup>257</sup> which would report on Eritrea's compliance with relevant resolutions of the Council.<sup>258</sup> The representative of Eritrea stated that the agreement signed under the leadership of Qatar was a significant development. Notwithstanding resolution 1907 (2009), which had been unjustly and selectively imposed on Eritrea, his country would not be deterred from participating in meaningful discussions. In the light of the steps taken by Eritrea, he appealed to the Council to lift the sanctions.<sup>259</sup> The representative of Djibouti said that resolution 1907 (2009) had been decisive for the recent progress. His Government had faith in the leadership of Qatar and was convinced it would lead to a good solution.<sup>260</sup>

On 5 December 2011, the Council met with representatives of the States of the Horn of Africa and other members of the Intergovernmental Authority on Development via videoconference — including Djibouti, Ethiopia, Kenya, Somalia and Uganda — who expressed concern about Eritrea's destabilizing activities in the subregion.<sup>261</sup> Many speakers pointed out that despite the appeals of the international community and the African Union, Eritrea had failed to comply with or implement resolution 1907 (2009). In particular, the Council's attention was drawn to the potential use of Eritrea's mining sector as a financial source in destabilizing the East African region, as well as its alleged support for armed opposition and terrorism groups and its practice of extorting funds from its diaspora.

<sup>254</sup> In February 2011, the Council considered issues pertaining to the Libyan Arab Jamahiriya at its 6486th, 6490th and 6491st meetings, under the item entitled "Peace and security in Africa". Pursuant to a note by the President of the Security Council dated 16 March 2011 (S/2011/141), as from that date the earlier consideration by the Council of issues pertaining to the Libyan Arab Jamahiriya was subsumed under the item entitled "The situation in Libya". For information on those meetings held under the item "Peace and security in Africa", see part I, sect. 16.

<sup>255</sup> S/PV.6316, pp. 2-6.

<sup>256</sup> Ibid., p. 7.

<sup>257</sup> The Monitoring Group for Somalia and Eritrea was established pursuant to resolution 1853 (2008), and re-established for a further 12 months by resolution 1916 (2010). For more information, see part VII, sect. III, with regard to decisions adopted in accordance with Article 41 of the Charter.

<sup>258</sup> S/PV.6362, p. 3.

<sup>259</sup> Ibid., pp. 4-5.

<sup>260</sup> Ibid., p. 5.

<sup>261</sup> See S/PV.6674.

At the same meeting, the Council imposed stronger measures against Eritrea by resolution [2023 \(2011\)](#), adopted under Chapter VII of the Charter by 13 votes to none, with 2 abstentions (China, Russian Federation). The Council stressed the obligation of all States to comply with resolution [1907 \(2009\)](#), and demanded that Eritrea make available information pertaining to Djiboutian combatants missing in action since 2008. It also demanded that Eritrea cease all direct or indirect efforts to destabilize States. It decided that States should promote the exercise of vigilance by their nationals, or persons or firms subject to their jurisdiction, doing business in the mining sector in Eritrea, and requested the sanctions Committee concerning Somalia and Eritrea to draft guidelines for the use of Member States.

### **22 October 2010 and 21 June 2011: support to African Union peacekeeping**

On 22 October 2010, the Council held an open debate in connection with support to African Union peacekeeping operations authorized by the United Nations.<sup>262</sup> Presenting his report on support to African Union peacekeeping operations authorized by the United Nations,<sup>263</sup> the Secretary-General stated that the work of regional organizations under Chapter VIII of the Charter of the United Nations was indispensable. He commended the African Union and subregional organizations for their efforts to prevent, mediate and resolve conflicts on the continent. The African Union however faced difficulties in securing the necessary resources to support its peacekeeping undertakings, and African Union peacekeeping operations ought to receive the same support as all United Nations peacekeepers.<sup>264</sup> The Council also heard a briefing by the Commissioner for Peace and Security of the African Union, who similarly welcomed the progress made in strengthening the strategic partnership between the United Nations and the African Union, while stressing the importance of finding a lasting solution for the funding for African Union-led peace support operations.<sup>265</sup>

