
Part VIII
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.

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.

During the period under review, the Council reaffirmed the importance of enhancing cooperation between the United Nations and regional arrangements, pursuant to Chapter VIII of the Charter, on conflict prevention and resolution, peacekeeping and peacebuilding. The Council specifically acknowledged the progress made in the cooperation between the United Nations and the African Union 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, in their respective decision-making processes. During 2016 and 2017, the Council met with the Peace and Security Council of the African Union twice, on 23 May 2016 in New York and on 8 September 2017 in Addis Ababa. During the Council's deliberations, speakers focused on the modalities for planning and mandating operations, the need for adherence to international human rights, international humanitarian law and conduct and discipline compliance frameworks, as well as ensuring predictable and sustainable funding for African Union-led peacekeeping operations.

In connection with the pacific settlement of disputes, the Council continued to highlight 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 and good offices work of regional and subregional arrangements in support of efforts to achieve the cessation of hostilities in South Sudan, the resolution of political crises in the Democratic Republic of the Congo, the Gambia and Guinea-Bissau, and sustainable peace in Afghanistan and the Central African Republic.

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, no decisions being taken with respect to its mandate. The Council also welcomed the deployment of the Joint Force of the Group of Five for the Sahel to restore security in that region. 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 2016 and 2017 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 2016 and 2017 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 organized under two headings: (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 Council explicitly referred to Chapter VIII of the Charter in several decisions on thematic issues.² The Council reaffirmed its commitment to cooperation between the United Nations and regional and subregional organizations and arrangements in matters relating to the maintenance of international peace and security, recognizing that such cooperation could improve collective security and, in line with Chapter VIII of the Charter, was critical to contributing to the prevention of the outbreak, escalation, continuation and recurrence of conflict.³ The Council reiterated the importance of this cooperation in contributing to and supporting peacekeeping and peacebuilding activities.⁴ The Council reaffirmed its determination to take effective steps to further enhance the relationship between the United Nations and regional organizations, in

particular the African Union, in accordance with Chapter VIII.⁵

The Council commended the increased contribution of the African Union to the maintenance of peace and security, including peacekeeping, and its efforts to prevent, mediate and settle conflicts, and recognized its critical role in peacebuilding and sustaining peace in Africa.⁶ The Council acknowledged the progress made in the cooperation between the United Nations and the African Union and stressed the importance of developing an effective partnership underpinned by mutual consultations between the Security Council and the African Union Peace and Security Council in their respective decision-making processes.⁷ The Council stressed the importance of common strategies for a holistic response to conflict based on respective comparative advantage, burden-sharing, consultative decision-making, joint analysis and planning missions and assessment visits, monitoring and evaluation, and transparency and accountability, to address common security challenges in Africa.⁸ The Council further stressed the importance of partnership between the United Nations and the African Union to improve cooperation and coordination in peacebuilding, increase synergies and ensure the coherence and complementarity of such efforts.⁹ The Council encouraged the Secretary-General, both through the United Nations Office to the African Union and, consistent with its resolution [2282 \(2016\)](#), the Peacebuilding Support Office, to commence holding regular exchanges, joint initiatives and information-sharing with the African Union Commission.¹⁰

On peace operations, the Council acknowledged the need for more support to enhance African Union peace operations and encouraged further dialogue

² Resolutions [2282 \(2016\)](#), twenty-first preambular paragraph; [2320 \(2016\)](#), second, third, twelfth and fifteenth preambular paragraphs and paras. 1, 3, 6 and 7; [2378 \(2017\)](#), tenth, fifteenth and seventeenth preambular paragraphs and paras. 14, 15, 17 and 18; and [2382 \(2017\)](#), para. 16 (f); [S/PRST/2016/8](#), second and fourth paragraphs; [S/PRST/2016/9](#), eighth paragraph; [S/PRST/2016/12](#), fourth paragraph; and [S/PRST/2017/27](#), twenty-second paragraph.

³ Resolutions [2320 \(2016\)](#), third preambular paragraph; [2282 \(2016\)](#), twenty-first preambular paragraph; and [2378 \(2017\)](#), tenth preambular paragraph; [S/PRST/2016/8](#), second paragraph; and [S/PRST/2016/9](#), eighth paragraph.

⁴ [S/PRST/2016/12](#), fourth paragraph; and [S/PRST/2017/27](#), twenty-second paragraph.

⁵ Resolutions [2320 \(2016\)](#), para. 1, and [2378 \(2017\)](#), para. 15.

⁶ [S/PRST/2016/8](#), third paragraph, and [S/PRST/2016/12](#), fourth paragraph.

⁷ [S/PRST/2016/8](#), fourth paragraph. The Council met with the Peace and Security Council of the African Union on 23 May 2016 in New York and on 8 September 2017 in Addis Ababa (see [S/2017/248](#) and [S/2017/1002](#)).

⁸ [S/PRST/2016/8](#), fourth paragraph; and resolution [2320 \(2016\)](#), fifteenth preambular paragraph.

⁹ [S/PRST/2016/8](#), eighth paragraph.

¹⁰ [S/PRST/2016/12](#), fourth paragraph.

between the United Nations and the African Union to achieve this; stressing the need to enhance the predictability, sustainability and flexibility of financing for African Union-led peace support operations, the Council expressed its readiness to consider the proposals of the African Union for future authorization and support by the Security Council under Chapter VIII of the Charter; and requested the Secretary-General to continue to work closely with the African Union to refine options for further cooperation on the relevant African Union proposals, including joint planning and the process for mandating African Union peace support operations.¹¹ The Council also expressed its intention to give further consideration to practical steps that could be taken, and the conditions necessary, to establish the mechanism through which African Union-led peace support operations authorized by the Council could be partially financed through United Nations assessed contributions, “on a case-by-case basis”.¹²

The Council encouraged the African Union to finalize its human rights and conduct and discipline compliance frameworks for African Union peace support operations, to achieve greater accountability, transparency and compliance with international human rights law and international humanitarian law, and with United Nations conduct and discipline standards.¹³ The Council underscored the importance of these commitments, as well as the requirement for Security Council oversight of operations authorized by the Council and under the authority of the Council consistent with Chapter VIII.¹⁴

More broadly, the Council requested the Secretary-General to provide a report by the end of 2018, including on strengthening partnerships between the United Nations and international, regional and subregional organizations in accordance with Chapter VIII of the Charter, in the area of policing.¹⁵ The Council also requested greater consideration of the women and peace and security agenda in cooperation efforts.¹⁶

Without explicit reference to Chapter VIII of the Charter, the Council recognized and referred to the role of regional and subregional arrangements in its decisions adopted under thematic items. The Council recognized the contribution of regional organizations

and arrangements to the protection of children affected by armed conflict.¹⁷ The Council encouraged cooperation between the European Union, the African Union and the United Nations to protect the lives of migrants and refugees along migration routes, in particular inside Libya.¹⁸ The Council called upon Member States, acting nationally or through regional organizations, including the European Union, to cooperate with the Government of National Accord in Libya and with each other, including by sharing information, to assist Libya in building capacity to secure its borders and to prevent, investigate and prosecute acts of smuggling of migrants and human trafficking.¹⁹

In connection with threats to international peace and security caused by terrorist acts, the Council repeatedly stressed that terrorism could only be defeated by a sustained and comprehensive approach involving the active participation and collaboration of all States and international, regional and subregional organizations.²⁰ In this context, the Council encouraged the Economic Community of Central African States and the Economic Community of West African States, in coordination with the African Union, to accelerate efforts to adopt a common strategy to combat the threat posed by Boko Haram.²¹ Furthermore, noting the work of relevant international, regional and subregional organizations on enhancing protection, and security, and the resilience of critical infrastructure, the Council encouraged Member States and relevant regional and international organizations that had developed respective strategies to deal with protection of critical infrastructure to work with all States and relevant international, regional and subregional organizations to identify and share good practices and measures to manage the risk of terrorist attacks on critical infrastructure.²²

With regard to mine action and explosive remnants of war, the Council welcomed the continued partnership and cooperation between regional and subregional organizations, especially the African Union and the United Nations, to mitigate the threat to

¹¹ Resolution 2320 (2016), paras. 2, 3, 7 and 8.

¹² Resolution 2378 (2017), para. 18.

¹³ Resolutions 2320 (2016), para. 6, and 2378 (2017), seventeenth preambular paragraph.

¹⁴ *Ibid.*

¹⁵ Resolution 2382 (2017), para. 16 (f).

¹⁶ S/PRST/2016/9, eighth paragraph.

¹⁷ S/PRST/2017/21, thirty-sixth paragraph.

¹⁸ S/PRST/2017/24, thirteenth paragraph.

¹⁹ Resolution 2380 (2017), para. 2.

²⁰ Resolutions 2322 (2016), twelfth preambular paragraph; 2368 (2017), fifteenth preambular paragraph; and 2396 (2017), eighth preambular paragraph; S/PRST/2016/6, fifth paragraph; and S/PRST/2016/7, tenth paragraph.

²¹ S/PRST/2016/7, seventh paragraph.

²² Resolution 2341 (2017), penultimate preambular paragraph and para. 7.

civilians from landmines, explosive remnants of war and improvised explosive devices.²³

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

At a number of Council meetings held in 2016 and 2017, speakers discussed the role of regional and subregional organizations in connection with, inter alia, cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security,²⁴ post-conflict peacebuilding,²⁵ peacebuilding and sustaining peace,²⁶ the protection of civilians in armed conflict,²⁷ and United Nations peacekeeping operations,²⁸ as well as in the context of briefings by the Chairperson-in-Office of the Organization for Security and Cooperation in Europe.²⁹ Cases 1 and 2 highlight key elements of discussions held during the reporting period in connection with the items entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security” and “Maintenance of international peace and security”.

Case 1 Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security

At its 7816th meeting, on 18 November 2016, the Council held a debate on cooperation between the United Nations and regional and subregional organizations, which focused in particular on strengthening the partnership between the United Nations and the African Union on issues of peace and security in Africa. The Council heard statements by the Assistant Secretary-General for Peacekeeping Operations, the Permanent Observer of the African Union to the United Nations, the Special Representative of the Secretary-General to the African Union, and the African Union High Representative for the Peace Fund.³⁰ The Council unanimously adopted

resolution 2320 (2016) and several speakers explicitly referred to Chapter VIII of the Charter in the discussion.³¹

The representative of Angola stated that the contemporary and evolving challenges posed by violent conflict, humanitarian crises, extremism, terrorism, war crimes and crimes against humanity called for a more coordinated response and complementary action on the part of all stakeholders at the international and regional levels; and noted that the cooperation between the African Union and the United Nations, based on a shared vision, goals and comparative advantages, played a critical role in tackling the numerous conflicts on the African continent.³² The representative of New Zealand noted that, over the past two decades, the States members of the African Union had demonstrated their willingness and intention to lead the way in preventing and resolving conflict and securing peace in the region, and that effective cooperation between the United Nations and the African Union was essential to ensure support for those efforts and to maximize their chances of success. He concluded that it was therefore critical for the United Nations and the African Union to take a structured, complementary and integrated approach to tackling peace and security challenges on the continent.³³

The representative of the United States emphasized that a stronger United Nations-African Union partnership could leverage the comparative advantages of each for the benefit of all in the pursuit of peace and security across Africa, but noted that, to realize the full potential of that partnership, more work needed to be done to build mutual trust and enhance complementarity. She added that, in cases where the Council was considering authorizing support for an African Union-led operation under Chapter VIII of the Charter, the Security Council and the African Union Peace and Security Council must work closely together from the outset, which required consultations between the two organs, the deployment of a joint assessment team to evaluate the political, security, humanitarian and human rights situations on the ground and joint planning.³⁴ The representative of France said that African organizations, acting within the African peace and security architecture, were increasingly assuming their responsibilities in crisis management on the

²³ Resolution 2365 (2017), para. 13.

