
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 on conflict prevention and resolution, peacekeeping and peacebuilding, pursuant to Chapter VIII of the Charter. The Council acknowledged the progress made in the cooperation between the United Nations and the African Union, as evidenced by the increasing number of joint missions, briefings, reports and declarations, and underlined the importance of developing an effective partnership underpinned by consultations between the Security Council and the Peace and Security Council of the African Union. The two Councils held their thirteenth annual joint consultative meeting in Addis Ababa on 21 October 2019. Engagement with other organizations in addition to the African Union, such as the League of Arab States, the Collective Security Treaty Organization, the Commonwealth of Independent States and the Shanghai Cooperation Organization, featured prominently in the discussions in the Council.

In 2019, the Council focused in its deliberations on the means to further strengthen cooperation with regional and subregional organizations, the need for adherence to international humanitarian law, international human rights law and conduct and discipline compliance frameworks. In addition, the modalities of ensuring predictable and sustainable funding for African Union-led peacekeeping operations continued to be debated in the meetings of the Council.

In its decisions 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 efforts of regional and subregional arrangements in connection with political crises and the implementation of peace agreements in the Central African Republic, the Democratic Republic of the Congo, Guinea-Bissau, Somalia and South Sudan, as well as in the Central African region and in West Africa and the Sahel.

Concerning peacekeeping operations led by regional organizations, the Council renewed the authorization of two existing missions, namely the African Union Mission in Somalia and the European Union military operation in Bosnia and Herzegovina (EUFOR-Althea), while the Kosovo Force of the North Atlantic Treaty Organization continued to operate, no decisions having been taken with respect to its mandate. The Council continued to support ongoing efforts in West Africa and the Sahel to fully operationalize the Joint Force of the Group of Five for the Sahel. As in previous periods, the Council authorized enforcement action by regional and subregional organizations beyond the framework of peacekeeping operations in relation to Libya, Somalia and South Sudan, and continued to request reporting by regional organizations, in particular on mandate implementation of relevant regional peacekeeping operations and cooperation with the United Nations.

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

² See [S/2019/825](#).

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

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 three of its decisions, adopted under the thematic items entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security” and “Threats to international peace and security”. The text of those provisions is included in table 1.

Table 1
Decisions adopted in 2019 containing explicit references to Chapter VIII

<i>Item</i>	<i>Decision and date</i>	<i>Paragraphs</i>	<i>Provisions</i>
Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Resolution 2457 (2019) 27 February 2019	Fourth preambular paragraph	Expressing concern over conflicts in different geographic areas, and reiterating that United Nations cooperation with regional and subregional organizations is critical to contributing to the prevention of the outbreak, escalation, continuation and recurrence of conflict, in line with Chapter VIII of the Charter of the United Nations
		Eighteenth preambular paragraph	Recalling resolutions 2320 (2016) and 2378 (2017) , in which the need was acknowledged to enhance the predictability, sustainability and flexibility of financing for African Union-led peace support operations authorized by the Security Council and utilized pursuant to Chapter VIII
		Para. 4	Takes note of the ongoing efforts of the African Union and the subregional organizations, within the framework of the African Peace and Security Architecture to strengthen their capacity and undertake peace support operations in the continent, in accordance with Chapter VIII, particularly the African Standby Force and its Rapid Deployment Capability, and encourages the United Nations Secretariat and the African Union Commission to collaborate towards strengthening the Peace and Security Architecture by supporting the related road map and the African Union Master Road Map of Practical Steps for Silencing the Guns in Africa by 2020 and their respective work plans
		Para. 11	Notes the importance of consultations between the Security Council and the African Union Peace and Security Council in their respective decision-making processes and common

<i>Item</i>	<i>Decision and date</i>	<i>Paragraphs</i>	<i>Provisions</i>
			strategies for a holistic response to conflict, as appropriate, based on respective comparative advantage, burden sharing, joint analysis and planning missions and assessment visits by the United Nations and the African Union, monitoring and evaluation, transparency and accountability, to address common security challenges in Africa in accordance with the Charter, including its Chapter VIII, and its purposes and principles
		Para. 21	Reiterates its intention to consider steps that can be taken to enhance practical cooperation with the African Union in the promotion and maintenance of peace and security in Africa in line with Chapter VIII
	S/PRST/2019/5 13 June 2019	Third paragraph	The Council expresses its appreciation for the briefings of the Secretary-General of the United Nations, Antonio Guterres, and the Secretary-General of the League of Arab States, Ahmed Aboul Gheit, held on 13 June 2019, and reiterates that cooperation with regional and subregional organizations in matters relating to the maintenance of peace and security, and consistent with Chapter VIII, can improve collective security
Threats to international peace and security	Resolution 2482 (2019) 19 July 2019	Para. 21	Recognizes the role of regional and subregional organizations and mechanisms, consistent with Chapter VIII, in deepening the assessment of threats in their respective regions, in contributing to the effective implementation of Council resolutions, in strengthening the capacities of Member States, in facilitating technical assistance and information-sharing, and in contributing to national ownership and disseminating awareness

In other decisions on various thematic issues, the Council, without explicit reference to Chapter VIII of the Charter, recognized and referred to the role of regional and subregional arrangements. Under the item entitled “Women and peace and security”, the Council adopted resolution [2467 \(2019\)](#), in which it affirmed the primary role of Member States in fully implementing the relevant provisions of Council resolutions on women and peace and security, and the important complementary role of United Nations system entities and regional organizations. In the same resolution, the Council recognized the efforts of regional and subregional organizations in implementing resolution [1325 \(2000\)](#) and subsequent resolutions on women and peace and security, and welcomed the efforts of regional and subregional organizations to address and eliminate

sexual violence in conflict and post-conflict settings and to support Member States in that regard.³ Under the same item, the Council unanimously adopted resolution [2493 \(2019\)](#), in which it reaffirmed the primary role of Member States to implement fully all Council resolutions on women, peace and security, and the important complementary role of United Nations entities and regional organizations, and welcoming their efforts in implementing resolution [1325 \(2000\)](#).⁴ The Council encouraged regional organizations to consider convening meetings in the lead-up to the twentieth

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

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

commemoration of resolution [1325 \(2000\)](#), with the participation of Governments, relevant stakeholders and civil society to review the implementation of the women and peace and security agenda in their respective regions; it also encouraged them to identify practical and measurable steps for fully implementing the agenda and invited them to report on that progress during the annual open debate of the Council.⁵

In connection with the item entitled “Protection of civilians”, the Council unanimously adopted resolution [2474 \(2019\)](#). In the resolution, the Council called upon all parties to armed conflict to take all appropriate measures to actively search for persons reported missing. In that regard, the Council stressed the importance of strengthening the role and capacity of the existing national, regional and international mechanisms addressing the issue of persons missing due to armed conflict and to provide advice and support to Member States, as well as to national, international and regional organizations, to provide training, exchange, as appropriate, information from their respective registries of missing persons cases and share best practices in close cooperation with all relevant organizations.⁶ The Council called upon all Member States to engage in networking, in the exchange of experience, best practices and technical recommendations and in other means of cooperation and coordination with State institutions and, as appropriate, with national commissions on missing persons and competent regional and international organizations and mechanisms.⁷

Under the item entitled “Threats to international peace and security caused by terrorist acts”, the Council adopted resolution [2501 \(2019\)](#), by which it extended by 12 months the mandate of the Analytical Support and Sanctions Monitoring Team.⁸ The Council decided that the responsibilities of the Monitoring Team included cooperating closely with the United Nations Office on Drugs and Crime and engaging in a regular dialogue with Member States and other relevant organizations, including the Shanghai Cooperation Organization, the Collective Security Treaty Organization, and the Combined Maritime Forces on the nexus between narcotics trafficking and the Taliban, as well as other individuals, groups, undertakings and entities associated with the Taliban in constituting a threat to the peace, stability and security of Afghanistan.⁹ The Council also decided that the Monitoring Team should consult with

the intelligence and security services of Member States, including through regional forums, in order to facilitate the sharing of information and strengthen the enforcement of the measures referred to in paragraph 1 of the resolution, that it should consult with the Government of Afghanistan, other Member States, international and regional organizations, and relevant representatives of the private sector on the threat posed by improvised explosive devices to peace, security and stability in Afghanistan, and that it should work with relevant international and regional organizations in order to promote awareness of, and compliance with, the measures.¹⁰

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

At a number of Council meetings held in 2019, speakers discussed the role of regional and subregional organizations under the items entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security”,¹¹ “Maintenance of international peace and security”,¹² “Peacebuilding and sustaining peace”,¹³ “Protection of civilians in armed conflict”,¹⁴ “United Nations peacekeeping operations”,¹⁵ “Briefing by the Chairperson-in-Office of the Organization for Security and Cooperation in Europe”,¹⁶ “The promotion and strengthening of the rule of law in the maintenance of international peace and security”,¹⁷ “Threats to international peace and security”,¹⁸ and “Threats to international peace and security caused by terrorist acts”.¹⁹ Discussions held in connection with the item entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security” served to highlight the importance of promoting closer ties between the Council and the League of Arab States (see case 1). Under the same item, the Council engaged in discussions on counter-terrorism cooperation in Central

⁵ *Ibid.*, para. 8.