The Council adopted a presidential statement in which it, *inter alia*, reaffirmed the importance of and its

commitment to strengthening its partnership with the Peace and Security Council of the African Union, consistent with Chapter VIII of the Charter, by reviewing the degree of cooperation between them with regard to conflict prevention and resolution, peacekeeping, peacebuilding, including the maintenance of constitutional order, and the promotion of human rights, democracy and the rule of law in Africa. It further expressed its determination to continue working towards a more predictable and sustainable solution to the funding challenges.<sup>266</sup>

On 21 June 2011, the Council heard a briefing by the Special Representative of the Secretary-General to the African Union and Head of the United Nations Office to the African Union<sup>267</sup> on efforts under way to enhance the strategic partnership between the United Nations and the African Union on peace and security issues. He reported that the Office, with the support of the Department of Field Support, was nearing completion of its transition from three former separate offices to a lean and self-sufficient operation. He went on to describe measures taken by the Office to improve coordination of peace and security initiatives between the African Union and the United Nations, particularly in Somalia and Darfur. Cooperation between the two organizations showed that they did better in addressing crises when speaking with one voice, since conflict mediation was a challenging business, particularly when one was faced with a multiplicity of actors. Consequently, one of the roles of the Office was to strengthen coordination within African Union institutions and enhance their capacity to deliver peace in Africa.<sup>268</sup>

Speakers welcomed the growing partnership between the United Nations and the African Union, and stressed that bolstering the relationship further would lead to tangible benefits in Africa and beyond, several speakers highlighting important work being carried out by the African Union in guiding the United Nations

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<sup>266</sup> [S/PRST/2010/21](#).

<sup>267</sup> The Office was created by the General Assembly in 2010 and integrates all activities of the former United Nations Liaison Office to the African Union, the former African Union Peacekeeping Support Team and the former United Nations planning team for the African Union Mission in Somalia, together with the administrative function of the Joint Support and Coordination Mechanism of the African Union-United Nations Hybrid Operation in Darfur (UNAMID).

<sup>268</sup> [S/PV.6561](#), pp. 2-3.

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<sup>262</sup> For information on the role of regional organizations in peace and security, see part VIII.

<sup>263</sup> [S/2010/514](#).

<sup>264</sup> [S/PV.6409](#), pp. 3-4.

<sup>265</sup> *Ibid.*, pp. 5-7.

peacekeeping troops in Africa. Speakers also underscored the need to strengthen cooperation between the African Union and the United Nations with respect to preventive diplomacy and the promotion of human rights and the rule of law. The representative of Nigeria warned that, whereas the African Union had the political will, it was insufficiently resourced to undertake long-term peacekeeping operations. Consequently, she stressed, the deployment of expert civilian personnel was central to the partnership, and hoped it would lead to a more systematic, less reactive approach to joint peacekeeping.<sup>269</sup> The representative of India said that, as about three quarters of the Council's time was spent on African issues, it was important for it to hear Africa's voice, so that its activities were not only based on Africa's needs but would also complement the activities that African countries and organizations were undertaking.<sup>270</sup>

<sup>269</sup> Ibid., pp. 6-7.

<sup>270</sup> Ibid., p. 12.

### **31 October 2011: piracy in the Gulf of Guinea**

On 31 October 2011, the Council held an open meeting at which it unanimously adopted resolution [2018 \(2011\)](#), in which it condemned all acts of piracy and armed robbery at sea committed off the coast of the States of the Gulf of Guinea. It called upon States members of the Economic Community of West African States, the Economic Community of Central African States and the Gulf of Guinea Commission, in conjunction with flag States and States of nationality of victims or of perpetrators, to cooperate in the prosecution of alleged perpetrators, including facilitators and financiers. The Council welcomed the intention of the Secretary-General to deploy a United Nations assessment mission to examine the threat of piracy and armed robbery at sea in the Gulf of Guinea and explore options on how best to address the problem.