²⁴ See S/PV.7694, S/PV.7705, S/PV.7796, S/PV.7816 and S/PV.7935.

²⁵ See S/PV.7629.

²⁶ See S/PV.7750.

²⁷ See S/PV.7606.

²⁸ See S/PV.8086 and S/PV.8150.

²⁹ See S/PV.7635 and S/PV.7887.

³⁰ See S/PV.7816.

³¹ S/PV.7816, p. 17 (United States); p. 18 (China); p. 19 (France); p. 23 (Russian Federation); p. 25 (Egypt); p. 27 (Uruguay); and p. 31 (Egypt).

³² *Ibid.*, p. 12.

³³ *Ibid.*, p. 15.

³⁴ *Ibid.*, p. 17.

African continent, and that, as a natural consequence, the partnership between the United Nations and the African Union became a necessity in the context of Chapter VIII of the Charter.³⁵ The representative of the Russian Federation underlined that his delegation had consistently called for developing the partnership between the United Nations and African organizations, including between the Security Council and the African Union Peace and Security Council, pursuant to Chapter VIII.³⁶

The representative of China joined other speakers in reiterating that strengthening the cooperation between the African Union and the United Nations was conducive to maintaining peace and stability in Africa. He said that the United Nations should continue to support the African Union in its efforts to settle disputes through such peaceful means as dialogue, consultation, good offices and mediation, while respecting States' sovereignty, independence and territorial integrity.³⁷

The representative of Egypt underscored that the cooperation between the United Nations and regional organizations had recently increased in importance, as there was a growing awareness that no party could single-handedly confront the emerging patterns of transboundary threats to international peace. That awareness had helped to foster new approaches towards forging partnerships at the regional, continental and international levels aimed at confronting such challenges, and to the conviction that cooperation, coordination and joint work were an indispensable option, facilitated through the division of labour among the relevant parties and building on their comparative advantages, towards achieving the desired goals and outcomes.³⁸

While acknowledging the leading role played by the Security Council in matters relating to international peace and security, the representative of Uruguay noted the complementary functions that the African Union and the United Nations could carry out, harnessing their capacities, influence and experience to ensure a consistent, coherent response in various contexts. She acknowledged that the strategic partnership between the United Nations and the African Union had made further headway in the development of cooperation mechanisms, including mechanisms for consultative decision-making, joint analysis, planning and assessment, an integrated response to the conflict

cycle, and joint efforts to prevent conflict and promote accountability and transparency. She concluded that such advances, which must continue to be fine-tuned and adapted to new realities, could serve as a model and a reference for the establishment and strengthening of partnerships between the United Nations and other regional organizations, thus bolstering synergies and promoting complementarity, taking into account at all times the unique features of each and respecting the mandates of each organization.³⁹

Case 2 Maintenance of international peace and security

At its 7621st meeting, on 15 February 2016, the Council held an open debate which focused on the respect for the principles and purposes of the Charter of the United Nations as a key element for the maintenance of international peace and security, and during which the Council heard a briefing by the Secretary-General.⁴⁰ Several speakers explicitly referred to Chapter VIII of the Charter.⁴¹ For example, the representative of Senegal emphasized that it was important to promote the maintenance of peace through partnership, to place the action of regional organizations at the heart of peace efforts. He noted that, given the strong regional dimension of most conflicts, and in view of the vital role to be played by neighbouring States in any peace process, the positive engagement of regional actors was increasingly encouraged by the United Nations, in accordance with Article 52 (1) of Chapter VIII of the Charter.⁴²

The representative of Chile said that several factors could contribute to a dangerous disaffection for the purposes and principles set out in the Charter and that, to avoid that result, it was essential to act early. He stressed that, from that perspective, the work of the Security Council was crucial, since remaining indifferent to those signals meant putting international peace and security at risk. He added that the concerted work of the different organs of the system could be key in preventing destabilization and conflict cycles, as could the interaction with regional organizations in the framework of Chapter VIII of the Charter.⁴³ Speaking

³⁵ *Ibid.*, p. 19.

³⁶ *Ibid.*, p. 23.

³⁷ *Ibid.*, p. 18.

³⁸ *Ibid.*, p. 25.

³⁹ *Ibid.*, p. 27.

⁴⁰ *S/PV.7621*, pp. 2-3.

⁴¹ *Ibid.*, p. 14 (Malaysia); p. 15 (Senegal); p. 27 (United States); p. 36 (Chile); pp. 42-43 (African Union); p. 46 (League of Arab States); p. 53 (Italy); p. 56 (Kuwait, on behalf of the Organization of Islamic Cooperation); p. 63 (South Africa); p. 70 (United Arab Emirates); p. 75 (Nigeria); p. 77 (Tunisia); and p. 79 (Peru).

⁴² *Ibid.*, p. 15.

⁴³ *Ibid.*, pp. 35–36.

on behalf of the States members of the Organization of Islamic Cooperation, the representative of Kuwait referred to Chapter VIII and underlined that regional organizations had a significant role to play in the prevention, management and resolution of crises and in the maintenance of international peace and security, and stated that it was imperative for States and regional organizations to work more closely and more collectively in order to contribute to the promotion of the purposes and principles of the United Nations.⁴⁴

Similarly, the representative of the United Arab Emirates stated that the Council must coordinate with regional organizations and affected States earlier and engage in transparent consultations, especially when the Council was considering taking action. She underlined that, not only did Chapter VIII require the Council to encourage efforts undertaken by regional organizations towards the peaceful settlement of disputes, it was also in the strategic interests of the Council to do so. She stressed that regional States had the closest history and political background to the conflicts themselves, as well as the greatest interest in resolving them, and affirmed that, in the face of intransigence and disunity in the Council, regional actors would be left no choice but to respond assertively to protect legitimate authority and continue to guarantee regional stability for their peoples.⁴⁵ The Permanent Observer of the African Union emphasized the need to work to reaffirm the principle of

⁴⁴ Ibid., pp. 55–56.

⁴⁵ Ibid., p. 70.

complementarity, as stipulated in Chapter VIII of the Charter, noting that the provisions in that Chapter highlighted the importance of judiciously combining the universal character of the United Nations with the advantages that regional approaches offered.⁴⁶

While acknowledging the primary role of the Security Council in maintaining international peace and security, the representative of Peru noted that it was essential for the Council to utilize all the available tools provided for under Chapter VIII.⁴⁷ The representative of Nigeria affirmed that regional organizations had played and continued to play an important role in addressing threats to peace, especially at the regional level.⁴⁸

The representative of the League of Arab States stated that the implementation of the purposes and principles set out in the Charter of the United Nations and the maintenance of international peace and security required solidarity on the part of all international bodies that worked in combating terrorist organizations, with a view to confronting their extreme ideologies, containing them and stopping them. To that end, it was necessary to implement Article 53 (1), under which the Council shall, where appropriate, utilize regional arrangements or agencies for enforcement action under its authority.⁴⁹

⁴⁶ Ibid., pp. 42–43.

⁴⁷ Ibid., p. 79.

⁴⁸ Ibid., p. 75.

⁴⁹ Ibid., p. 46.

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 of 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.

Regarding the situation in Afghanistan, the Council stressed the crucial importance of advancing regional cooperation to promote security, stability and development in the country; and called upon Afghanistan and its regional partners to keep up the momentum and continue their efforts to enhance

regional dialogue and confidence through the Heart of Asia-Istanbul Process on Regional Security and Cooperation for a Secure and Stable Afghanistan, noting that the Process was intended to complement and cooperate with, and not to substitute for, existing efforts of regional organizations.⁵⁰ The Council welcomed regional efforts to foster trust and cooperation, including those of by the Organization of Islamic Cooperation (OIC), the Shanghai Cooperation Organization, the Collective Security Treaty Organization, the South Asian Association for Regional Cooperation, the Regional Economic Cooperation Conference on Afghanistan and the Conference on Interaction and Confidence-building Measures in Asia.⁵¹

Concerning the situation in Burundi, the Council urged the Government of Burundi and all stakeholders to take part actively, constructively and urgently in the political dialogue facilitated by the Mediator and the East African Community Facilitator, in order to hold a genuine and inclusive inter-Burundian dialogue.⁵² The Council urged the Government, in coordination with the African Union Commission, to ensure the continued and full deployment of African Union human rights observers and military experts, and requested the Secretary-General to establish a United Nations police officers component in Burundi to monitor the security situation and to work in coordination with those observers and experts.⁵³ The Council also noted its deep concern over the lack of progress in the political dialogue, and stressed the urgent need for active engagement of the States members of the East African Community for the regional mediation to continue and to succeed; and also stressed the importance of coordinating efforts between the African Union, the East African Community, the International Conference of the Great Lakes Region and the United Nations to continue to seek solutions to the crisis in Burundi.⁵⁴

On the situation in the Central African Republic, the Council emphasized that the continued role and contribution of the region, including the Economic Community of Central African States, the International Conference of the Great Lakes Region and the African Union, remained critical for the promotion of lasting peace and stability in the country.⁵⁵ The Council welcomed the deployment of African Union advisers to

support the victims of sexual violence.⁵⁶ The Council also welcomed the African Union Initiative for Peace and Reconciliation in the Central African Republic, and called on the African Union and neighbouring States to urgently agree upon and support the implementation of the joint road map to be developed by the country's partners, with a view to reaching a sustainable cessation of hostilities.⁵⁷ The Council also welcomed the engagement of the European Union and other international organizations such as the International Organization of la Francophonie and OIC.⁵⁸

Concerning the peace process in Colombia, the Council expressed its gratitude to the countries contributing observers to the United Nations Mission in Colombia, particularly those of the Community of Latin American and Caribbean States.⁵⁹

Regarding Côte d'Ivoire, the Council commended the African Union, the Economic Community of West African States (ECOWAS) and the Mano River Union for their efforts to consolidate peace and stability in the country and the subregion, and encouraged them to continue to support the Ivorian authorities in addressing key challenges, especially the underlying causes of recent conflict and insecurity in the border area and promoting justice and national reconciliation.⁶⁰

In relation to the Democratic Republic of the Congo, following the signing of the Comprehensive and Inclusive Political Agreement on 31 December 2016, the Council reiterated its commitment to support its implementation in close cooperation with the African Union.⁶¹ The Council, further, called upon countries of the region to expedite efforts to fully implement their national and regional commitments under the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region; and called upon the member countries of the International Conference on the Great Lakes Region and the Southern African Development Community to provide all the necessary support to that end.⁶²

⁵⁰ Resolution 2274 (2016), eleventh preambular paragraph and para. 20.

⁵¹ Resolutions 2274 (2016), para. 21, and 2344 (2017), para. 33.

⁵² Resolution 2303 (2016), para. 6. See also resolution 2279 (2016), para. 5; and S/PRST/2017/13, fourth paragraph.

⁵³ Resolution 2303 (2016), paras. 10 and 13.