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

⁷ *Ibid.*, para. 13.

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

⁹ *Ibid.*, annex, subpara. (o).

¹⁰ *Ibid.*, annex, subparas. (q), (v) and (w).

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

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

¹³ See [S/PV.8579](#) and [S/PV.8668](#).

¹⁴ See [S/PV.8264](#) and [S/PV.8543](#).

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

¹⁶ See [S/PV.8479](#).

¹⁷ See [S/PV.8499](#) and [S/PV.8596](#).

¹⁸ See [S/PV.8456](#) and [S/PV.8569](#).

¹⁹ See [S/PV.8460](#) and [S/PV.8496](#).

Asia between the United Nations and the relevant regional and subregional organizations (see case 2).

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

At its 8548th meeting, held on 13 June 2019 at the initiative of Kuwait, which held the presidency of the Council for the month,²⁰ the Council held a high-level briefing on cooperation between the Council and the League of Arab States.²¹ The Council heard briefings by the Secretary-General of the United Nations and by the Secretary-General of the League. After the briefings, several Council members²² made explicit references to Chapter VIII of the Charter. In addition, the representative of Kuwait made an explicit reference to Article 52.

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

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

credibility it often required to secure support for its actions in the region.

The Deputy Prime Minister and Minister for Foreign Affairs of Kuwait referred to resolution 1631 (2005) and welcomed a new stage of cooperation between the United Nations and the League of Arab States. He called for stronger cooperation between the two organizations in order to bridge the gap between the resolutions adopted by the Council and regional organizations and the implementation of those resolutions. In that regard he underlined the need for a legal institutional framework underpinning the relationship between the two organizations and Kuwait's efforts to establish one, which Kuwait hoped to complete before the end of its Council membership.

Several States²³ underlined the importance of enhanced coordination between the Council and the League of Arab States in the maintenance of international peace and security and, specifically, the prevention and resolution of regional conflicts. The representative of South Africa pointed to the conflicts in Somalia and the Sudan as examples in which political and strategic alignment between the Council and regional organizations could be effective in yielding results. With regard to conflict prevention, the representative of Indonesia stated that information-sharing, joint early warning mechanisms and measures to enhance the capacity of the League should be explored. The representative of Germany underscored human rights as a particularly relevant area for cooperation between the League and the Council. The representative of Côte d'Ivoire stated that the support of the United Nations for the League should be focused on economic and social development in order to robustly address the underlying causes of the crises in the region. Welcoming the opening of the United Nations liaison office to the League in Cairo, Belgium mentioned joint analysis and common early warning mechanisms as essential instruments for strengthening the League's role in conflict prevention. He emphasized that cooperation between the United Nations and the League had to be guided by the 2030 Agenda for Sustainable Development and address the root causes of conflict with respect to human rights, inclusive governance and the rule of law.

Some Council members underlined the importance of cooperation among regional organizations themselves, in particular between the League of Arab States and the African Union. The

²⁰ The Council had before it a concept annexed to a letter dated 31 May 2019 (S/2019/455).

²¹ See S/PV.8548.

²² Kuwait, Poland, South Africa, Indonesia, China, Peru, Côte d'Ivoire and Equatorial Guinea.

²³ Kuwait, Dominican Republic, South Africa, United States, Indonesia, China, Russian Federation, Peru, Germany, Côte d'Ivoire and Belgium.

representative of South Africa emphasized the importance of greater cooperation in instances where States had overlapping memberships in regional organizations. Noting the significant membership overlap between the League and the Organization of Islamic Cooperation, the representative of Equatorial Guinea similarly called on the League to partner with other regional organizations with a view to promoting coordination and economizing effort.

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

At the conclusion of the meeting, the Deputy Prime Minister and Minister for Foreign Affairs of Kuwait made a statement on behalf of the Council in his capacity as President.²⁴ According to the statement, the Council encouraged the holding of an annual briefing by the Secretary-General of the League of Arab States and an annual informal meeting between the League and Council members;²⁵ emphasized the importance of intensifying the coordination between the League and the United Nations with a view to addressing crises in the region; and also emphasized the importance of trilateral cooperation between the

League, the United Nations, and the African Union on cross-regional peace and security issues.²⁶

Case 2 Cooperation between the United Nations and regional subregional organizations in maintaining international peace and security

At its 8626th meeting, convened on 25 September 2019 at the initiative of the Russian Federation, which held the presidency of the Council for the month,²⁷ the Council held a ministerial-level debate on cooperation between the United Nations and the Collective Security Treaty Organization, the Commonwealth of Independent States and the Shanghai Cooperation Organization in countering terrorist threats.²⁸ The Council heard briefings by the Secretary-General of the United Nations, the Secretary-General of the Shanghai Cooperation Organization, the Acting Secretary-General of the Collective Security Treaty Organization and the Deputy Executive Secretary of the Commonwealth of Independent States. The representatives of Afghanistan, Armenia, Azerbaijan, Belarus, India, Iran (Islamic Republic of), Kazakhstan, Kyrgyzstan, Mongolia, Pakistan, Tajikistan, Turkmenistan and Uzbekistan also participated in the meeting. During the meeting, several Council members²⁹ explicitly invoked Chapter VIII of the Charter.

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

²⁴ S/PRST/2019/5.

²⁵ Ibid., fourth and sixth paragraphs.

²⁶ Ibid., seventh paragraph.

²⁷ The Council had before it a concept note annexed to a letter dated 13 September 2019 (S/2019/742).

²⁸ See S/PV.8626.

²⁹ Russian Federation, Kuwait, Equatorial Guinea, Poland and Peru.

combating terrorism in order to maintain regional and international peace and security.

Many speakers³⁰ emphasized the importance of coordination between the United Nations and the three organizations in fighting terrorism and radicalization. The Minister for Foreign Affairs of the Russian Federation noted that interaction between the Collective Security Treaty Organization and the United Nations was becoming increasingly substantive in the area of counter-terrorism. The Deputy Prime Minister and Minister for Foreign Affairs of Kuwait encouraged the Council to convene more meetings to review and promote cooperation with regional and subregional organizations, in line with Chapter VIII, and generally to scale up cooperation with those organizations as a means to address threats to international peace and security. The Minister for Foreign Affairs and Cooperation of Equatorial Guinea stated that collaboration between the Council and regional organizations facilitated the exchange of information, good practices and lessons learned, which were key elements in the struggle against terrorism. In that connection, he called for consolidating the relationship between the Council and regional organizations with a view to making it more strategic. Given the mobility of foreign terrorist fighters in Asia, many of whom came from or returned to Africa and other regions, he encouraged efforts by organizations to coordinate with their counterparts in other regions, in particular in Africa.

The Under-Secretary of State in the Ministry of Foreign Affairs of Poland stressed that regional organizations contributed to international peace and security only when they reflected the interests of their member States and were “not used as a tool for the

³⁰ Russian Federation, Belgium, China, South Africa, Indonesia, Equatorial Guinea, France, Poland, United States, Kyrgyzstan, Belarus, Azerbaijan, Islamic Republic of Iran, Uzbekistan, Armenia, Pakistan, Mongolia and India.

domination of a few”. He said that the position of the Collective Security Treaty Organization and the Commonwealth of Independent States with regard to the illegal annexation of parts of Ukraine put their impartiality in question. Without a common approach to such issues, he noted, the cooperation of the United Nations with such partners in combating terrorism would be disputable. The representative of the United States urged those organizations to look closely at revising how they addressed terrorism in order to better avoid conflating separatism, extremism and terrorism in their core documents and to fully promote the observance of applicable international law.

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

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

Note

Section II deals with recognition by the 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.

In connection with the situation in the Central African Republic, the Council issued a presidential statement in April 2019 in which it welcomed the signing in Bangui, on 6 February 2019, of the Political Agreement for Peace and Reconciliation in the Central African Republic by the authorities of the Central African Republic and 14 armed groups, under the auspices of the African Union and within the framework of the African Initiative for Peace and Reconciliation.³¹ In the statement, the Council welcomed the engagement of the African Union, the Economic Community of Central African States (ECCAS) and the United Nations.³² The Council called on neighbouring States, regional organizations, and all international partners to support the implementation of the Agreement and to coordinate their actions in order to bring lasting peace and stability to the Central African Republic.³³ In September 2019, the Council unanimously adopted a resolution in which it reiterated those calls.³⁴

In November 2019, the Council adopted resolution 2499 (2019), in which it called on neighbouring States, regional organizations and all international partners to support the peace process, including the implementation of the Peace Agreement, in a coherent and coordinated manner and through strengthened partnerships, and emphasized the important role of the guarantors and facilitators of the Agreement, including the African Union, ECCAS and neighbouring States, using their influence to enhance the adherence by armed groups to their commitments.³⁵

Regarding the situation in the Democratic Republic of the Congo, the Council encouraged the continuation of efforts by the Secretary-General, the African Union, the International Conference on the Great Lakes Region and the Southern African Development Community (SADC) to restore peace and security in that country.³⁶

The Council called upon regional organizations to provide political support to the strengthening of State institutions in the Democratic Republic of the Congo and the restoration of trust among the parties, including through their good offices, in order to consolidate peace and security and tackle the root causes of conflict in priority areas.³⁷ In addition, the Council decided that the mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) would include as a priority task the provision of technical and political support, including through good offices and engagement with interlocutors across the political spectrum, including the Government, opposition parties, local authorities and civil society, in coordination with regional and international partners, with a view to furthering reconciliation, democratization and inclusion.³⁸