### **Meetings: peace and security in Africa<sup>a</sup>**

<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
<b>Djibouti and the Horn of Africa</b>						
<a href="#">6316</a> 19 May 2010			Djibouti (President)		All Council members, Djibouti	
<a href="#">6362</a> 20 July 2010	Report of the Secretary-General on Eritrea ( <a href="#">S/2010/327</a> )	Letter dated 7 June 2010 from the representative of Qatar transmitting an agreement between Eritrea and Djibouti ( <a href="#">S/2010/291</a> )	Djibouti, Eritrea, Somalia	Under-Secretary-General for Political Affairs	Djibouti, Eritrea, Under-Secretary-General for Political Affairs	

## Repertoire of the Practice of the Security Council, 2010-2011

<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
	Letter dated 12 July 2010 from the Chairman of the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea addressed to the President of the Security Council (S/2010/372)	Letter dated 30 June 2010 from the representative of Eritrea concerning the report of the Secretary-General on Eritrea (S/2010/350)				
6674 5 December 2011		Draft resolution submitted by Gabon, Nigeria (S/2011/744)	Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Uganda <sup>b</sup>		10 Council members, <sup>c</sup> Djibouti, Ethiopia, Kenya, Somalia, Uganda	Resolution 2023 (2011) 13-0-2 <sup>d</sup>
<b>Support to African Union peacekeeping</b>						
6409 22 October 2010	Report of the Secretary-General on support to African Union peacekeeping operations authorized by the United Nations (S/2010/514)		Algeria, Australia, Ethiopia, Finland, Kenya, Portugal, South Africa, Sudan	Commissioner for Peace and Security of the African Union, Acting Head of the European Union Delegation to the United Nations	Secretary-General, all Council members, all invitees <sup>e</sup>	S/PRST/2010/21
6561 21 June 2011	Briefing by the United Nations Office to the African Union (UNOAU)			Special Representative of the Secretary-General to the African Union and Head of UNOAU	All Council members, Special Representative of the Secretary-General	

**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>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against- abstaining)</i>
<b>Piracy in the Gulf of Guinea</b>						
6633 19 October 2011	Letter dated 17 October 2011 from the Permanent Representative of Nigeria to the United Nations addressed to the Secretary-General (S/2011/644)		Benin	Commissioner for Political Affairs, Peace and Security of the Economic Community of West African States, Deputy Executive Secretary for Political Affairs of the Gulf of Guinea Commission	Secretary- General, all Council members, all invitees	
6645 31 October 2011		Draft resolution submitted by France, Gabon, Germany, India, Lebanon, Nigeria, Portugal, South Africa, United Kingdom, United States (S/2011/673)				Resolution 2018 (2011) 15-0-0

<sup>a</sup> In February 2011, the Council considered issues pertaining to the Libyan Arab Jamahiriya at its 6486th, 6490th and 6491st meetings, under the item entitled "Peace and security in Africa". Pursuant to a note by the President of the Security Council dated 16 March 2011 (S/2011/141), as from that date the earlier consideration by the Council of issues pertaining to the Libyan Arab Jamahiriya was subsumed under the item entitled "The situation in Libya". For information on those meetings held under the item "Peace and security in Africa", see part I, sect. 16.

<sup>b</sup> Djibouti and Somalia were represented by their respective Presidents; the representative of Ethiopia spoke in his capacity both as Prime Minister of his country and as Chairperson of the Intergovernmental Authority on Development; Kenya was represented by its Minister for Foreign Affairs; and Uganda by its representative to the African Union. All appeared via videoconference from Addis Ababa.

<sup>c</sup> China, France, Gabon, Germany, Lebanon, Nigeria, Russian Federation, South Africa, United Kingdom and United States.

<sup>d</sup> For: Bosnia and Herzegovina, Brazil, Colombia, France, Gabon, Germany, India, Lebanon, Nigeria, Portugal, South Africa, United Kingdom, United States; *abstaining*: China, Russian Federation.

<sup>e</sup> Uganda was represented by its First Deputy Prime Minister and Minister for East African Community Affairs and Nigeria by its Minister for Foreign Affairs. The Minister for Foreign Affairs of the Transitional Federal Government of Somalia also participated in the meeting.