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⁵⁵ S/PRST/2017/13, fourth and eighteenth paragraphs.

⁵⁶ Resolution 2301 (2016), thirty-first preambular paragraph.

⁵⁷ S/PRST/2017/9, ninth and eleventh paragraphs.

⁵⁸ Resolutions 2301 (2016), thirty-second preambular paragraph, and 2387 (2017), thirty-second preambular paragraph.

⁵⁹ S/PRST/2017/18, fifth paragraph.

⁶⁰ Resolution 2284 (2016), eighteenth preambular paragraph.

⁶¹ S/PRST/2017/1, last paragraph.

⁶² S/PRST/2017/12, last paragraph.

With respect to the political crisis in the Gambia, under the item entitled “Peace consolidation in West Africa”, the Council commended the initiatives of ECOWAS, including the visit of an ECOWAS/United Nations high-level delegation to the country, aimed at ensuring a peaceful and orderly transition process in the Gambia; and requested the Secretary-General, including through his Special Representative for West Africa and the Sahel, in collaboration with the relevant regional and subregional organizations, to facilitate, as appropriate, political dialogue between the Gambian stakeholders in order to ensure a peaceful transition of power in the Gambia in full respect of the outcome of the presidential election as recognized by ECOWAS and the African Union, and to provide technical assistance to the ECOWAS mediation.⁶³ The Council, further, endorsed the decisions of ECOWAS and the African Union to recognize Mr. Adama Barrow as President of the country, and expressed its full support to ECOWAS in its commitment to ensure, by political means first, the respect of the will of the people of the Gambia as expressed in the results of the elections.⁶⁴

Concerning Guinea-Bissau, the Council commended the efforts of ECOWAS in helping to sustain peace, security and development, and encouraged it to continue to extend its political support to the authorities and political leaders through the use of good offices and mediation.⁶⁵ The Council endorsed the Conakry Agreement of 14 October 2016, based on the six-point road map for the resolution of the political crisis in Guinea-Bissau brokered by ECOWAS, as the primary framework for a peaceful resolution of the political crisis in the country.⁶⁶ The Council welcomed the joint efforts by international partners, in particular the United Nations, the African Union, ECOWAS, the European Union and the Community of Portuguese-speaking Countries, to enhance cooperation in support of the Government in Guinea-Bissau, and encouraged them to continue to work together towards the stabilization of the country.⁶⁷

Regarding the situation in Libya, the Council took note of the communiqué of 25 October 2016 following the trilateral meeting of the League of Arab States, the African Union and the United Nations to discuss the means to further cooperation among the

three organizations in order to advance the political process and assist Libya in its democratic transition.⁶⁸

In connection with the situation in Myanmar, the Council commended the efforts of regional organizations, in particular the Association of Southeast Asian Nations, OIC and the European Union in providing humanitarian assistance and supporting dialogue between all relevant stakeholders.⁶⁹

With respect to the situation in Somalia, the Council expressed its full support to the Special Representative of the Chairperson of the African Union Commission for Somalia;⁷⁰ and underscored the importance of an effective partnership between the United Nations and the African Union.⁷¹ The Council recalled the deployment by the African Union of a fact-finding mission to the Djibouti-Eritrea border following the withdrawal of Qatari forces, and welcomed the call by the Assembly of the African Union to encourage the Chairperson of the Commission to pursue efforts towards the normalization of relations between Djibouti and Eritrea.⁷²

In connection with the situation in the Abyei Area, under the item entitled “Reports of the Secretary-General on the Sudan and South Sudan”, the Council expressed its full support for the African Union in its efforts to ease tensions between the Sudan and South Sudan and facilitate the resumption of negotiations on post-secession relations.⁷³ The Council further encouraged the renewed engagement of the African Union in the implementation of the decisions of the Abyei Joint Oversight Committee, and called upon the Governments of the Sudan and South Sudan to take concrete confidence-building measures towards achieving a final settlement of the Abyei question with renewed support from the African Union High-level Implementation Panel.⁷⁴

In connection with the situation in Darfur, the Council encouraged all parties to the conflict to engage constructively with the African Union High-level Implementation Panel to implement the road map

⁶³ S/PRST/2016/19, fourth and eighth paragraphs.

⁶⁴ Resolution 2337 (2017), paras. 2 and 6.

⁶⁵ Resolutions 2267 (2016), twelfth preambular paragraph and para. 8, and 2343 (2017), fourteenth preambular paragraph and para. 11.

⁶⁶ Resolution 2343 (2017), para. 4.

⁶⁷ Resolution 2267 (2016), para. 11.

⁶⁸ Resolution 2323 (2016), fifteenth preambular paragraph.

⁶⁹ S/PRST/2017/22, fourteenth paragraph.

⁷⁰ Resolution 2358 (2017), sixth preambular paragraph.

⁷¹ Resolution 2372 (2017), seventh preambular paragraph.

⁷² Resolution 2385 (2017), eighteenth preambular paragraph.

⁷³ Resolutions 2287 (2016), seventh preambular paragraph; 2318 (2016), seventh preambular paragraph; 2352 (2017), seventh preambular paragraph; and 2386 (2017), seventh preambular paragraph.

⁷⁴ Resolutions 2352 (2017), paras. 4 and 5, and 2386 (2017), paras. 6 and 7.

agreement proposed by the Panel, and urged the Sudan Liberation Army-Abdul Wahid in particular to join the peace process without preconditions, in order to achieve a cessation of hostilities as a first step towards a comprehensive and sustainable peace agreement.⁷⁵ The Council welcomed the strengthened coordination of the African Union-United Nations Joint Special Representative for Darfur and Head of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) with the Panel and the Special Envoy of the Secretary-General for the Sudan and South Sudan in synchronising their mediation efforts and in generating progress on direct negotiations between the Government of the Sudan and the Darfur armed movements.⁷⁶

With respect to the conflict in South Sudan, the Council called on the parties to the Agreement on the Resolution of the Conflict in the Republic of South Sudan of 2015 to abide by and take no action inconsistent with the communiqué of the Intergovernmental Authority on Development (IGAD)

on the issue of the presidential decree on the creation of 28 new states.⁷⁷ The Council also called on the parties to provide unconditional support for the endeavours of the United Nations, the African Union and IGAD towards ensuring the implementation of the Agreement and the inclusivity of the national dialogue.⁷⁸ In the absence of progress in the political process, by the end of 2017, the Council expressed its strong support for the proposed IGAD high-level revitalization forum for the Agreement and added that the initiative would need strong, coordinated and cohesive regional support.⁷⁹ During the period under review, the Council also expressed appreciation for the role of the African Union Peace and Security Council in support of the establishment of the Hybrid Court for South Sudan.⁸⁰

Table 1 sets out provisions of decisions referring to regional and subregional organizations in relation to the pacific settlement of disputes. The subjects are listed in alphabetical order.

⁷⁵ Resolution 2363 (2017), para. 23.

⁷⁶ *Ibid.*, para. 20.

⁷⁷ S/PRST/2016/1, sixth paragraph.

⁷⁸ S/PRST/2017/4, sixth paragraph.

⁷⁹ S/PRST/2017/25, third paragraph.

⁸⁰ S/PRST/2016/1, eighth paragraph.

Table 1

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>
The situation in Afghanistan	Resolution 2274 (2016) 15 March 2016	Eleventh preambular paragraph and paras. 20 and 21	Collective Security Treaty Organization, Heart of Asia-Istanbul Process on Regional Security and Cooperation for a Secure and Stable Afghanistan, Organization of Islamic Cooperation, Regional Economic Cooperation Conference on Afghanistan, Shanghai Cooperation Organization, South Asian Association for Regional Cooperation
	Resolution 2344 (2017) 17 March 2017	Para. 33	Collective Security Treaty Organization, Conference on Interaction and Confidence-building Measures in Asia, Heart of Asia-Istanbul Process on Regional Security and Cooperation for a Secure and Stable Afghanistan, Organization of Islamic Cooperation, Regional Economic Cooperation Conference on Afghanistan, Shanghai Cooperation Organization, South Asian

<i>Item</i>	<i>Decision and date</i>	<i>Paragraphs</i>	<i>Regional organizations mentioned</i>
			Association for Regional Cooperation
The situation in Burundi	Resolution 2279 (2016) 1 April 2016	Seventeenth and eighteenth preambular paragraphs and paras. 5 and 7	African Union, East African Community
	Resolution 2303 (2016) 29 July 2016	Fourteenth and fifteenth preambular paragraphs and paras. 6, 7, 10 and 13	African Union, East African Community, European Union
	S/PRST/2017/13 2 August 2017	Fourth, seventh, eighth, eleventh and eighteenth paragraphs	African Union, East African Community, International Conference on the Great Lakes Region
The situation in the Central African Republic	Resolution 2301 (2016) 26 July 2016	Thirty-first and thirty-second preambular paragraphs and para. 14	African Union, Economic Community of Central African States (ECCAS), European Union, International Organization of la Francophonie, Organization of Islamic Cooperation
	S/PRST/2017/9 13 July 2017	Ninth and eleventh paragraphs	African Union
	Resolution 2387 (2017) 15 November 2017	Thirty-first and thirty-second preambular paragraphs and para. 3	African Union, ECCAS, European Union, International Conference on the Great Lakes Region, International Organization of la Francophonie, Organization of Islamic Cooperation
The situation in Côte d'Ivoire	Resolution 2284 (2016) 28 April 2016	Eighteenth preambular paragraph	African Union, ECOWAS, Mano River Union
The situation in the Democratic Republic of the Congo	S/PRST/2017/1 4 January 2017	Sixth paragraph	African Union
	S/PRST/2017/12 26 July 2017	Eleventh paragraph	African Union, International Conference on the Great Lakes Region, Southern African Development Community (SADC)
The situation in the Great Lakes region	Resolution 2389 (2017) 8 December 2017	Para. 3	African Union, International Conference on the Great Lakes Region, SADC
The situation in Guinea-Bissau	Resolution 2267 (2016) 26 February 2016	Fifth and twenty-second preambular paragraphs and paras. 8, 9 and 11	African Union, Community of Portuguese-speaking Countries, ECOWAS, European Union
	Resolution 2343 (2017) 23 February 2017	Fifth, sixth, seventh, twenty-fourth and twenty-fifth preambular paragraphs and paras. 4, 11 and 14	African Union, Community of Portuguese-speaking Countries, ECOWAS, European Union
The situation in Libya	Resolution 2323 (2016) 13 December 2016	Fourteenth and fifteenth preambular paragraphs	African Union, European Union, League of Arab States

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<i>Item</i>	<i>Decision and date</i>	<i>Paragraphs</i>	<i>Regional organizations mentioned</i>
The situation in Myanmar	S/PRST/2017/22 6 November 2017	Fourteenth paragraph	Association of Southeast Asian Nations, European Union, Organization of Islamic Cooperation
Peace consolidation in West Africa	S/PRST/2016/19 21 December 2016	Second, fourth, eighth and tenth paragraphs	African Union, ECOWAS
	Resolution 2337 (2017) 19 January 2017	Twelfth, thirteen and fifteenth preambular paragraphs and paras. 2 and 6	African Union, ECOWAS
The situation in Somalia	Resolution 2358 (2017) 14 June 2017	Sixth preambular paragraph	African Union
	Resolution 2372 (2017) 30 August 2017	Seventh preambular paragraph	African Union
	Resolution 2385 (2017) 14 November 2017	Eighteenth preambular paragraph	African Union
Reports of the Secretary-General on the Sudan and South Sudan	S/PRST/2016/1 17 March 2016	Sixth and eighth paragraphs	African Union, Intergovernmental Authority on Development (IGAD)
	Resolution 2287 (2016) 12 May 2016	Seventh preambular paragraph	African Union
	Resolution 2290 (2016) 31 May 2016	Twenty-second preambular paragraph	African Union
	Resolution 2318 (2016) 15 November 2016	Seventh preambular paragraph	African Union
	S/PRST/2017/4 23 March 2017	Sixth paragraph	African Union, IGAD
	Resolution 2352 (2017) 15 May 2017	Seventh preambular paragraph and para. 5	African Union
	Resolution 2363 (2017) 29 June 2017	Paras. 20 and 23	African Union
	Resolution 2386 (2017) 15 November 2017	Seventh preambular paragraph and paras. 6 and 7	African Union
	S/PRST/2017/25 14 December 2017	Third paragraph	IGAD

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

During the period under review, various Council members referred to the role of regional and subregional organizations in the pacific settlement of disputes. As described below (cases 3 and 4), Council discussions focused, respectively, on the complementary relationship between the United

Nations and the African Union in the context of the political crisis in Burundi, and the United Nations and African Union support for the mediation role of IGAD in the conflict in South Sudan.