With respect to the situation in Guinea-Bissau, the Council encouraged the commitment, efforts to mediate and direct contacts of the African Union with the political actors of Guinea Bissau with a view to stepping up the efforts to help to overcome the current blockage of the political situation.³⁹ The Council reiterated the importance of the role of the Economic Community of West African States (ECOWAS) in supporting peacebuilding and sustaining peace in Guinea-Bissau and took note of the ECOWAS assessment of Guinea-Bissau on 15 December 2018.⁴⁰ The Council commended the important efforts of ECOWAS and encouraged ECOWAS to continue to extend its political support to the authorities and political leaders of Guinea Bissau through the use of good offices and mediation and encouraged ECOWAS and the Community of Portuguese-speaking Countries to take the necessary steps towards organizing a meeting of the International Contact Group on Guinea-Bissau, in consultation with the United Nations, the European Union and all stakeholders.⁴¹ It encouraged ECOWAS to continue to extend its political support to the authorities and political leaders of Guinea-Bissau through the use of good offices and mediation and encouraged the African Union, the Community of Portuguese-speaking Countries, the European Union and the United Nations to provide support to ECOWAS in doing so.⁴²

³¹ S/PRST/2019/3, third paragraph.

³² Ibid.

³³ Ibid.

³⁴ Resolution 2488 (2019), third preambular paragraph.

³⁵ Resolution 2499 (2019), para. 6.

³⁶ Resolution 2463 (2019), seventeenth preambular paragraph, and resolution 2502 (2019), sixth preambular paragraph.

³⁷ Resolution 2463 (2019), para. 3, and resolution 2502 (2019), para. 3.

³⁸ Resolution 2463 (2019), para. 29 (ii) (a). For further information on the mandate of MONUSCO, see part X, sect. I.

³⁹ Resolution 2458 (2019), twenty-first preambular paragraph.

⁴⁰ Ibid., para. 11.

⁴¹ Ibid., paras. 17–18.

⁴² Ibid., para. 29.

Concerning the situation in Mali, the Council encouraged all relevant United Nations agencies, as well as bilateral, regional and multilateral partners, to provide the necessary support to the implementation of the Agreement on Peace and Reconciliation in Mali by the Malian parties, in particular its provisions pertaining to sustainable development.⁴³ In addition, regarding the mandate of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), the Council requested the Secretary-General to continue to ensure close coordination and information-sharing, where appropriate, between MINUSMA, the United Nations Office for West Africa and the Sahel (UNOWAS), subregional organizations, including ECOWAS and the Group of Five for the Sahel (G5 Sahel), and Member States in the region.⁴⁴

With respect to the situation in Somalia, the Council made an explicit reference to Chapter VIII of the United Nations Charter in resolution 2472 (2019) in that it underlined the need to enhance the predictability, sustainability and flexibility of financing for peace support operations led by the African Union and authorised by the Council and under the Council's authority consistent with Chapter VIII.⁴⁵ The Council called for increased coordination of the African Union Mission in Somalia (AMISOM), the United Nations Assistance Mission in Somalia, the United Nations Support Office in Somalia, the Federal Government of Somalia and the federal member states at all levels, including through the Senior Leadership Coordination Forum and the comprehensive approach to security mechanism.⁴⁶ The Council requested the Secretary-General to work closely with the African Union in supporting the implementation of the resolution, including to provide technical and advice on the planning, deployment and strategic management of AMISOM in line with the mandate of the United Nations Office to the African Union.⁴⁷

Concerning the item entitled "Reports of the Secretary-General on the Sudan and South Sudan" and with regard to the Abyei Area, the Council commended the continued assistance provided to the parties by the African Union, the African Union High-level Implementation Panel and the Intergovernmental Authority on Development (IGAD) and encouraged the Panel and the Special Envoy of the Secretary-General for the Horn of Africa to continue to coordinate efforts to facilitate the full implementation of the 2011 agreements, namely the Agreement between the Government of the

Republic of the Sudan and the Sudan People's Liberation Movement on temporary arrangements for the administration and security of the Abyei Area, the Agreement between the Government of the Sudan and the Government of Southern Sudan on Border Security and the Joint Political and Security Mechanism, and the Agreement on the Border Monitoring Support Mission between the Government of the Sudan and the Government of South Sudan.⁴⁸ The Council requested the Secretary-General to consult with the parties and the African Union related to the state of engagement by the African Union and the African Union High-level Implementation Panel on political mediation of the Abyei dispute and on border issues between the Sudan and South Sudan, and provide recommendations on the most appropriate framework, structure or organizational mandate for the region to provide support to the parties that will enable further progress in those areas.⁴⁹ The Council encouraged the United Nations Interim Security Force for Abyei to coordinate with the African Union High-level Implementation Panel and the Special Envoy with regard to reconciliation, community sensitization and political peace processes.⁵⁰

Concerning the same item and with respect to the conflict in South Sudan, the Council welcomed the rapid assessment of violations by the Ceasefire and Transitional Security Arrangements Monitoring and Verification Mechanism and encouraged IGAD to share reports with the Council rapidly.⁵¹ The Council expressed appreciation for the leadership shown by IGAD in advancing the peace process for South Sudan and welcomed the commitment of and efforts made by IGAD and its member States, the reconstituted Joint Monitoring and Evaluation Commission, and the African Union and its Peace and Security Council to continue their engagement with South Sudanese leaders to address the current crisis through continued and proactive engagement.⁵² Welcoming the efforts of IGAD, the African Union, the Peace and Security Council and countries in the region to find durable solutions to peace and security challenges in South Sudan, the Council encouraged their continued firm engagement with the leaders of South Sudan to meet without delay all commitments made under cessation of hostilities agreements and the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan (Revitalized Peace Agreement). The Council underlined the support by IGAD to the national

⁴³ Resolution 2480 (2019), para. 14.

⁴⁴ *Ibid.*, para. 27. For more information on the mandate of MINUSMA, see part X, sect. I.

⁴⁵ Resolution 2472 (2019), para. 23.

⁴⁶ *Ibid.*, para. 4 (a).

⁴⁷ *Ibid.*, para. 21.

⁴⁸ Resolution 2469 (2019), fourth and fifth preambular paragraphs and para. 10.

⁴⁹ Resolution 2497 (2019), para. 9 (2).

⁵⁰ Resolution 2469 (2019), para. 10, and resolution 2497 (2019), para. 11.

⁵¹ Resolution 2459 (2019), fourth preambular paragraph.

⁵² *Ibid.*, fifth preambular paragraph.

dialogue, in cooperation with the United Nations and the African Union, and urged IGAD to appoint a chairperson for the reconstituted Joint Monitoring and Evaluation Commission.⁵³ The Council requested and encouraged the Special Representative of the Secretary-General to exercise his or her good offices to lead the United Nations system in South Sudan in assisting the reconstituted Joint Monitoring and Evaluation Commission, the African Union, IGAD and other actors with the implementation of the Revitalized Agreement and to promote peace and reconciliation. In that regard, the Council underscored the critical role of the Ceasefire and Transitional Security Arrangements Monitoring and Verification Mechanism and the critical role that the United Nations played, in coordination with regional organizations and other actors, in advancing political dialogue between parties and contribute to achieving an enduring cessation of hostilities and lead the parties to an inclusive peace process.⁵⁴

In connection with the item entitled “Central African region”, the Council acknowledged that the mandate of the United Nations Regional Office for Central Africa (UNOCA) remained valid. It welcomed the recommendation that UNOCA enhance its work on early warning and analysis with a gender perspective, good offices in non-mission settings, support for and strengthening the capacity of ECCAS and building partnerships with civil society and supporting subregional civil society networks.⁵⁵ The Council also welcomed the cooperation between UNOCA and other regional entities and encouraged enhanced cooperation between UNOCA and UNOWAS, ECCAS, ECOWAS and United Nations country teams, to address cross-border threats and interregional issues, such as the crisis in the Lake Chad basin region, transhumance, forced displacement and maritime security in the Gulf of Guinea.⁵⁶

In connection with the item entitled “Peace consolidation in West Africa”, the Council expressed

its full support to the Special Representative for West Africa and the Sahel in carrying out his mandate and for the ongoing activities undertaken by UNOWAS and noted the increased demands on UNOWAS, including in Guinea-Bissau, in post-transition countries and in joint work with ECOWAS and the African Union Mission for Mali and the Sahel.⁵⁷ The Council welcomed the ongoing cooperation between UNOWAS and UNOCA in addressing cross-regional threats to peace and security in West and Central Africa and the Sahel, including on early warning systems, and called for cooperation between ECOWAS, ECCAS, UNOWAS and UNOCA on maritime crime, organized crime and piracy in the Gulf of Guinea.⁵⁸ The Council also welcomed the efforts by UNOWAS and ECOWAS to work towards the systematic involvement of women in initiatives to counter terrorism and prevent violent extremism.⁵⁹ With regard to conflicts between pastoralists and farmers in the region, the Council encouraged ECOWAS and its Member States to address the challenges driving those conflicts with the support of UNOWAS and to do so in a coordinated and holistic manner.⁶⁰ Regretting the terrorist activity in the Lake Chad basin region and noting the progress made in the implementation of Council resolution [2349 \(2017\)](#) in support of a regional response to the crisis in the Lake Chad basin, the Council welcomed efforts of the Governments in the Lake Chad Basin Region and regional and subregional organizations to prevent the crisis from deteriorating further.⁶¹ The Council recognized the need for enhanced national and regional efforts to effectively address the security situation as well as the humanitarian and early recovery needs.⁶²

The provisions of decisions concerning the pacific settlement of disputes by regional and subregional organizations are detailed in table 2. The decisions are organized in alphabetical order by item.

⁵³ *Ibid.*, para. 11. See also [S/PRST/2019/11](#), seventh paragraph.

⁵⁴ Resolution [2459 \(2019\)](#), para. 16.

⁵⁵ [S/PRST/2019/10](#), fourth paragraph.

⁵⁶ *Ibid.*, fifth paragraph. For further information on the mandates of UNOCA and UNOWAS, see part X, sect. II.

⁵⁷ [S/PRST/2019/7](#), third paragraph.

⁵⁸ *Ibid.*, fourth paragraph.

⁵⁹ *Ibid.*, seventeenth paragraph.

⁶⁰ *Ibid.*, twentieth paragraph.

⁶¹ *Ibid.*, twenty-fourth paragraph.

⁶² *Ibid.*

Table 2
Decisions concerning the pacific settlement of disputes by regional arrangements

<i>Item</i>	<i>Decision and date</i>	<i>Paragraphs</i>	<i>Regional organizations mentioned</i>
Central African region	S/PRST/2019/10 12 September 2019	Fourth and fifth paragraphs	ECCAS, ECOWAS
The situation in the Central African Republic	Resolution 2499 (2019) 15 November 2019	Para. 6	African Union, ECCAS
The situation concerning the Democratic Republic of the Congo	Resolution 2463 (2019) 29 March 2019	Para. 1	African Union, International Conference on the Great Lakes Region, SADC
The situation in Guinea-Bissau	Resolution 2458 (2019) 28 February 2019	Ninth preambular paragraph, paras. 7, 11, 17 and 29	African Union, Community of Portuguese-speaking Countries, ECOWAS, European Union
The situation in Mali	Resolution 2480 (2019) 28 June 2019	Para. 27	ECOWAS
The situation in Somalia	Resolution 2472 (2019) 31 May 2019	Para. 11	African Union
Reports of the Secretary-General on the Sudan and South Sudan	Resolution 2459 (2019) 15 March 2019	Fourth, fifth, twenty-third, thirty-third and thirty-fourth preambular paragraphs and paras. 3–4, 9, 11, 16 and 23	African Union, IGAD
	Resolution 2497 (2019) 14 November 2019	Para. 9 (2)	African Union
Peace consolidation in West Africa	S/PRST/2019/7 7 August 2019	Third, fourth, seventeenth, nineteenth and twentieth paragraphs	African Union Mission for Mali and the Sahel, ECCAS, ECOWAS

Abbreviations: ECCAS, Economic Community of Central African States; ECOWAS, Economic Community of West African States; IGAD, Intergovernmental Authority on Development; SADC, Southern African Development Community.

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

During the period under review, Council discussions addressed the mediation efforts of the African Union in the rapidly developing political situation in the Sudan following the removal of President Al-Bashir. During the biannual briefings by the Prosecutor of the International Criminal Court on the Court's investigation into alleged crimes in Darfur, under the item entitled "Reports of the Secretary-General on the Sudan and South Sudan", several Council members expressed support for the role of the African Union in leading the mediation process to

restore peace in the country.⁶³ In addition, various Council members referred to the role of regional and subregional organizations in the pacific settlement of disputes in connection with the broader cooperation between the United Nations and the African Union and other regional organizations in conflict prevention and resolution (see case 3) and the support of the United Nations and the African Union to the mediation role of IGAD in South Sudan (see case 4).

Case 3 Peace and security in Africa

At the 8633rd meeting, held on 7 October 2019 at the initiative of South Africa, which held the

⁶³ See [S/PV.8554](#) (France, Côte d'Ivoire and Equatorial Guinea); and [S/PV.8691](#) (Russian Federation, Côte d'Ivoire and South Africa).

presidency of the Council for the month,⁶⁴ the Council held a debate under the sub-item entitled “The centrality of preventive diplomacy, conflict prevention and resolution”.⁶⁵ Opening the meeting, the Secretary-General referred to the ongoing progress on conflict prevention being made together with regional partners in Africa, namely the African Union, ECOWAS, SADC, the International Organization of la Francophonie and the Community of Portuguese-speaking Countries. He noted that the Council’s strong engagement in prevention efforts on the African continent in collaboration with regional and subregional partners was needed more than ever. The Council heard briefings by academic and civil society representatives, including a visiting scholar and Associate Director of the Institute for African Studies at the Elliott School of International Affairs at George Washington University, the Programme Manager of African Women in Dialogue, South Africa, and the Programme Manager of the Zanele Mbeki Development Trust. The Permanent Observer of the African Union to the United Nations and the Permanent Observer of ECCAS to the United Nations also gave briefings to the Council.

In the ensuing discussion, Council members⁶⁶ welcomed the deepening partnership between the United Nations and the African Union. Several Council members made explicit references to Chapter VIII of the Charter to underline the role played by regional and subregional organizations in the peaceful settlement of disputes. The representative of Poland underlined the importance of enhanced cooperation among the United Nations, the African Union and other regional and subregional organizations in conflict prevention and mediation, as outlined in the Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security and in the African Union initiative on “Silencing the guns in Africa by 2020”. In that connection, the representative of Poland explicitly referred to Chapter VIII, Article 52, of the Charter, in which the importance of regional bodies in the peaceful settlement of disputes and the primacy of preventive diplomacy are highlighted as a first step towards conflict prevention and resolution.

The representative of Côte d’Ivoire stated that the new types of threats to peace and security in Africa required a coordinated response from several actors, including the United Nations, subregional organizations and civil society. He noted that the African Union was

demonstrating its willingness to increase its capacity to anticipate and prevent conflicts by placing the Continental Early Warning System at the core of the African Peace and Security Architecture. Its interaction with the early warning and rapid response systems of the regional economic communities enabled it to identify the signs and underlying structural causes of conflicts and develop more effective preventive responses. He noted that the ECOWAS Early Warning and Response Network, also known as ECOWARN, had enabled that organization to carry out numerous preventive diplomacy efforts in recent years and direct mediation efforts and good-offices missions at the political actors and civil society organizations in the countries concerned. The early warning systems of the African Union and subregional organizations had made significant progress. Despite the many challenges, they were essential links in conflict prevention and resolution mechanisms in Africa and therefore deserved support.

The representative of Côte d’Ivoire also emphasized that in order to be effective, conflict prevention and resolution efforts must be part of an effective and coordinated approach that would enable the United Nations, the African Union and subregional organizations to align their initiatives. Citing the partnership between the United Nations and the African Union, in particular in the context of the situations in the Central African Republic and Libya, the representative of Côte d’Ivoire was pleased to see the expansion of the cooperative dynamic in conflict prevention to African subregional organizations and commended the exemplary cooperation between ECOWAS and UNOWAS, whose effectiveness was fully borne out in the prevention and management of crises in their successive interventions in Guinea-Bissau, Mali, Burkina Faso and the Gambia.

The representative of Kuwait referred to the role that Ethiopia and the African Union had played in assisting the parties concerned in the Sudan in reaching an agreement during the transitional period and, in that regard, highlighted the importance of conflict resolution through mediation as one of the means for resolving international disputes by conducting a constructive and meaningful dialogue, as provided for under Chapter VI, Article 33 of the Charter. He made an explicit reference to Chapter VIII, in which the peaceful resolution of local disputes through arrangements with regional and subregional organizations was promoted because of their geographical proximity and historical knowledge of such disputes. He paid tribute to the Charter-based cooperation between the United Nations and the African Union and noted that the United Nations and

⁶⁴ The Council had before it a concept note annexed to a letter dated 2 October 2019 (S/2019/786).

⁶⁵ See S/PV.8633.

⁶⁶ Kuwait, Dominican Republic, France, and Poland.

the African Union had made significant progress in that regard, especially in the cooperation between the Security Council of the United Nations and the Peace and Security Council of the African Union. He also noted the continued cooperation between the Peacebuilding Commission and every African Union entity. He called for maintaining those gains and building on them. He reiterated the importance of promoting the role of prevention and mediation in conflict prevention and resolution, as well as of cooperation between the United Nations and regional and subregional organizations in the maintenance of international peace and security, and reaffirmed that the Security Council could make use of many of the preventive measures offered in the Charter.

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

The representative of Belgium expressed support for regional integration as the best way to resolve cross-border and regional problems in a consensus-based manner in order to unify regions and create solidarity. She affirmed that mediation was an area in which complementarity came into full play. Regional and subregional organizations brought their local knowledge and expertise to the table, while the United Nations brought its neutrality, authority and universal norms. She referenced successful examples of regional organizations taking a leading role, in particular the Guinea-Bissau Group of Five, in Guinea-Bissau, and the African Union supported by ECCAS, in the Central African Republic. She welcomed the determination demonstrated by the ECOWAS at its extraordinary summit in Ouagadougou in resolving intercommunal conflicts in West Africa.