Case 3 The situation in Burundi

At its 7752nd meeting, on 29 July 2016, the Council adopted resolution [2303 \(2016\)](#) by a vote in

which four members abstained.⁸¹ In the resolution the Council requested the Secretary-General to establish a United Nations police officers component in Burundi to monitor the security situation and human rights violations in coordination with African Union human rights observers and military experts.⁸² Explaining his decision to abstain in the voting, the representative of Egypt stated that the resolution selectively addressed the Secretary-General's recommendations regarding the mandate of the police contingent, which could result in the refusal of Burundi to cooperate; the current situation could even have a negative effect on the efforts of the African Union and the mediation efforts of the East African Community. He added that the language of the resolution did not reflect the views of all members of the Council.⁸³ The representative of Angola stated that the resolution should have made a "tangible contribution" to the political dialogue in Burundi, which should be pursued by strengthening cooperation among the Government of Burundi, the Mediator, the Facilitator and the Special Advisers to the Secretary-General on the Responsibility to Protect and the Prevention of Genocide.⁸⁴ The representatives of China and the Bolivarian Republic of Venezuela, as well as the representative of Spain, expressed support for the mediation efforts of the African Union and the East African Community.⁸⁵ The representative of the Russian Federation stated that resolution 2303 (2016) must be implemented in cooperation, coordination and consultation with the legitimate Government of Burundi, within frameworks agreed with it, and fostering a mutually beneficial dialogue.⁸⁶

The representative of Senegal opined that the African Union and the United Nations must monitor the situation together to assist the Government of Burundi and the opposition in holding a peaceful dialogue.⁸⁷ The representative of France urged the Government of Burundi to "finally allow the deployment" of 200 African Union observers.⁸⁸ The representative of the United States expressed disappointment at the delays on the part of the Government of Burundi in the implementation of the

memorandum of understanding allowing the deployment of African Union monitors. She further expressed regret that "the two abstainers from Africa" had failed to acknowledge the fate of Africa's own monitors; and said that this was an occasion when the Council could have sent "a clear, unified message" to the Government of Burundi that the Council would not allow similar tactics to delay the police deployment authorized by the resolution, and that the continued obstruction of the African Union mission should stop.⁸⁹

Case 4 Reports of the Secretary-General on the Sudan and South Sudan

At its 7850th meeting, on 23 December 2016, the Council had before it a draft resolution submitted by the United States, which it failed to adopt, owing to an insufficient number of affirmative votes, and by which it would have imposed an arms embargo against the warring parties in South Sudan.⁹⁰ In explaining the decision to abstain, the representative of China emphasized that the leading role of the Intergovernmental Authority on Development (IGAD) in mediating the South Sudan issue should be supported so that peace, stability and development could be realized as soon as possible. While noting that the IGAD communiqué did not support the imposition of an embargo or sanctions, he said that the legitimate aspirations of IGAD and the African countries must be fully respected and that Council actions should be conducive to the political solution of the issue.⁹¹ The representative of Egypt added that the presidents of the countries members of IGAD had refused the sanctions on the basis of the fact that sanctions would not contribute to a solution.⁹² The representative of the Bolivarian Republic of Venezuela stated that the Council should promote an "African solution to African problems", and endorsed the unanimous position of the region on this matter, which was that the imposition of an arms embargo or sanctions on South Sudan would not offer a solution; he said that what was needed instead was dialogue, reconciliation and the commitment of the parties to implement the peace agreement.⁹³ The representative of Angola, who also abstained in the voting, said that the Council

⁸¹ Angola, China, Egypt and Venezuela (Bolivarian Republic of).

⁸² Resolution 2303 (2016), para. 13. For an overview of the decisions of the Council with respect to the role of regional organizations in the peaceful settlement of disputes in Burundi, see sect. II.A above.

⁸³ S/PV.7752, p. 3.

⁸⁴ Ibid., p. 4.

⁸⁵ Ibid., p. 4 (China); p. 5 (Spain); and p. 6 (Bolivarian Republic of Venezuela).

⁸⁶ Ibid., p. 9.

⁸⁷ Ibid., p. 7.

⁸⁸ Ibid., p. 2.

⁸⁹ Ibid., p. 7.

⁹⁰ The draft resolution (S/2016/1085) obtained 7 votes in favour and there were 8 abstentions.

⁹¹ S/PV.7850, pp. 5–6.

⁹² Ibid., p. 8.

⁹³ Ibid., p. 9.

should reinforce and encourage the position of IGAD, which had been adopted by the African Union.⁹⁴

The representative of the United Kingdom expressed regret that a chance to take a small step towards changing reality had been missed, and said that the Council, the African Union, IGAD and all parties to the conflict had a responsibility to redouble their efforts for peace.⁹⁵

On 23 March 2017, at its 7906th meeting, the Council adopted a presidential statement in which it underscored its support for regional and international efforts to advance the implementation of the Agreement on the Resolution of the Conflict in the Republic of South Sudan of 2015, and called for immediate adherence to the ceasefire called for in the Agreement.⁹⁶ In his remarks to the Council, the Secretary-General urged the members of the Council and IGAD leaders to unanimously declare their support for the immediate cessation of hostilities, restoring the peace process and ensuring unrestricted humanitarian access and freedom of movement for the United Nations Mission in South Sudan and a future regional protection force.⁹⁷ The representative of Sweden underlined that the United Nations, the African Union and IGAD must work closely together in finding a political solution to the conflict, and said that the joint consultative meeting of the three organizations on the sidelines of the African Union summit was an example of the kind of coordination necessary to put real pressure on the parties to the conflict.⁹⁸

On 28 November 2017, at the 8115th meeting, the Assistant Secretary-General for Peacekeeping Operations informed Member States about the final preparations for the holding of the IGAD high-level revitalization forum for parties to the Agreement. She underlined the importance of having unified and unconditional support for this process, and said that it was crucial for the Government of South Sudan and all political parties to engage constructively in the process and to start by ceasing all hostilities.⁹⁹ The representative of Ethiopia, current Chair of IGAD, welcomed the support for the revitalization forum provided by the United Nations and the African Union and encouraged all three organizations to redouble their efforts, including through more frequent consultations in preparation for the final phase of the process.¹⁰⁰ The representative of the Plurinational State of Bolivia described the IGAD forum as the “only existing concrete initiative”.¹⁰¹ Also expressing support for the IGAD initiative, Sweden added that, building on the communiqué of the African Union Peace and Security Council of 20 September, the Council must stand unified and speak with one voice to provide the forum with the best possible prospects for taking a genuine step forward.¹⁰² The representative of Senegal welcomed the decision of IGAD to provide an update as soon as possible on the progress made with regard to the initiative of the forum, in order to enable the Council to take appropriate measures in support of its decisions.¹⁰³

⁹⁴ Ibid. p. 10.

⁹⁵ Ibid., p. 5.

⁹⁶ See [S/PV.7906](#). See also [S/PRST/2017/4](#), fourth and sixth paragraphs.

⁹⁷ S/PV.7906, p. 5.

⁹⁸ Ibid., p. 10.

⁹⁹ S/PV.8115, pp. 3–4.

¹⁰⁰ Ibid., p. 6.

¹⁰¹ Ibid., p. 8.

¹⁰² Ibid., p. 10.

¹⁰³ Ibid., p. 13.

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 Herzegovina¹⁰⁴ and the African Union Mission in Somalia.¹⁰⁵ The North Atlantic Treaty Organization

¹⁰⁴ Resolutions [2315 \(2016\)](#), para. 3, and [2384 \(2017\)](#), para. 3.

¹⁰⁵ Resolutions [2289 \(2016\)](#), para. 1, [2297 \(2016\)](#), para. 4,

(NATO) Force in Kosovo, established by resolution [1244 \(1999\)](#), continued to operate, and no decisions were taken with respect to its mandate during the biennium.

The Council welcomed the deployment of the Joint Force of the Group of Five for the Sahel, requested the Secretary-General to enhance cooperation between the United Nations Multidimensional Integrated Stabilization Mission in Mali and the Joint Force and called on international partners to contribute the necessary resources for its functioning.¹⁰⁶ The Council in its decisions during the review period also took note of the work of, and called for United Nations

[2355 \(2017\)](#), para. 1, and [2372 \(2017\)](#), para. 5.

¹⁰⁶ See, for example, resolutions [2295 \(2016\)](#), para. 24, [2359 \(2017\)](#), paras. 5 and 6, and [2391 \(2017\)](#), seventh preambular paragraph and para. 16.

peace operations to cooperate with, several regionally led military and police training missions, namely the NATO Resolute Support Mission in Afghanistan,¹⁰⁷ the European Union training mission in the Central African Republic,¹⁰⁸ the European Union training mission in Mali¹⁰⁹ and the Economic Community of West African States Mission in Guinea-Bissau.¹¹⁰

Table 2 lists the decisions by which the Council authorized peacekeeping missions led by regional organizations during the reporting period.

¹⁰⁷ See, for example, resolutions [2274 \(2016\)](#), para. 7 (f), and [2344 \(2017\)](#), para. 5 (f).

¹⁰⁸ See, for example, resolutions [2301 \(2016\)](#), para. 34 (b), and [2387 \(2017\)](#), para. 43 (b).

¹⁰⁹ See, for example, resolution [2364 \(2017\)](#), para. 45.

¹¹⁰ See, for example, resolutions [2267 \(2016\)](#), para. 2 (b), and [2343 \(2017\)](#), para. 2 (c).