The representative of Peru noted that the mechanisms set up within the framework of the African Peace and Security Architecture were aimed at preventing conflicts from escalating. They included a continental early warning system and mechanisms aimed at preventing structural conflict. He noted that mediation activities in many African countries had increased in recent years and that the African Union

had established its Mediation Support Unit. He believed that it was crucial to develop multidisciplinary mediation teams in which women and young people were represented.

The representative of the Russian Federation noted that a number of mechanisms and instruments for conflict prevention had emerged in the arsenal of African countries in recent years. This was evidenced by a major contribution to the achievement of comprehensive peace agreements in the Central African Republic and South Sudan, the holding of peaceful and democratic elections in the Democratic Republic of the Congo and Nigeria, and improvements in the situation in the Horn of Africa. He highlighted the role of various African subregional organizations, including ECOWAS, IGAD, SADC and ECCAS, and noted the recent successful prevention of a political crisis in Madagascar by the African Union, the United Nations, SADC and other partners.

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

The representative of the Dominican Republic stressed the importance of regional bodies in the peaceful settlement of disputes set out in Chapter VIII of the Charter and stated that collective action could be strengthened by involving regional and local authorities, in particular in the areas of prevention, development and post-conflict situations. He called for the redoubling of efforts to continue support for the region in

implementing the African Union Master Road Map of Practical Steps for Silencing the Guns in Africa by 2020.

The representative of Germany also expressed support for such African Union initiatives as “Silencing the guns in Africa by 2020” and for the push by African States for a stronger integration of African Union-United Nations peacekeeping efforts. He noted that the cooperation between the United Nations and the African Union was undoubtedly the most important partnership in terms of building and sustaining peace and security on the African continent and expressed the hope that the partnership would develop further to address all phases of conflict, from prevention and peace operations to post-conflict peacebuilding. Looking beyond the African Union, he said that other organizations, such as ECOWAS and IGAD, could and should play a much stronger role in preventing conflict and addressing its root causes.

The representative of France also called for closer cooperation with African regional and subregional organizations under Chapter VIII so as to enhance the effectiveness of preventive diplomacy. In line with other Council members, the representative of France gave specific examples of coordinated and united action by the United Nations and regional organizations, such as the African Union and ECOWAS, in particular in Burkina Faso in 2015 and in the Gambia in 2016, and the efforts of IGAD that led to the signing, in 2018, of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan.

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

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

The representative of Equatorial Guinea highlighted the importance of conflict prevention as the most effective way to mitigate the human suffering and immense economic cost of conflicts and their aftermaths. The United Nations, through the General Assembly and the Council, together with regional and subregional organizations, had an important role to

play in conflict prevention through a range of tools provided for in the Charter. He added that strengthening international cooperation between the United Nations and the African Union was essential, since the development of Africa was a precondition for peace and harmony throughout the world.

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

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

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

At its 8689th meeting, held on 17 December 2019 under the item entitled “Reports of the Secretary-General on the Sudan and South Sudan”,⁶⁷ The Council

⁶⁷ See [S/PV.8689](#).

considered the latest report of the Secretary-General,⁶⁸ which was focused on the progress towards the formation of a transitional Government in South Sudan and the regional efforts by the African Union and IGAD in support of the transition and the peacebuilding process.⁶⁹ The Council heard briefings by the Special Representative of the Secretary-General for South Sudan and Head of the United Nations Mission in South Sudan (UNMISS), and by the representative of Poland, who spoke in her capacity as Chair of the Security Council Committee established pursuant to resolution 2206 (2015) concerning South Sudan. The Special Representative reported that Uganda had hosted and followed up directly on a tripartite meeting and that IGAD had met several times. He noted the efforts of the Special Envoy of IGAD for South Sudan and highlighted that the African Union had kept the country under constant review.

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

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

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

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

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

The representative of Poland also commended the involvement of IGAD and its member States and affirmed that the region's role in ensuring that the Revitalized Agreement would be implemented and the parties would be held accountable could not be overestimated. She echoed the request by South Africa that the status of Mr. Machar should be resolved as soon as possible.

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

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

The representative of China called on the United Nations and the Council to enhance coordination with the African Union, IGAD, other regional and subregional organizations and the countries of the region, including the Sudan. He noted that support to IGAD should continue so that it could play its role as the main mediation channel and focus on helping the Government of South Sudan and the opposition to consolidate mutual trust and confidence and maintain a dialogue in order to reach consensus as soon as

⁶⁸ S/2019/936.

⁶⁹ See S/PV.8689.

possible on such core issues as security arrangements and the number of federal states and their boundaries.

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

The representative of the United Kingdom strongly welcomed the region's engagement and

leadership in efforts to achieve progress in the peace process and urged the regional partners, in particular IGAD, to redouble their efforts to ensure progress. Noting that the release of the IGAD 50-day interim report would mark an important moment, he called on the Council to work hand in hand with IGAD and suggested that the Council should consider in its consultations how to deepen such cooperation. He noted that the Council had to stand ready, in coordination with IGAD and the African Union, to support the parties on the pathway to peace and to make the necessary compromises.

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

III. Peacekeeping operations led by regional arrangements

Note

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

A. Decisions concerning peacekeeping operations led by regional arrangements

During the period under review, the Council renewed the authorization of two peacekeeping operations led by regional arrangements, namely the European Union Force-Althea in Bosnia and Herzegovina,⁷⁰ and the African Union Mission in Somalia (AMISOM).⁷¹ The Council welcomed the leadership demonstrated by countries in West Africa and the Sahel in spearheading initiatives to address security challenges and commended their efforts as well as of the African Union and Economic Community of West African States (ECOWAS),

through the deployment of the Multinational Joint Task Force (MNJTF) and Joint Force of the Group of Five for the Sahel (G5 Sahel). It encouraged ECOWAS and G5 Sahel to identify areas of complementarity in preventing conflict and sustaining peace in the region, and recalled the important role of United Nations Office for West Africa and the Sahel (UNOWAS) in providing technical assistance to the permanent secretariat of the G5 Sahel.⁷²

In its decisions in 2019, the Council took note of the work carried out by relevant United Nations peace operations and called for their cooperation with several other regionally led military and police training missions, namely the North Atlantic Treaty Organization (NATO) Resolute Support Mission in Afghanistan,⁷³ the European Union Training Mission in the Central African Republic,⁷⁴ and the ECOWAS Mission in Guinea-Bissau.⁷⁵ The NATO Force in Kosovo, established by resolution 1244 (1999), continued to operate without any decision taken with respect to its mandate.

⁷² S/PRST/2019/7, nineteenth paragraph.

⁷³ See, for example, resolution 2489 (2019), para. 5 (h).

⁷⁴ See, for example, resolution 2499 (2019), tenth preambular paragraph.

⁷⁵ See, for example, resolution 2458 (2019), nineteenth preambular paragraph and para. 24.

⁷⁰ Resolution 2496 (2019), para. 4.

⁷¹ Resolution 2472 (2019), para. 7.

The decisions by which the Council authorized peacekeeping operations led by regional organizations during the reporting period are listed in table 3.

Table 3
Decisions by which the Security Council authorized peacekeeping operations led by regional organizations

<i>Item</i>	<i>Decision and date</i>	<i>Paragraphs</i>	<i>Peacekeeping operations</i>
The situation in Bosnia and Herzegovina	Resolution 2496 (2019) 5 November 2019	Paras. 3 and 5–6	EUFOR-Althea
The situation in Somalia	Resolution 2461 (2019) 27 March 2019	Paras. 2–3, 11 and 14	AMISOM
	Resolution 2472 (2019) 31 May 2019	Paras. 7–18	AMISOM

Abbreviations: AMISOM, African Union Mission in Somalia; EUFOR-Althea, operation Althea of the European Union Force in Bosnia and Herzegovina.

Operation Althea of the European Union Force in Bosnia and Herzegovina

During the review period, the Council renewed the authorization for operation Althea of the European Union Force in Bosnia and Herzegovina (EUFOR-Althea) for a period of 12 months.⁷⁶ The Council reiterated its authorization to Member States to take “all necessary measures” to effect the implementation of and to ensure compliance with annexes 1-A and 2 to the General Framework Agreement for Peace in Bosnia and Herzegovina, and stressed 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.⁷⁷ The Council also authorized Member States to take “all necessary measures”, at the request of either EUFOR-Althea or NATO headquarters, in defence of EUFOR-Althea or the NATO presence respectively, and to assist both organizations in carrying out their missions.⁷⁸

African Union Mission in Somalia

In 2019, the Council adopted resolutions [2461 \(2019\)](#) of 27 March, [2472 \(2019\)](#) of 31 May, and [2498 \(2019\)](#) of 15 November, in connection with AMISOM. The Council renewed its authorization for the States members of the African Union to maintain the

deployment of AMISOM initially authorized in 2007, until 31 May 2020.⁷⁹

By resolution [2472 \(2019\)](#), the Council reduced the level of uniformed AMISOM personnel by 1,000 to a maximum of 19,626 by 28 February 2020, in line with the transition plan.⁸⁰ The Council maintained the existing strategic objectives of the Mission, to be pursued in the context of the transition as part of which Somalia would take responsibility for security, as set out on the transition plan. Those objectives included a gradual handover security responsibilities from AMISOM to the Somali security forces, with the Somali security institutions taking the lead by 2021; reducing the threat posed by Al-Shabaab and other armed opposition groups with a view to enabling a stable, federal, sovereign and united Somalia; and assisting the Somali security forces in providing security for the political process at all levels.⁸¹ To achieve those objectives, the Council authorized AMISOM to carry out a series of priority tasks consisting of, among other things: maintaining a presence in the sectors set out in the AMISOM concept of operations, prioritizing the main population centres; mentoring and assisting Somali security forces, including combat readiness mentoring for Somali military forces; securing key supply routes, including routes to areas recovered from Al-Shabaab, in coordination with stabilization and reconciliation

⁷⁶ Resolution [2496 \(2019\)](#), paras. 3–4. For information about the establishment of EUFOR-Althea, see *Repertoire, Supplement 2004–2007*, chap. XII, part III.C.