Table 2

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 2315 (2016) 8 November 2016	paras. 3–6	European Union Force (EUFOR-Althea)
	Resolution 2384 (2017) 7 November 2017	paras. 3–6	EUFOR-Althea
The situation in Somalia	Resolution 2289 (2016) 27 May 2016	para. 1	African Union Mission in Somalia (AMISOM)
	Resolution 2297 (2016) 7 July 2016	paras. 4–7	AMISOM
	Resolution 2355 (2017) 26 May 2017	para. 1	AMISOM
	Resolution 2372 (2017) 30 August 2017	paras. 5–8	AMISOM

European Union Force-Althea

During the period under review, the Council twice renewed the authorization of the European Union Force-Althea (EUFOR-Althea) in Bosnia and Herzegovina, for a period of 12 months each time.¹¹¹ The Council reiterated its authorization for Member States to take “all measures necessary” 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 that the parties would be held equally responsible for compliance with those annexes and would be subject to such enforcement action by EUFOR-Althea and the NATO presence as might be necessary.¹¹² 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, and recognized the right of

¹¹¹ Resolutions [2315 \(2016\)](#), paras. 3 and 4, and [2384 \(2017\)](#), paras. 3 and 4. For information on the establishment of EUFOR-Althea, see *Repertoire, Supplement 2004–2007*, chap. XII, part III.C.

¹¹² Resolutions [2315 \(2016\)](#), para. 5, and [2384 \(2017\)](#), para. 5.

both to take all measures necessary to defend themselves from attack or threat of attack.¹¹³

African Union Mission in Somalia

During the period under review, the Council adopted resolutions 2289 (2016) of 27 May 2016, 2297 (2016) of 7 July 2016, 2355 (2017) of 26 May 2017, 2358 (2017) of 14 June 2017, 2372 (2017) of 30 August 2017 and 2385 (2017) of 14 November 2017 and issued a presidential statement on 10 February 2017,¹¹⁴ in connection with the African Union Mission in Somalia (AMISOM). The Council renewed four times the authorization of the States members of the African Union to maintain the deployment of AMISOM, initially authorized in 2007.¹¹⁵

By resolution 2297 (2016), the Council established several levels of priority for the existing mandated tasks of AMISOM and made several modifications. The Mission's "strategic objectives" were to reduce the threat posed by Al-Shabaab and other armed opposition groups; to provide security in order to enable the political process as well as stabilization efforts, reconciliation and peacebuilding in Somalia; and to enable the gradual handing over of security responsibilities to the Somali security forces.¹¹⁶

As "priority tasks", the Council authorized AMISOM to conduct offensive operations against Al-Shabaab and other armed opposition groups; to maintain a presence in the sectors set out in the Mission's concept of operations in order to establish conditions for effective and legitimate governance; to assist with the free movement, safe passage and protection of all those involved with the peace and reconciliation process and ensure the security of the electoral process; and to secure key supply routes essential to improving the humanitarian situation and those critical for logistical support.¹¹⁷ The Council also authorized the Mission to carry out several "essential tasks", namely, to conduct joint operations with the Somali security forces; to contribute to the creation of the conditions necessary for the provision of humanitarian assistance; to engage with communities in recovered areas; to provide protection to Somali

authorities and to AMISOM and United Nations personnel; and to receive defectors on a transitory basis in coordination with the United Nations.¹¹⁸

Also in resolution 2297 (2016), the Council underlined the importance of AMISOM forces carrying out their mandate in full compliance with their obligations under international humanitarian law and international human rights law and cooperating with the United Nations Assistance Mission in Somalia (UNSNOM) and the United Nations Support Office in Somalia in implementing the United Nations human rights due diligence policy; and called upon the African Union to investigate and report allegations of violations and abuses of human rights and international humanitarian law and to continue to ensure the highest standards of transparency, conduct and discipline. The Council also requested the Secretary-General to ensure that any support provided to non-United Nations security forces was provided in strict compliance with the human rights due diligence policy.¹¹⁹

In 2017, by resolution 2372 (2017), the Council took note of the joint African Union-United Nations review of AMISOM conducted after the 2016 electoral process, pursuant to resolution 2297 (2016), to ensure that the Mission was properly configured to support the next phase of State-building in Somalia.¹²⁰ The Council emphasized that the long-term objective for Somalia was that Somali security forces assumed full responsibility for the country's security, and recognized that AMISOM remained critical to security during that transition; and welcomed the recommendation of the review for a gradual and phased reduction of the Mission's uniformed personnel in order to provide a greater support role to the Somali security forces.¹²¹

Among the strategic objectives of AMISOM, as defined in resolution 2297 (2016), the Council listed first the gradual handing over of security responsibilities to the Somali security forces.¹²² The Council defined as "priority tasks to achieve these objectives" the tasks of maintaining a presence in the sectors set out in the Mission's concept of operations, assisting Somali security forces to protect the Somali authorities, protecting its own personnel and facilities,

¹¹³ Resolutions 2315 (2016), para. 6, and 2384 (2017), para. 6.

¹¹⁴ S/PRST/2017/3. For information on the establishment of AMISOM, see *Repertoire, Supplement 2004–2007*, chap. XII, part III.C.

¹¹⁵ Resolutions 2289 (2016), para. 1, 2297 (2016), para. 4, 2355 (2017), para. 1, and 2372 (2017), para. 5.

¹¹⁶ Resolution 2297 (2016), para. 5 (a)–(c).

¹¹⁷ Ibid., para. 6 (a)–(d).

¹¹⁸ Ibid., para. 7 (a)–(f).

¹¹⁹ Ibid., paras. 14 and 15. For more information on the mandate of the United Nations Assistance Mission in Somalia, see part X, sect. II, "Special political missions".

¹²⁰ Resolution 2372 (2017), fourteenth preambular paragraph. See also resolution 2297 (2016), para. 24, and letter dated 25 July 2017 from the Secretary-General addressed to the President of the Security Council (S/2017/653).

¹²¹ Resolution 2372 (2017), paras. 1 and 4.

¹²² Ibid., para. 7 (a).

securing key supply routes and receiving defectors.¹²³ Those priority tasks also included the conduct of targeted offensive operations against Al-Shabaab, mentoring and assisting Somali security forces, both military and police, in close collaboration with UNSOM, and reconfiguring AMISOM, as security conditions allowed, in favour of police personnel within the authorized personnel ceiling.¹²⁴

The Council requested the Secretary-General to conduct a comprehensive assessment of AMISOM by 15 April 2018, working closely with the African Union and the Federal Government of Somalia, to take stock of the transition, and expressed its intention to consider further reductions in uniformed personnel as security conditions and Somali capabilities allowed.¹²⁵

The Council reiterated its request to the Secretary-General to provide a logistical support package for AMISOM,¹²⁶ stressed the need to enhance the predictability, sustainability and flexibility of financing for African Union-led peace support operations authorized by the Council under Chapter VIII of the Charter, and urged the Secretary-General, the African Union and partners to explore in earnest funding arrangements for AMISOM, bearing in mind the full range of options available to the United Nations, the African Union, the European Union and other partners.¹²⁷

During the period under review, the Council reiterated the mandate of AMISOM to document all military equipment captured as part of its offensive operations and to support the implementation of the charcoal ban, and also requested it to share information with the Monitoring Group on Somalia and Eritrea regarding Al-Shabaab activities.¹²⁸

In connection with piracy and armed robbery at sea off the coast of Somalia, the Council welcomed the efforts of the European Union Mission on Regional Maritime Capacity-building in the Horn of Africa and the subsequent European Union Capacity-building Mission in Somalia, which worked with the Government of Somalia to strengthen its criminal justice system and

to develop its maritime security capacities in order to enable it to enforce maritime law more effectively.¹²⁹

Joint Force of the Group of Five for the Sahel

By resolution 2359 (2017), the Council welcomed the deployment of the Joint Force of the Group of Five for the Sahel (G-5 Sahel), with up to 5,000 military and police personnel, throughout the territories of the contributing countries, namely Burkina Faso, Chad, Mali, Mauritania and the Niger, with a view to restoring peace and security in the region.¹³⁰ The Council further welcomed the strategic concept of operations of the Joint Force, including its provisions related to humanitarian liaison, protection of civilians, gender and conduct and discipline; it urged the Joint Force, the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and the French forces deployed in Mali to ensure adequate coordination and exchange of information, within their respective mandates, and reiterated its request to the Secretary-General to enhance cooperation between MINUSMA and the G-5 Sahel through the provision of relevant intelligence and liaison officers.¹³¹

By resolution 2391 (2017), the Council welcomed the steady and rapid progress in the operationalization of the Joint Force, and encouraged the G-5 Sahel to continue to take appropriate measures in order for the Joint Force to reach its full operational capacity by the announced timeframe of March 2018.¹³² The Council stressed that the efforts of the Joint Force to counter the activities of terrorist groups and other organized criminal groups would contribute to creating a more secure environment in the Sahel region and thus facilitate the fulfilment by MINUSMA of its mandate to stabilize Mali; it stressed, further, that operational and logistical support from MINUSMA had the potential to allow the Joint Force to enhance its ability to deliver on its mandate; and requested the Secretary-General to conclude a technical agreement between the United Nations, the European Union and the G-5 Sahel, with a view to providing operational and logistical support.¹³³

¹²³ Ibid., para. 8 (a)–(d) and (h).

¹²⁴ Ibid., para. 8 (e)–(g).

¹²⁵ Ibid., paras. 23 and 24.

¹²⁶ Resolutions 2297 (2016), para. 32, and 2372 (2017), para. 44.

¹²⁷ Resolution 2327 (2017), para. 32.

¹²⁸ Resolutions 2317 (2016), paras. 12, 23 and 37, and 2385 (2017), paras. 13, 27 and 45. For more information on the sanctions measures concerning Somalia and Eritrea, see part VII, sect. III, “Measures not involving the use of armed force in accordance with Article 41 of the Charter”.

¹²⁹ Resolutions 2316 (2016), fifteenth preambular paragraph, and 2383 (2017), fifteenth and sixteenth preambular paragraphs.

¹³⁰ Resolution 2359 (2017), para. 1. The deployment of the Joint Force was authorized by the Peace and Security Council of the African Union (communiqué of 13 April 2017).

¹³¹ Resolution 2359 (2017), paras. 2 and 5

¹³² Resolution 2391 (2017), paras. 1 and 2.

¹³³ Ibid., paras. 12 and 13 (a)–(d).

The Council underlined the need for the operations of the Joint Force to be conducted in full compliance with international law, including international humanitarian law, international human rights law and international refugee law, and for active steps to be taken to minimize the risk of harm to civilians and to ensure accountability. It also requested the G-5 Sahel and the Joint Force to take into account a gender perspective, to pay attention to the protection of children, to prevent and combat impunity for sexual exploitation and abuse, and to ensure the highest standards of transparency, conduct and discipline for their contingents. It noted that the Secretary-General would ensure that any support to non-United Nations security forces would be provided in strict compliance with the United Nations human rights due diligence policy, and called upon the Joint Force to cooperate with the United Nations in implementing that policy.¹³⁴

With regard to resources, the Council welcomed the coordination mechanism established by the G-5 Sahel, supported by the European Union, and other commitments to provide support.¹³⁵ It also encouraged all international and regional partners to provide bilateral and other assistance to support the efforts of the G-5 Sahel to establish and implement a compliance framework relating to violations of international human rights law and international humanitarian law.¹³⁶

Resolute Support Mission in Afghanistan

In connection with the situation in Afghanistan, the Council welcomed the agreement between NATO and Afghanistan that led to the establishment of the non-combat Resolute Support Mission, to train, advise and assist the Afghan National Defence and Security Forces.¹³⁷ The Council also reiterated the mandate of the United Nations Assistance Mission in Afghanistan to closely coordinate and cooperate with the Resolute Support Mission.¹³⁸

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,¹³⁹ AMISOM in Somalia,¹⁴⁰ the Joint Force of the G-5 Sahel¹⁴¹ and the NATO Resolute Support Mission in Afghanistan.¹⁴² As illustrated in the case studies on the situation in Somalia (case 5) and peace and security in Africa (case 6), in the discussions, Council members and other speakers focused their remarks on, inter alia, the need for international and United Nations support for the effective conduct of regional operations, close cooperation and coordination with the United Nations and its own peace operations, respect for the principle of national ownership and the need for conditions-based transition processes.