⁷⁷ Resolution [2496 \(2019\)](#), para. 5.

⁷⁸ *Ibid.*, para. 6.

⁷⁹ Resolution [2472 \(2019\)](#), para. 7. For information on the establishment of AMISOM, see *Repertoire, Supplement 2004–2007*, chap. XII, part III.C.

⁸⁰ Resolution [2472 \(2019\)](#), para. 7.

⁸¹ *Ibid.*, para. 9.

actors; and conducting targeted offensive operations in support of the transition plan.⁸²

The Council underlined the continued importance of full compliance by AMISOM forces in carrying out their mandate with the obligations of the participating States under international law, and called upon AMISOM and the African Union to monitor and promptly and thoroughly investigate violations of human rights and international humanitarian law.⁸³ The Council requested the African Union to update, by November 2019, and to continue to develop the concept of operations throughout the transition in collaboration with the Federal Government of Somalia, the United Nations and key partners to strengthen operational coordination among AMISOM contingents and to strengthen command, control and accountability.⁸⁴

The Council strongly encouraged efforts to increase the percentage of female uniformed personnel deployed to AMISOM by the troop- and police-contributing countries, and urged AMISOM to ensure the full, effective and meaningful participation of women across its operations and to integrate a gender perspective throughout the delivery of its mandate.⁸⁵

With regard to Chapter VIII of the Charter, the Council stressed the need for more predictable, sustainable and flexible financing for African Union-led peace support operations authorized by the Council and encouraged the Secretary-General, the African Union and Member States to continue efforts to explore in earnest funding arrangements for AMISOM.⁸⁶

The Council reaffirmed the Council's intention to keep the configuration of AMISOM under review and called upon the Secretary-General to conduct an independent assessment before 31 January 2021 with a view to presenting options to the Council on international engagement in Somalia after 2021, including on the role of the United Nations, the African Union and international partners.⁸⁷

In addition, by resolution 2498 (2019), the Council reiterated its request that AMISOM support and assist the Federal Government of Somalia and the federal member states in the implementation of the total ban on the export of charcoal from Somalia and document and register military equipment captured as

part of its offensive operations or in the course of carrying out its mandate.⁸⁸ The Council called upon AMISOM to facilitate regular access for the Panel of Experts on Somalia to charcoal-exporting ports, and reiterated its request that States, the Federal Government and AMISOM provide the Panel with information and assist it in its investigations.⁸⁹

Joint Force of the Group of Five for the Sahel

In 2019, the Council welcomed the initiatives of the countries in West Africa and the Sahel to address the security challenges in the region through the deployment of the Joint Force of the G5 Sahel, which was established in February 2017 by five States in the Sahel, namely Burkina Faso, Chad, Mali, Mauritania and the Niger.⁹⁰ By its resolution 2480 (2019), the Council encouraged the G5 Sahel States to ensure that the Joint Force continued to scale up its level of operation in order to demonstrate increased tangible operational results.⁹¹ In the same resolution, the Council stressed that operational and logistical support from the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), in line with the conditions set in resolution 2391 (2017), had the potential to allow the Joint Force to enhance its ability to deliver on its mandate. The Council recalled paragraph 13 of resolution 2391 (2017) and noted the request expressed by the G5 Sahel during the Council's mission on the Sahel in March 2019 that life support consumables be provided to the Joint Force by MINUSMA be used by all G5 Sahel contingents operating as part of the Joint Force.⁹²

The Council requested the Secretary-General to continue to ensure that there was adequate coordination, exchange of information and support between MINUSMA, the Malian Defence and Security Forces, the Joint Force, the French forces and the European missions in Mali within their respective mandates and through existing mechanisms, and to report to the Council every three months on those matters.⁹³ The Council also requested the Secretary-General to enhance the exchange of information

⁸² Ibid., para. 10.

⁸³ Ibid., para. 15.

⁸⁴ Ibid., paras. 11–12.

⁸⁵ Ibid., para. 18.

⁸⁶ Ibid., para. 23.

⁸⁷ Ibid., para. 34.

⁸⁸ Resolution 2498 (2019), paras. 8 and 24. See also 2472 (2019), para. 10 (i). For more information on the sanctions measures concerning Somalia, see part VII, sect. III.

⁸⁹ Resolution 2498 (2019), paras. 24 and 31.

⁹⁰ S/PRST/2019/7, nineteenth paragraph. For more information on the deployment of the Joint Force of the Group of Five for the Sahel, see *Repertoire, Supplement 2016–2017* part VIII, sect. III.

⁹¹ Resolution 2480 (2019), para. 37.

⁹² Ibid., paras. 38–39.

⁹³ Ibid., paras. 30 and 64 (ii).

between MINUSMA and the G5 Sahel States through the provision of relevant intelligence.⁹⁴

Resolute Support Mission of the North Atlantic Treaty Organization in Afghanistan

In connection with the situation in Afghanistan, the Council reaffirmed the mandate of the United Nations Assistance Mission in Afghanistan to closely coordinate and cooperate with the NATO Resolute Support Mission.⁹⁵

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,⁹⁶ AMISOM in Somalia,⁹⁷ the Joint Force of the G5 Sahel⁹⁸ and the Resolute Support Mission, in Afghanistan.⁹⁹ As illustrated in the case studies under the items entitled “The situation in Somalia” (case 5) and “Peace and security in Africa” (case 6), Council deliberations were focused on the necessary support (including financial support) and cooperation between the United Nations and regional organizations in addressing the conflicts in Somalia and the Sahel.

Case 5 The situation in Somalia

At its 8533rd meeting, held on 22 May 2019 under the item entitled “The situation in Somalia”,¹⁰⁰ the Council heard briefings by the Deputy Special Representative of the Secretary-General and Officer-in-Charge of the United Nations Assistance Mission in Somalia, the Special Representative of the Chairperson of the African Union Commission for Somalia and Head of AMISOM and the Assistant Secretary-General for Humanitarian Affairs and Deputy Emergency Relief Coordinator. The briefers focused on the political crisis, the security challenges posed by Al-Shabaab, the attack on the United Nations compound on 1 January and the expulsion of the Special Representative of the

Secretary-General for Somalia, Nicholas Haysom, at the beginning of 2019.

While most Council members commended the everyday efforts and sacrifice made by AMISOM, some Council members noted the importance of aligning the Mission’s reconfiguration and changes in the number of its troops and its mandate with security situation on the ground. The representative of China stated that the Council should continue to support the efforts of the African Union and other regional and subregional organizations that helped to maintain peace and security in Somalia, and as Somalia continued to face serious threats posed by Al-Shabaab, his country supported the Council’s extension of the AMISOM mandate and maintaining Mission forces in the country at the level necessary. The representative of the United Kingdom welcomed efforts to build the impetus in the AMISOM mandate renewal and stressed that a transition worked best when troop numbers were aligned to the tasks that the troops had to do, and not the other way around. The representative of Indonesia emphasized that AMISOM had to be reconfigured in a way that did not create a security vacuum and of taking the potential humanitarian impact and the safety of the civilian population fully into account. The representative of Peru said that it would be important to maintain the Mission’s troop strength while taking into account the current security conditions and delays in the implementation of the transition plan; the reconfiguration of AMISOM and the transfer of sites to Somali security institutions had to be conducted while taking into account the humanitarian consequences and ensuring the protection of the civilian population. The representative of the Russian Federation noted that the reconfiguration should go hand in hand with the formation of the military and law-enforcement bodies of Somalia. He underlined that the plan was to have AMISOM participating actively in the preparation and holding of the general elections planned for 2020 and 2021 and noted that, in the run-up to the elections, it would not make sense to sharply reduce the number of African peacekeepers in Somalia.

The representative of France stated that the reconfiguration of AMISOM should be continued in support of the transition plan. He noted that the Badbaado operation, in which AMISOM was supporting the Somali army in the liberation of areas in southern Mogadishu, was a good example of cooperation in support of the implementation of the transition plan. He said that it was possible and necessary to continue a moderate reduction in the AMISOM troop ceiling to further encourage the implementation of the security transition; that was not

⁹⁴ Ibid., para. 40.

⁹⁵ Resolution 2489 (2019), para. 5 (h).

⁹⁶ See resolution 2489 (2019), para. 5 (h).