Case 5 The situation in Somalia

At the 7674th meeting of the Council, held on 19 April 2016 in connection with the situation in Somalia, the Permanent Observer of the African Union said that there was a clear justification for the renewal of the mandate of the African Union Mission in Somalia (AMISOM) in the light of the progress made in the creation of a conducive environment in the political process, but also the continued security challenges in the country. The strategy of AMISOM must be adapted to the evolving challenges through targeted offensive operations; other critical issues were the mobilization of resources and the deployment of operational enablers and force multipliers.¹⁴³ Several speakers highlighted the achievements of AMISOM, and the Somali National Army, against Al-Shabaab, as well as the outstanding security challenges.¹⁴⁴ The Russian Federation described the security situation as worrisome and underlined the need for African Union peacekeepers and Somali security forces to step up their combat efforts against Al-Shabaab and for the United Nations to expand its logistical and technical support in this regard.¹⁴⁵ Several Council members welcomed and took note of the summit of troop- and police-contributing countries convened by the African Union in Djibouti, on 28 February 2016, to address, inter alia, command and control challenges in the

¹³⁴ Ibid., paras. 17, 18–21 and 23.

¹³⁵ Ibid., paras. 7, 9 and 10.

¹³⁶ Ibid., paras. 11 and 22.

¹³⁷ Resolution 2274 (2016), twentieth preambular paragraph; see also paras. 28–30.

¹³⁸ Resolutions 2274 (2016), para. 7 (f), and 2344 (2017), para. 5 (f).

¹³⁹ See S/PV.7803 and S/PV.8089.

¹⁴⁰ See S/PV.7626, S/PV.7674, S/PV.7816, S/PV.7873, S/PV.7905, S/PV.7925, S/PV.7942, S/PV.8035 and S/PV.8046.

¹⁴¹ See S/PV.7979, S/PV.8006, S/PV.8024, S/PV.8080 and S/PV.8129.

¹⁴² See S/PV.7645, S/PV.7722, S/PV.7771, S/PV.7844, S/PV.7896, S/PV.7980, S/PV.8055 and S/PV.8147.

¹⁴³ S/PV.7674, pp. 6–7.

¹⁴⁴ Ibid., p. 12 (Egypt); p. 14 (United States); and p. 23 (France).

¹⁴⁵ Ibid., p. 15.

Mission.¹⁴⁶ In addition to a more unified command and control structure, the representative of Spain said that AMISOM should have a strengthened and centralized intelligence capacity, and expressed the hope that the already committed enabling elements would soon be made available.¹⁴⁷

The representative of Spain further underlined the need for the Somali National Army and police to assume greater responsibility with a view to developing an exit strategy for AMISOM.¹⁴⁸ The representative of the United States described the partnership between AMISOM, the Somali National Army, the United Nations Assistance Mission in Somalia (UNSAM) and the United Nations Support Office in Somalia as a unique one, which required close cooperation and coordination, including making sure that AMISOM had the right equipment and was operationally sound.¹⁴⁹ The representative of New Zealand said that the current funding challenges should be addressed in a manner that did not undermine the Mission's operations; and the representative of Angola stressed that predictable funding was an absolute necessity for AMISOM.¹⁵⁰ The representative of France stated that the fight against Al-Shabaab required exemplary conduct on the part of AMISOM troops in terms of respect for human rights law and international humanitarian law.¹⁵¹

At the 7905th meeting, on 23 March 2017, the President of Somalia, the Special Representative of the Secretary-General for Somalia and Head of UNSOM, and the Special Representative of the Chairperson of the African Union Commission for Somalia and Head of AMISOM made statements on the situation in the country in the aftermath of the presidential elections.¹⁵² The representative of the United Kingdom called for further progress on the development of a security architecture for the Somali security forces; once that architecture had been agreed on, the international community should outline its support to security sector reform. He also underlined the need for agreement on a conditions-based transition away from AMISOM to the

Somali security forces.¹⁵³ The representative of the United States observed that the severity of the security challenges in Somalia rendered a transition to a United Nations peacekeeping operation inappropriate at this time, and said that AMISOM should continue its principal mission of reducing the threat of Al-Shabaab while setting the conditions for a successful security transition.¹⁵⁴ On the issue of funding, the representative of France expressed regret that financial support for the Mission was not geographically diverse, the European Union providing 80 per cent of the total required.¹⁵⁵

At its 8035th meeting, on 30 August 2017, the Council, acting under Chapter VII of the Charter, unanimously adopted resolution [2372 \(2017\)](#), by which it authorized States members of the African Union to maintain the deployment of AMISOM until 31 May 2018 and provided for a reduction in the level of uniformed personnel.¹⁵⁶ In explanation of his vote, the representative of the United Kingdom stated that the continued presence of AMISOM in Somalia was critical to allow progress to continue, the President's vision of reform to take root and time for the country to build its security capacity. At the same time, he noted that the Council, for the first time, had begun to reduce the number of military personnel deployed in Somalia, and said that it was time for a new approach to security, focusing not only on tackling the threat from Al-Shabaab but also on the gradual handover of security responsibility to the Somali security forces.¹⁵⁷

The representative of Ethiopia spoke of the need to secure predictable and sustainable funding for AMISOM, possibly including United Nations assessed contributions to address the resourcing gap in the Mission, and looked forward to the report of the Secretary-General on the matter by November 2017. He added that decisions on the course of the transition in Somalia should be informed by taking a closer look at the situation on the ground, and therefore welcomed the fact that the Council had recognized the need for a continuous and comprehensive assessment of AMISOM in the resolution just adopted.¹⁵⁸

¹⁴⁶ Ibid., p. 12 (United Kingdom); p. 17 (Spain); p. 19 (Japan); p. 21 (New Zealand); p. 23 (Malaysia); pp. 23–24 (France); and p. 27 (China).

¹⁴⁷ Ibid., p. 17.

¹⁴⁸ Ibid.

¹⁴⁹ Ibid., p. 14.

¹⁵⁰ Ibid., p. 21 (New Zealand); and p. 25 (Angola).

¹⁵¹ Ibid., p. 24.

¹⁵² [S/PV.7905](#), pp. 2–4 (Special Representative of the Secretary-General for Somalia and Head of UNSOM); pp. 4–6 (Special Representative of the Chairperson of the African Union Commission for Somalia and Head of AMISOM, via videoconference); and pp. 6–8 (Somalia).

Case 6 Peace and security in Africa

On 30 October 2017, the Council held a high-level meeting, its 8080th, to consider the report of the

¹⁵³ Ibid., p. 8.

¹⁵⁴ Ibid., p. 19.

¹⁵⁵ Ibid., p. 23.

¹⁵⁶ Resolution [2372 \(2017\)](#), para. 5.

¹⁵⁷ [S/PV.8035](#), p. 2.

¹⁵⁸ Ibid., p. 3.

Secretary-General on the Joint Force of the Group of Five for the Sahel (G-5 Sahel), which was submitted to the Council pursuant to resolution [2359 \(2017\)](#).¹⁵⁹ Opening the meeting, the Secretary-General briefed the Council on the challenging security and humanitarian situation in the Sahel, highlighting in particular the spread of extremism and terrorism, the trafficking in human beings, drugs and arms, and other criminal activities. Given the urgency of the situation, the Secretary-General maintained that innovative actions were needed in support of the efforts of the G-5 Sahel, not only in the security field but also in the areas of development and governance. With the rapid evolution of the situation, the Secretary-General invited the Council to be ambitious in its choices and to provide strong political support for the G-5 Sahel and material and operational support to the Joint Force in line with the four options presented in his report.¹⁶⁰

In their remarks, the Chairperson of the African Union Commission, the Ministers for Foreign Affairs of Burkina Faso, Chad, Mali and the Niger and the Minister of Defence of Mauritania updated the Council on the status of the Joint Force and underlined the importance of sustained support from the United Nations to achieve its objectives.¹⁶¹

Council members expressed concern regarding the situation in the Sahel and noted the importance of the task of the Joint Force to combat terrorism and organized crime in the region.¹⁶² Several speakers described the utility of the Council's recent mission to the region to assess the difficult security and humanitarian situation in the Sahel region and the status of deployment of the Joint Force.¹⁶³ The Minister for Europe and Foreign Affairs of France said that the Council must support the Joint Force "by playing its full role in the mobilization of the international community to support the initiative, but also by thinking about forms of multilateral support as proposed by the Secretary-General".¹⁶⁴ The representative of Egypt echoed this sentiment and said

that the Council had a legal and moral responsibility to provide support to the countries of the Sahel.¹⁶⁵

The representative of Egypt further maintained that the Joint Force was the best possible way of dealing with regional security challenges, being in the long term the most sustainable and least costly option.¹⁶⁶ The representative of Ukraine opined that the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), if its mandate were adjusted, could provide valuable targeted assistance to the Joint Force.¹⁶⁷ The representative of the Russian Federation said that the gradual expansion of United Nations cooperation should be considered, especially since the mandates of MINUSMA and the G-5 Sahel countries coincided with regard to providing support to the Government of Mali.¹⁶⁸ The representative of Kazakhstan said the Council should ensure the complementarity of the Joint Force and MINUSMA, Operation Barkhane, the Multinational Joint Task Force for the Lake Chad basin and regional frameworks, particularly the African Union-led Nouakchott Process.¹⁶⁹ A number of speakers emphasized the importance of the Joint Force abiding by international human rights and international humanitarian law.¹⁷⁰

The representative of the United States expressed the expectation that the G-5 Sahel countries would "take on full regional ownership" of the Joint Force within a period of three to six years, with continued United States engagement, and noted "serious and well-known reservations" about using United Nations resources to support non-United Nations activities. She added that the ability of MINUSMA to focus on its core objective could be further compromised by a mandate to support a force with a broad concept of operations and recurring needs.¹⁷¹

Many speakers agreed that lasting peace in the Sahel could not be achieved solely through security measures and required cooperation between the United Nations, the African Union, the G-5 Sahel countries and other international partners in supporting sustainable development, good governance and the promotion of the rule of law. They also described the renewed implementation of the United Nations integrated strategy for the Sahel and the Agreement on Peace and Reconciliation in Mali of 2015 as the

¹⁵⁹ [S/2017/869](#).

¹⁶⁰ [S/PV.8080](#), pp. 2–3. See also [S/2017/869](#).

¹⁶¹ [S/PV.8080](#), pp. 4–5 (Mali); pp. 6–7 (African Union Commission); p. 28 (Burkina Faso); p. 29 (Chad); p. 30 (Mauritania); and pp. 31–32 (Niger).

¹⁶² *Ibid.*, p. 9 (France); p. 12 (United States); p. 14 (Ukraine); p. 17 (Italy); p. 18 (Russian Federation); pp. 20–21 (Egypt); p. 21 (Kazakhstan); p. 22 (China); p. 24 (Uruguay); and p. 26 (Plurinational State of Bolivia).