⁹⁷ See S/PV.8440, S/PV.8533, S/PV.8537, S/PV.8601 and S/PV.8671.

⁹⁸ See S/PV.8526, S/PV.8627, S/PV.8633, S/PV.8670 and S/PV.8685.

⁹⁹ See S/PV.8481, S/PV.8555, S/PV.8613 and S/PV.8687.

¹⁰⁰ See S/PV.8533.

a matter of withdrawing troops from particularly sensitive areas or from Mogadishu, but from more stable areas.

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

Some Council members¹⁰¹ highlighted the importance of stable and sustainable financial support for AMISOM. The representative of France stated that it was essential for new partners, in particular those identified in the report of the United Nations and African Union Special Envoys on the financing of AMISOM, to commit themselves and participate in the financing. He added that, given the number of requests for support from the African Union, the European Union could not continue to finance the salaries of AMISOM soldiers alone. The representative of Poland said that the need for burden-sharing regarding the financing of AMISOM had become more pressing than ever. The representative of China hoped that the United Nations and the international community would provide stable, predictable and sustainable financial support for AMISOM and help the relevant troop-contributing countries to build capacity in order to combat Al-Shabaab more effectively.

Case 6 Peace and security in Africa

At its 8526th meeting, held on 16 May 2019 under the item entitled “Peace and security in Africa”,¹⁰² the Council discussed the report of the Secretary-General on the Joint Force of the G5 Sahel,¹⁰³ which had been submitted to the Council further to resolution [2391 \(2017\)](#). The Council heard briefings by the Assistant Secretary-General for Africa, the High Representative of the African Union for Mali and the Sahel, the European Union Special Representative for the Sahel and the Executive Director of the United Nations Office on Drugs and Crime (UNODC).¹⁰⁴ The Minister for Foreign Affairs and Cooperation of Burkina Faso gave a briefing on behalf of the G5 Sahel.

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

The Assistant Secretary-General for Africa emphasized the importance of maintaining the momentum for the Joint Force and called on the leaders of the G5 Sahel States to further clarify the strategic concept of operation. She asked the members of the Council to consider other options to allow for more predictable financial support and more effective long-term planning. The Minister for Foreign Affairs and Cooperation of Burkina Faso reported that the Joint Force had gone from the concept phase to the implementation phase and appealed to the Council and the partners of the G5 Sahel to continue their support for its full operationalization. He asked the Council to accede to the current request, endorsed by the Secretary-General, to establish a new United Nations approach to support the Joint Force and thereby enable it to better respond to the security challenges. The High Representative of the African Union for Mali and the Sahel recalled the decision taken by the Peace and Security Council of the African Union in April to renew the mandate of the Joint Force and the regular requests from the Heads of State of the G5 Sahel that the Joint Force enjoy direct financing from the United Nations and operate under Chapter VII of the Charter. The Special Representative of the European Union for the Sahel reaffirmed the commitment of the European Union to coordinate international support for the Joint Force and continue to build a partnership with the G5 Sahel States. The Executive Director of UNODC reported that the G5 Sahel States had achieved some notable results with the support of UNODC in addressing regional judicial cooperation and mutual legal assistance, and the investigation of the financing of terrorism and illicit trafficking.

The representative of France pointed out that, in the context of the deteriorating security and humanitarian situation in the Sahel, it was crucial to fully mobilize the G5 Sahel States so that the Joint Force could deliver on its full potential. He reaffirmed his country’s ultimate aim of strengthening the multilateral support to the Joint Force by equipping it

¹⁰¹ China, France and Poland.

¹⁰² See [S/PV.8526](#).

¹⁰³ [S/2019/371](#).

¹⁰⁴ See [S/PV.8526](#).

with a robust mandate and implementing a logistics package, because the success of G5 Sahel efforts could be ensured only with predictable and sustainable support.

The representatives of Côte d'Ivoire and Equatorial Guinea shared their views about the challenges facing the financing of the Joint Force and expressed support for predictable and sustainable funding under Chapter VII of the Charter of the United Nations in order to ensure the effectiveness of the Joint Force. The representatives of Côte d'Ivoire, South Africa and Kuwait endorsed the communiqué in which the Conference of Heads of State of G5 Sahel had urged partners of the G5 Sahel to honour their financial pledges. They expressed the view that the Secretary-General's proposal to establish a support office independent of MINUSMA and funded through assessed contributions would be a useful tool for ensuring predictable and sustainable financing for the Joint Force. The representative of South Africa stated that such an office would enable the Force to have the necessary capacity and the critically needed logistical and operational base for the full and effective operationalization of the Joint Force. He added that the Council should consider further opportunities to reinforce partnerships and strengthen the role of the African Union when discussing African-led peace operations.

The representative of Equatorial Guinea expressed support for placing the mandate of the Joint Force under Chapter VII of the Charter in order to provide it with the additional political legitimacy that it deserved. Noting the potential impact of not taking rapid and decisive measures on coastal countries of the area such as Côte d'Ivoire, Togo, Benin and Ghana, he called for an international coalition similar to those assembled for Iraq, Afghanistan and Libya, but this time with the help of the African Union, to stop the insecurity in West Africa. The representative of Belgium also explicitly expressed his support for the Joint Force being mandated under Chapter VII of the Charter of the United Nations. He highlighted that the Joint Force had to be able to rely on adequate and sustainable funding from mandatory United Nations contributions.

The representative of China called on the international community to provide continuing support for the Joint Force; MINUSMA should continue to provide the Joint Force with a support package, in accordance with the relevant agreements. The representative of Indonesia noted that MINUSMA was playing an important role in supporting the Joint Force and said that further consideration should be given to

enhancing that support, including when discussing the renewal of the Mission's mandate. The representative of Germany expressed his country's readiness to consider ways in which the Council could increase support for the Joint Force and called on all international partners who had pledged support to increase the predictability of the Force's funding. The representative of the United Kingdom urged all partners to meet the financial commitments they had made with the utmost urgency so as to aid the Joint Force in overcoming its funding challenges. The representative of the Russian Federation also emphasized the importance of ensuring stable and predictable funding for the Joint Force and expressed his country's willingness to consider financing for the Joint Force from the regular United Nations budget.

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

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

Several Council members emphasized the importance of regional and subregional cooperation. The representative of Peru welcomed the increased regional cooperation between the members of the G5 Sahel and their neighbours regarding the exchange of information and the fight against insecurity and the terrorist threat. He emphasized the effective coordination among UNOWAS, the African Union, ECOWAS and various regional organizations and United Nations system entities. The representative of Poland added that as the Sahel was facing diverse transnational and transboundary challenges, cooperation and coordination between neighbouring countries and within regional organizations, particularly African regional and subregional organizations, was crucial to achieving tangible and long-lasting progress in conflict

resolution and stabilization efforts. The representative of the United States stated that the dire security situation demanded that the international community focus its collective efforts in the Sahel in a smart, deliberate and collaborative way, which required that the region and its partners continue to pursue more than security responses alone and address the root causes of conflict through coordinated humanitarian, health, agricultural, governance and development assistance. He added that significant improvements in security could be achieved through effective

coordination with the security and development actors in the region and through the leadership of the African Union and ECOWAS. The representative of China emphasized the role of regional mechanisms and encouraged the Heads of State of the G5 Sahel, the African Union, ECOWAS and other regional and subregional organizations to take the lead in addressing issues related to the Sahel and assist the G5 Sahel permanent secretariat in its capacity-building efforts to secure, as soon as possible, the ability to coordinate international community support for the Joint Force.

IV. Authorization of enforcement action by regional arrangements

Note

Section IV concerns the practice of the Council in utilizing regional and subregional arrangements for enforcement action under its authority, as provided in Article 53 of the Charter. The present section focuses on the authorization of enforcement action by regional and other organizations outside the context of regional peacekeeping operations; authorizations to use force accorded by the Council to regional peacekeeping operations are covered in section III above. Cooperation with regional arrangements in the implementation of measures adopted by the Council under Chapter VII not involving the use of force is also covered in the present 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 by regional arrangements and the 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, however, 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, the Council extended for a further 12 months the authorizations to Member States “acting nationally or through regional organizations” to inspect vessels on the high seas off the coast of Libya suspected of carrying arms or related materiel to or

from Libya, in violation of previous Council resolutions and to use “all measures commensurate to the specific circumstances” to carry out such inspections, as set out in resolution 2420 (2018).¹⁰⁵ Also acting under Chapter VII, the Council renewed the authorizations, set out in paragraphs 7 to 10 of resolution 2240 (2015), to Member States “acting nationally or through regional organizations” to inspect on the high seas off the coast of Libya vessels suspected of being used for the smuggling of migrants or trafficking in persons from Libya, and to seize those vessels that were confirmed as being used for those purposes, and authorized Member States to use “all measures commensurate to the specific circumstances” in confronting smugglers of migrants or traffickers in persons in carrying out the aforementioned activities.¹⁰⁶ In both cases, the Council requested the Secretary-General to report to it within 11 months of the adoption of the resolutions on their implementation.¹⁰⁷ The Council also issued a presidential statement on 7 August 2019 in connection with the item entitled “Peace consolidation in West Africa”, reaffirming its condemnation of all instances of trafficking in persons and encouraging further cooperation between the European Union, the African Union and the United Nations aimed at saving and protecting the lives of migrants and refugees along routes and in particular inside Libya.¹⁰⁸

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

¹⁰⁵ Resolution 2473 (2019), para. 1. See also resolution 2292 (2016), paras. 3–4.