¹⁶³ *Ibid.*, p. 10 (France); p. 14 (Ukraine); p. 15 (United Kingdom); pp. 16–17 (Ethiopia); and p. 17 (Italy).

¹⁶⁴ *Ibid.*, p. 10.

¹⁶⁵ *Ibid.*, p. 20.

¹⁶⁶ *Ibid.*, p. 21.

¹⁶⁷ *Ibid.*, p. 14.

¹⁶⁸ *Ibid.*, p. 19.

¹⁶⁹ *Ibid.*, p. 22.

¹⁷⁰ *Ibid.*, p. 12 (Sweden); p. 15 (United Kingdom); p. 17 (Italy); and p. 25 (Uruguay).

¹⁷¹ *Ibid.*, p. 13.

appropriate political frameworks in that regard.¹⁷² The representative of Sweden encouraged “strong engagement” by the African Union in ensuring coordination with other regional initiatives and frameworks and in ensuring further integration with the African Union peace and security architecture.¹⁷³

On 8 December 2017, at its 8129th meeting, the Council unanimously adopted resolution 2391 (2017), by which it provided operational and logistical support to the Joint Force.¹⁷⁴ Speaking after the vote, the representative of France described the resolution as a success for the Council, which had shown its ability to provide a substantive response to one of the main threats to international peace and security in the world; the resolution also demonstrated that there was consensus on the importance of supporting African countries that were coming together to combat terrorism.¹⁷⁵ The representative of the United States said that resolution 2391 (2017) would provide some immediate logistical support on a reimbursable basis to the Joint Force and that the Council’s encouragement of a technical agreement was the full extent of any support role that the United Nations should play outside of continued coordination and technical assistance on a voluntary basis. She added that the

Council must not lose sight of ensuring that MINUSMA had the troops and capabilities it needed to succeed.¹⁷⁶ The representative of Sweden highlighted the call in the resolution for the implementation of a robust human rights and international humanitarian law compliance framework.¹⁷⁷

The representative of Egypt expressed disappointment with the Council’s failure to address expectations relating to the manner, scope and means of providing support so as to meet the genuine needs of the Joint Force with clear deadlines; and said that, given the moral, political and legal responsibility of the Council by virtue of the Charter to maintain international peace and security, it should periodically review the support provided to the Joint Force.¹⁷⁸ The representative of China called on the Council to fully respect and enable African ownership in seeking African solutions to African problems, to support the efforts of the Sahel countries in maintaining peace and security, and to encourage the United Nations and the international community to provide the Joint Force with the necessary support, including financial resources.¹⁷⁹ The representative of Ethiopia expressed the hope that, upon appropriate evaluation of the performance of the Joint Force, the Council would be able to provide “enhanced support” in due course.¹⁸⁰

¹⁷² Ibid., p. 11 (France); p. 13 (United States); pp. 14–15 (Ukraine); p. 17 (Ethiopia); p. 18 (Italy); p. 19 (Russian Federation); p. 21 (Egypt); p. 22 (Kazakhstan); p. 23 (China); p. 24 (Japan); and p. 26 (Plurinational State of Bolivia).

¹⁷³ Ibid., pp. 11–12.

¹⁷⁴ Resolution 2391 (2017), paras. 12 and 13.

¹⁷⁵ S/PV.8129, p. 3.

¹⁷⁶ Ibid., p. 4.

¹⁷⁷ Ibid., p. 7.

¹⁷⁸ Ibid., p. 5.

¹⁷⁹ Ibid., p. 8.

¹⁸⁰ Ibid.

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. Given that the authorizations accorded by the Council to regional peacekeeping operations to use force in the implementation of their mandates are covered in section III above, this section focuses on the authorization of enforcement actions by regional and other organizations outside the context of regional peacekeeping operations. 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. The Council did, notwithstanding, authorize 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, in 2016, the Council authorized Member States “acting nationally or through regional organizations” to inspect vessels on high seas off the Libyan coast suspected of carrying arms or related materiel to or from Libya in violation of previous Council resolutions, and further authorized them to use “all measures commensurate to the specific circumstances” to carry out the inspections.¹⁸¹ Also acting under Chapter VII in connection with the question of migration, the Council renewed the authorization to Member States “acting nationally or through regional organizations” set out in resolution [2240 \(2015\)](#) to use “all measures commensurate to the specific circumstances” when confronting migrant smugglers or human traffickers.¹⁸²

In relation to the situation in Somalia, also 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 at sea, or for which there were reasonable grounds for suspecting such use.¹⁸³ The Council also renewed for a period of 12 months the authorizations initially granted in resolution [1846 \(2008\)](#), including the use of “all necessary means”, to States and regional organizations cooperating with Somali authorities in the fight against piracy and armed robbery at sea off the coast of Somalia.¹⁸⁴

Concerning the situation in South Sudan and acting under Chapter VII, the Council established the Regional Protection Force as part of the United Nations Mission in South Sudan and authorized it to use “all necessary means” to accomplish its mandate, and called upon the Intergovernmental Authority on Development to insist that the South Sudanese fulfil their commitments in this regard.¹⁸⁵

With regard to sanctions measures, the Council adopted a number of decisions in which it either recognized or requested the support of regional and

subregional organizations in their implementation with respect to the Central African Republic and the Sudan.

In connection with the situation in the Central African Republic, and acting under Chapter VII of the Charter, the Council emphasized the importance of regular consultations with concerned Member States and regional and subregional organizations being held by the Committee established pursuant to resolution [2127 \(2013\)](#) to ensure full implementation of the renewed arms embargo, asset freeze and travel ban.¹⁸⁶ The Council also reiterated previous calls on all parties and all Member States, as well as regional and subregional organizations, to ensure cooperation with the Panel of Experts and the safety of its members.¹⁸⁷ Concerning the situation in the Sudan and in Darfur the Council continued to urge the African Union and other parties to cooperate fully with the Committee and the Panel of Experts established pursuant to resolution [1591 \(2005\)](#), in particular by supplying any information at their disposal on the implementation of measures concerning the Sudan.¹⁸⁸

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

During 2016 and 2017, several explicit references to Article 53 of the Charter were made in debates on thematic and region-specific issues before the Council. At the 7621st meeting, held on 15 February 2016 under the item entitled “Maintenance of international peace and security”, the representative of the League of Arab States, citing Article 53, said that the Council should consider cooperating with the Organization of Islamic Cooperation and the League of Arab States, as it did with the African Union, particularly with regard to establishing joint forces with the League.¹⁸⁹

At the 7694th meeting, held on 24 May 2016 under the item entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and

¹⁸¹ Resolution [2292 \(2016\)](#), paras. 3 and 4.

¹⁸² Resolutions [2312 \(2016\)](#), para. 7, and [2380 \(2017\)](#), para. 7.

¹⁸³ Resolution [2316 \(2016\)](#), para. 12.

¹⁸⁴ *Ibid.*, para. 14. See also resolution [2246 \(2015\)](#), para. 14.

¹⁸⁵ Resolution [2304 \(2016\)](#), paras. 8, 10 and 11. For more information on the mandate of the Regional Protection Force, see part X, sect. I, “Peacekeeping operations”.

¹⁸⁶ Resolutions [2262 \(2016\)](#), para. 16, and [2339 \(2017\)](#), para. 20. For more information on the sanctions measures concerning the Central African Republic, see part VII, sect. III, “Measures not involving the use of armed force in accordance with Article 41 of the Charter”.

¹⁸⁷ Resolutions [2262 \(2016\)](#), para. 27, and [2339 \(2017\)](#), para. 33.

¹⁸⁸ Resolution [2265 \(2016\)](#), para. 22.

¹⁸⁹ *S/PV.7621*, p. 46.

security”, the representative of Pakistan also explicitly referred to Article 53, and said that the Charter envisaged “an interdependent relationship and close coordination between regional organizations and the United Nations”.¹⁹⁰ On 19 January 2017, at the 7866th meeting, under the item entitled “Peace consolidation in West Africa”, the representative of Uruguay reiterated his country’s position, namely, that, pursuant to Article 53, no enforcement action should be taken by regional organizations without the authorization of the Council, and warned that nothing in resolution [2337 \(2017\)](#), in which the Council expressed its full support to the Economic Community of West African States in its commitment to ensure, by political means first, the respect of the will of the people as expressed in the results of the elections, could be interpreted as express authorization of the use of force.¹⁹¹

At the 7940th meeting, held on 16 May 2017 under the item entitled “Security Council resolutions [1160 \(1998\)](#), [1199 \(1998\)](#), [1203 \(1998\)](#), [1239 \(1999\)](#) and [1244 \(1999\)](#)”, the representative of Serbia asserted that the use of armed force against the Federal Republic of Yugoslavia had been a violation of “the imperative clause of Article 53” to the effect that no enforcement action shall be taken under regional arrangements or by regional agencies, including NATO, without the authorization of the Security Council.¹⁹²

During the period under review, Council members also discussed the position of the African Union concerning the implementation of resolution [1593 \(2005\)](#) in which the Council, acting under Chapter VII, referred the situation in Darfur to the International Criminal Court (see case 7).

Case 7 **Reports of the Secretary-General on the Sudan and South Sudan**

At the 7710th meeting, held on 9 June 2016 under the item entitled “Reports of the Secretary-General on the Sudan and South Sudan”, the representative of Angola recalled that the African Union, at two Summits of Heads of State and Government in 2015, had requested the suspension of the proceedings of the International Criminal Court against the President of the Sudan, Omar Al-Bashir, and had urged the Council to withdraw its referral of the situation in Darfur to the Court in resolution [1593](#)

(2005). He further noted the request of the African Union for discussions with the Security Council to address concerns in the African Union’s relationship with the International Criminal Court.¹⁹³ The representative of Egypt said that, in the light of the reservations of the members of the African Union, the Court must “refrain from taking measures that would affect the peace, security, stability, dignity, sovereignty and territorial integrity” of African countries, and should respect the provisions of international law with respect to the immunities granted to Heads of State and sitting officials.¹⁹⁴

The representative of the Russian Federation stated that his delegation understood the position of African countries on the issue of the International Criminal Court and thought it was justified.¹⁹⁵ Similarly, the representative of the Bolivarian Republic of Venezuela asserted that his State shared the position of the African Union, the Organization of Islamic Cooperation, the League of Arab States and the Movement of Non-Aligned Countries on the matter, but nonetheless called upon the Government of the Sudan, the competent regional authorities and neighbouring States to cooperate with the Court in the arrest of suspects who did not enjoy jurisdictional immunity.¹⁹⁶

The representative of New Zealand referred to the proposals made by his delegation in December 2015: first, that the Council should be more structured in its consideration of the findings of non-cooperation and should determine on a case-by-case basis what response was most appropriate; and, second, that the Council should consider how to achieve a more productive relationship with the Government of the Sudan.¹⁹⁷ The representative of Uruguay recalled that in resolution [1593 \(2005\)](#) the Council had urged all States and concerned regional and international organizations to cooperate fully with the Court, and said that the Council should assume a more active role in reviewing cases of non-cooperation and ensure that arrest warrants were executed.¹⁹⁸ The representative of Japan urged all States and concerned regional and international organizations to cooperate fully with the Court in accordance with resolution [1593 \(2005\)](#).¹⁹⁹

At the 7963rd meeting, on 8 June 2017, in her remarks to the Council, the Prosecutor of the

¹⁹⁰ [S/PV.7694](#), p. 31.

¹⁹¹ [S/PV.7866](#), p. 3. For more information on resolution [2337 \(2017\)](#), see sect. II.A above.

¹⁹² [S/PV.7940](#), p. 6.

¹⁹³ [S/PV.7710](#), p. 9.

¹⁹⁴ *Ibid.*, p. 11.

¹⁹⁵ *Ibid.*, p. 4.

¹⁹⁶ *Ibid.*, p. 7.

¹⁹⁷ *Ibid.*, p. 8.

¹⁹⁸ *Ibid.*, p. 14.

¹⁹⁹ *Ibid.*, p. 15.

International Criminal Court stated that the Council members had the power to influence and incentivize States, whether or not parties to the Rome Statute, to assist in the efforts to arrest and surrender the Darfur suspects, and that that applied equally to regional organizations. She added that, by failing to act in response to 13 Court decisions of non-compliance or non-cooperation, the Council was in essence relinquishing and undermining its clear role on such matters arising from the Rome Statute and pursuant to resolution 1593 (2005).²⁰⁰

The representative of Ethiopia regretted that the repeated requests of the African Union for the Council to withdraw its referral to the International Criminal Court had not been acted upon. He said that past experiences in Africa and elsewhere amply demonstrated the need to balance justice and security and reconciliation in complex conflict situations; hence the “importance of finding homegrown solutions to

²⁰⁰ S/PV.7963, p. 4.

some of the intractable conflicts” in Africa. He added that it was on the basis of that understanding that the African Union had requested deferral of the case against President Al-Bashir, in accordance with article 16 of the Rome Statute, under Chapter VII of the Charter of the United Nations.²⁰¹ The representative of Egypt reiterated the African position with regard to the referral of the situation in Darfur to the International Criminal Court and expressed concern that the Council had not yet responded to the requests of the African Union.²⁰² The representative of the Plurinational State of Bolivia recalled that by resolution 1593 (2005) the Council had not only activated the Court’s jurisdiction to try individuals but also encouraged the Court to support international cooperation to promote the rule of law while also emphasizing non-judicial activities such as reconciliation, and said that cooperation with the African Union was essential in that regard.²⁰³

²⁰¹ Ibid., p. 6.

²⁰² Ibid., p. 7.

²⁰³ Ibid., pp. 15–16.

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, under two headings: (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, particularly with respect to peace support operations, such as AMISOM in Somalia, cooperation between their respective police and military expert missions in Burundi, and support for the establishment of transitional justice mechanisms in South Sudan, as described in further detail below. The Council further

requested the Secretary-General to report on the status of the deployment of the Joint Force of the Group of Five for the Sahel, in coordination with the G-5 Sahel States.

In connection with the item entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security”, by resolution 2320 (2016), the Council underscored the need for early and regular engagement between the United Nations and the African Union on emerging and ongoing threats in Africa, and emphasized that consultative analysis and joint planning was critical to developing joint recommendations on the scope and resource implications of potential peace support operations, assessing action and undertaking missions, where appropriate, and regularly reporting on such actions when taken.²⁰⁴ The Council requested the Secretary-General to work with the African Union to refine options for future authorization and support by the Security Council for African Union peace support operations authorized by the Council under

²⁰⁴ Resolution 2320 (2016), para. 9.

Chapter VIII of the Charter and to provide a detailed report thereon.²⁰⁵

With regard to United Nations peacekeeping operations, by resolution 2378 (2017), the Council requested the Secretary-General, in coordination with the African Union, to present in his report on strengthening the partnership between the United Nations and the African Union on issues of peace and security in Africa a reporting framework which would establish clear, consistent and predictable reporting channels, including fiduciary and mandate delivery, between the Secretariat, the African Union Commission and the two Councils, as well as standardized reporting requirements.²⁰⁶

In connection with Burundi, by resolution 2303 (2016), the Council requested the Secretary-General, in close coordination with the African Union, to report on proposals to enable the United Nations to facilitate the deployment of African Union observers and on modalities for cooperation between them and the proposed United Nations police component, taking into account their comparative advantages and within their respective mandates, in compliance with the United Nations standards and practices and consistent with the United Nations human rights due diligence policy.²⁰⁷

The Council further requested the Secretary-General, in close coordination with the G-5 Sahel States and the African Union, to report on the activities of the Joint Force of the G-5 Sahel, including on progress in its operationalization, international support, the implementation of the technical agreement on support provided by MINUSMA and the potential impact on MINUSMA, challenges encountered by the Joint Force, implementation by the G-5 Sahel of the United Nations human rights due diligence policy, and ways to mitigate any adverse impact of the military operations on the civilian population, including women and children.²⁰⁸

In connection with the situation in Somalia, by resolution 2297 (2016), the Council requested the African Union, to keep the Council regularly informed, through the Secretary-General, on the implementation

of the mandate of AMISOM, through oral and written updates, and updates on the reconfiguration of the Mission in favour of police personnel.²⁰⁹ The Council also requested the Secretary-General, in consultation with the African Union, to conduct a joint assessment of AMISOM, after the 2016 electoral process, to ensure that the Mission was properly configured to support the next phase of State-building in Somalia, and to present options and recommendations in that regard.²¹⁰ The Secretary-General was also requested to report, in consultation with the Federal Government of Somalia and AMISOM, on progress in securing key supply routes in his written reports to the Council.²¹¹ In 2017, by resolution 2372 (2017), the Council requested the African Union to report, through the Secretary-General, on progress on the reconfiguration of AMISOM, including the deployment of police personnel, and progress towards achievement of the Mission's objectives in its regular reports to the Council.²¹² The Council, further, requested States and regional organizations cooperating with Somali authorities in the fight against piracy and armed robbery at sea to inform the Council and the Secretary-General of the progress of actions undertaken in that regard.²¹³

Regarding the conflict in South Sudan, under the item entitled "Reports of the Secretary-General on the Sudan and South Sudan", the Council requested the Secretary-General, by resolution 2327 (2016), to report on the technical assistance provided to the Hybrid Court for South Sudan, invited the African Union to share information with the Secretary-General on progress made in the establishment of the Court, and expressed its intention, upon receipt of the requested reports, to assess the work that had been done in line with international standards.²¹⁴

Table 3 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.

²⁰⁵ Ibid., paras. 7 and 8.

²⁰⁶ Resolution 2378 (2017), para. 20.

²⁰⁷ Resolution 2303 (2016), para. 11.

²⁰⁸ Resolutions 2359 (2017), para. 7, and 2391 (2017), para. 33.

²⁰⁹ Resolution 2297 (2016), paras. 18 and 23.

²¹⁰ Ibid., para. 24.

²¹¹ Ibid., para. 8.

²¹² Resolution 2372 (2017), para. 55.

²¹³ Resolutions 2316 (2016) and 2383 (2017), para. 32.

²¹⁴ Resolution 2327 (2016), para. 35.

Table 3
Decisions concerning reporting of activities by regional arrangements

	<i>Item</i>	<i>Decisions</i>	<i>Paragraphs</i>	<i>Reporting from</i>
Thematic items	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Resolution 2320 (2016) 18 November 2016	paras. 7, 8 and 9	Secretary-General, working closely with the African Union
	United Nations peacekeeping operations	Resolution 2378 (2017) 20 September 2017	paras. 16 and 20	Secretary-General, in coordination with the African Union
Country- and region-specific items	Peace and security in Africa	Resolution 2359 (2017) 21 June 2017	para. 7	Secretary-General, in close coordination with the Group of Five for the Sahel and the African Union
	The situation in Burundi	Resolution 2303 (2016) 29 July 2016	para. 11	Secretary-General, in close coordination with the African Union
	The situation in Somalia	Resolution 2297 (2016) 7 July 2016	paras. 8, 18, 23 and 24	Secretary-General, in consultation with AMISOM, African Union
		Resolution 2316 (2016) 9 November 2016	para. 32	Regional organizations
		Resolution 2372 (2017) 30 August 2017	paras. 9 and 55	African Union, through the Secretary-General
		Resolution 2383 (2017) 7 November 2017	para. 32	Regional organizations
Reports of the Secretary-General on the Sudan and South Sudan	Resolution 2327 (2016) 16 December 2016	para. 35	Secretary-General, African Union	

B. Discussions concerning reporting by regional arrangements

At the 7796th meeting of the Council, held on 28 October 2016 under the item entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining peace and security” and in connection with the Collective Security Treaty Organization, the Shanghai Cooperation Organization and the Commonwealth of Independent States, the representative of India highlighted the important role played by regional and subregional organizations in maintaining peace and security and the United Nations interaction with such organizations pursuant to Chapter VIII of the Charter, and recalled that such organizations were directed under Article 54 to keep the Council fully informed of their activities in that regard.²¹⁵

²¹⁵ [S/PV.7796](#), p. 28.

At the 7971st meeting, on 15 June 2017, under the same item, with a focus on the African Union, the Chef de Cabinet of the Secretary-General presented the report of the Secretary-General dated 26 May 2017 on options for authorization and support for African Union peace support operations.²¹⁶ In her remarks, the Chef de Cabinet informed the Council that the report, along with the accompanying update from the African Union, was the result of six months of coordination and cooperation between the Secretariat and the African Union Commission.²¹⁷ The representative of China underlined that both the United Nations and the African Union should further improve their cooperation and coordination by making cooperation mechanisms more effective and working to improve joint planning, decision-making, assessment and reporting, and to jointly implement early warning

²¹⁶ [S/2017/454](#).

²¹⁷ [S/PV.7971](#), p. 2.

procedures for crises, strategic assessments, the creation of mandates, deployments and other efforts.²¹⁸ Similarly, the representative of the United Kingdom noted the need to examine joint standards for reporting, accountability and protection to ensure the highest standards and most robust oversight of missions.²¹⁹ The representative of the Russian Federation underlined that cooperation between the two organizations must be rooted in Chapter VIII of the Charter and include key provisions such as the obligation to report to the Council.²²⁰

At the 8044th meeting, on 12 September 2017, the representative of Senegal thanked the Secretary-General and the Chairperson of the African Union Commission for the quality of their reports, submitted in accordance with resolution [2320 \(2016\)](#), the concrete proposals of which brought the two organizations closer to realizing their common goal and made the strategic partnership more predictable.²²¹

The representative of the Russian Federation, citing the need for enhanced interaction between the United Nations and the African Union, said the Council should consider the possibility of initiating the appointment of relevant special representatives of the African Union Commission to report to the Security Council, because that would allow Council members to have a more comprehensive picture of a particular situation and to determine the necessary level of support to mediation efforts through the African Union.²²² The representative of France stated that the Council must be kept informed and must be able to guide the missions it authorizes and mandates, and that there must be greater sharing of early warning information.²²³ The representative of the United Kingdom further opined that the two organizations should cultivate joint reporting on gender-based violence in places like South Sudan so that they could move beyond reporting to the sharing of action plans and further collaboration.²²⁴

²¹⁸ Ibid., p. 8.

²¹⁹ Ibid., p. 11.

²²⁰ Ibid., p. 12.

²²¹ [S/PV.8044](#), p. 5.

²²² Ibid., p. 9.

²²³ Ibid., p. 14.

²²⁴ Ibid., p. 16.