¹⁰⁶ Resolution 2491 (2019), para. 2.

¹⁰⁷ Resolutions 2473 (2019), para. 2; and 2491 (2019), para. 3. See also resolution 2240 (2015), paras. 17–18.

¹⁰⁸ S/PRST/2019/7, twenty-second and twenty-sixth paragraphs.

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.¹⁰⁹ The Council also renewed for a period of 12 months the authorizations, as set out in resolution 2442 (2018), granted to States and regional organizations cooperating with Somali authorities in the fight against piracy and armed robbery at sea off the coast of Somalia.¹¹⁰ The Council requested the Secretary-General to report to the Council within 11 months of the adoption of the resolution on its implementation and on the situation with respect to piracy and armed robbery at sea off the coast of Somalia, including voluntary reports by cooperating States and regional organizations.¹¹¹

Concerning the situation in South Sudan and acting under Chapter VII, the Council decided to maintain the force levels of the United Nations Mission in South Sudan (UNMISS), including its regional protection force established pursuant to resolution 2304 (2016).¹¹² The Council decided that the mandate of UNMISS, would include participating in and supporting the Ceasefire and Transitional Security Arrangements Monitoring and Verification Mechanism in the implementation of its ceasefire monitoring and verification mandate and actively participating in and supporting the work of the Joint Monitoring and Evaluation Commission.¹¹³ The Council took note of steps taken by the African Union to set up the Hybrid Court for South Sudan and welcomed the formal invitation that the African Union had extended to the United Nations to provide technical assistance in setting up the Court. The Council requested the Secretary-General to continue to make available technical assistance to the Commission of the African Union and the Government of South Sudan in setting up the Court and the Commission for Truth, Reconciliation and Healing.¹¹⁴

The Council adopted several decisions in which it either requested the support of regional and subregional

organizations in the implementation of sanctions measures or called on regional and subregional organizations to cooperate with the various sanctions committees and panels of experts. Acting under Chapter VII of the Charter, the Council encouraged all Member States, in particular the States members of the Economic Community of Central African States and of the Central African Economic and Monetary Community, to utilize the advance notification and exemption procedures established under the arms embargo to return arms and related materiel belonging to the Armed Forces of the Central African Republic.¹¹⁵ The Council urged all parties, as well as regional and subregional organizations, to ensure cooperation with the Panel of Experts on the Central African Republic and the safety of its members.¹¹⁶ The Council urged all parties, as well as regional and subregional organizations, to ensure cooperation with the Panel of Experts on South Sudan to ensure the safety of the members of the Panel and unhindered access, in particular to persons, documents and sites, so that it could execute its mandate.¹¹⁷

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

During the period under review, following established practice, the Council heard two semi-annual briefings under the item entitled “Reports of the Secretary-General on the Sudan and South Sudan”, by the Prosecutor of the International Criminal Court on the Court’s investigation into alleged crimes committed in Darfur.¹¹⁸ After the briefings, Council members discussed the position of regional organizations regarding the implementation of resolution 1593 (2005), in which the Council, acting under Chapter VII, referred the situation in Darfur to the Prosecutor of the International Criminal Court.¹¹⁹

¹⁰⁹ Resolution 2500 (2019), para. 12.

¹¹⁰ *Ibid.*, para. 14. See also resolution 2442 (2018), para. 14.

¹¹¹ Resolution 2500 (2019), para. 29.

¹¹² Resolution 2459 (2019), para. 6. For more information on the mandate of the regional protection force, see part X, sect. I.

¹¹³ Resolution 2459 (2019), para. 7 (d).

¹¹⁴ *Ibid.*, para. 32. See also paras. 33–35.

¹¹⁵ Resolution 2454 (2019), para. 8. See also resolution 2399 (2018), para. 8.

¹¹⁶ Resolution 2454 (2019), para. 6. See also resolution 2399 (2018), para. 37.

¹¹⁷ Resolution 2459 (2019), para. 22.

¹¹⁸ See S/PV.8554 and S/PV.8691.

¹¹⁹ See S/PV.8554 (China and Kuwait); and S/PV.8691 (China and Kuwait).

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

Note

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

A. Decisions concerning reporting by regional arrangements

During the period under review, the Council made no explicit reference to Article 54 of the Charter in its decisions. The Council did, however, request reporting from regional organizations, in particular 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, in particular with respect to peace support operations, such as the Joint Force of the Group of Five for the Sahel in Mali, the African Union Mission in Somalia (AMISOM) and support for the establishment of transitional justice mechanisms in South Sudan, as described in further detail below.

With regard to the situation in Mali, the Council requested the Secretary-General to report, every three months after the adoption of resolution 2480 (2019) on 28 June 2019, on the coordination, exchange of information and mutual operational and logistical support between, the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), the Malian Defence and Security Forces, the Joint Force, the French forces and the European Union missions in Mali.¹²⁰

With regard to Somalia, in resolution 2500 (2019), the Council requested the Secretary-General to report to the Council within eleven months of the adoption of the resolution on its implementation and on the situation with respect to piracy and armed robbery at sea off the coast of Somalia, including voluntary reports by cooperating States and regional

organizations.¹²¹ The Council requested the African Union to keep it informed every 90 days on the implementation of the AMISOM mandate in no fewer than four written reports, the first of which to be submitted no later than 15 August 2019.¹²² In that regard, the Council requested the African Union to report specifically on joint operations in support of the transition plan, including the use of coordination mechanisms and their effectiveness; performance issues, including command and control, and conduct and discipline; measures taken to protect civilians; the provision of equipment; and, in the first report, a reconfiguration plan on locations for drawdown determined by a threat assessment of AMISOM.¹²³

In connection with the item entitled “Reports of the Secretary-General on the Sudan and South Sudan”, the Council invited the African Union to share information on progress made in the establishment of the Hybrid Court for South Sudan.¹²⁴ With regard to the situation in Darfur, the Council decided to extend, temporarily and exceptionally, the period of drawdown for military personnel of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) in order to maintain the Operation’s self-protection capacities. In that regard, the Council requested the Secretary-General and invited the Chairperson of the African Union Commission to provide the Council with a special report, no later than 30 September 2019, containing an assessment of the situation on the ground, recommendations on the appropriate course of action regarding the drawdown of UNAMID and a joint African Union-United Nations political strategy with detailed options for a follow-on mechanism to UNAMID.¹²⁵

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 are listed in table 4.

¹²¹ Resolution 2500 (2019), para. 29. For more information on the authorization of enforcement action by regional organizations in Somalia, see sect. IV.A.

¹²² Resolution 2472 (2019), para. 32.

¹²³ Ibid.

¹²⁴ Resolution 2459 (2019), para. 39.

¹²⁵ Resolution 2479 (2019), paras. 2–3.

¹²⁰ Resolution 2480 (2019), para. 64 (ii).

Table 4
Decisions concerning reporting of activities by regional arrangements

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

B. Discussions concerning reporting by regional arrangements

During the period under review, Article 54 of the Charter was explicitly referenced only once during Council discussions. At the 8452nd meeting, held on 26 January 2019 under the item entitled “The situation in the Bolivarian Republic of Venezuela”,¹²⁶ before the adoption of the agenda, the Secretary of State of the United States made reference to a letter “under Article 54” from the Secretary-General of the Organization of American States describing the destabilizing impact of the crisis on the region. The Secretary of State noted that, despite the tragedy and the calls from regional bodies to give it more attention, the United Nations had yet to hold a formal meeting on the subject.

Several Council members made reference to reporting to the Council by regional organizations that was relevant to the application and interpretation of Article 54. At the 8650th meeting of the Council, held on 30 October 2019 under the item entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security”, the representative of France expressed support for the sustainable and predictable development and funding of operations conducted by the African Union and the United Nations and stated that the efforts of the two organizations should be continued on several tracks,

such as budgets and finance, human rights compliance and reporting between the two organizations.¹²⁷ At the same meeting, in connection with the partnership between the United Nations and the African Union in peacekeeping and in peace support operations, the representative of the United Kingdom underlined the importance of robust financial reporting arrangements; clear joint planning and coordination structures; and strong compliance frameworks for human rights, international humanitarian law and conduct and discipline.

At the 8689th meeting, held on 17 December 2019 under the item entitled “Reports of the Secretary-General on the Sudan and South Sudan”,¹²⁸ the Council discussed the most recent report of the Secretary-General on the Sudan and South Sudan.¹²⁹ At the meeting, the representative of Germany welcomed the successful mediation by the Intergovernmental Authority on Development (IGAD) and, in particular, the Sudan and Uganda, as guarantors of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan, had successfully mediated a consensus among the parties in South Sudan for the implementation of the Revitalized Peace Agreement, and encouraged IGAD to share its 50-day interim report and its recommendations with the Council.¹³⁰

¹²⁶ See [S/PV.8452](#).

¹²⁷ See [S/PV.8650](#).

¹²⁸ See [S/PV.8689](#).

¹²⁹ [S/2019/936](#).

¹³⁰ See [S/PV.8689](#).