



Security Council

Provisional
8 December 2018

Original: English

Côte d'Ivoire, Equatorial Guinea and Ethiopia: draft resolution

The Security Council,

Recalling its primary responsibility under the Charter of the United Nations for the maintenance of international peace and security,

Reaffirming the basic principles of peacekeeping, such as consent of the parties, impartiality, and non-use of force, except in self-defense and defense of the mandate, and *recognizing* that the mandate of each peacekeeping operation is specific to the needs of the situation concerned and underlining that the mandates that it authorizes are consistent with the basic principles, and *reiterating* that the Security Council expects full delivery of the mandates it authorizes,

Stressing that the primacy of politics should be the hallmark of the approach of the United Nations to the resolution of conflict, including through mediation, good offices, the monitoring of ceasefires, and assistance to the implementation of peace accords,

Recognizing that cooperation with regional and subregional organizations in matters relating to the maintenance of peace and security, and consistent with Chapter VIII of the Charter of the United Nations, can improve collective security,

Recalling all its previous relevant resolutions, and statements by its President and underscoring the importance of developing effective partnerships between the United Nations and regional organizations, in particular the African Union (AU), consistent with the Charter of the United Nations,

Welcoming the signing, on 19 April 2017, of the Joint United Nations-African Union Framework for enhanced partnership between the United Nations Secretariat and the African Union Commission for peace and security in the African continent, *further noting* the progress made in the UN-AU partnership and stressing it should further develop into a systematic and strategic partnership adapted to the complex security challenges facing the Continent,

Underscoring the need for close consultation and coordination between the United Nations and the African Union on peace and security challenges in Africa,

Commending the respective contributions of both African Union peace support operations and United Nations peacekeeping operations to comprehensive strategies for promoting sustainable peace in Africa and their joint contributions to peacebuilding on the continent,

Stressing the importance of consultations between the Security Council and the AU Peace and Security Council in their respective decision making processes

and common strategies for a holistic response to conflict, as appropriate, based on respective comparative advantage, burden sharing, joint analysis and planning missions and assessment visits by the UN and AU, monitoring and evaluation, transparency and accountability, to address common security challenges in Africa in accordance with the Charter of the United Nations, including Chapter VIII and the Purposes and principles,

Taking note of the ongoing efforts of the African Union and the subregional organizations, within the framework of the African Peace and Security Architecture (APSA), to strengthen their capacity and undertake peace support operations on the African continent, in accordance with Chapter VIII of the Charter of the United Nations, particularly the African Standby Force and its Rapid Deployment Capability,

Acknowledging the important role of the AU in efforts to prevent, mediate and settle conflicts on the Africa continent, and *expressing* its support for the continued efforts of the AU to confront threats to international peace and security in Africa consistent with Chapter VIII of the Charter of the United Nations,

Recognizing that AU peace support operations need to have realistic mandates and adequately resourced, uniformed and civilian peacekeeping personnel that are willing, capable and equipped to effectively and safely implement their mandate, and strong leadership at all levels, to ensure their performance,

Underscoring the link between performance and safety and security of uniformed and civilian peace support operation personnel and *recognizing* that strengthening overall performance in AU peace support operations will contribute to better delivery of their mandates, as well as lead to improvements in the safety and security of their personnel; and *acknowledging* the importance of data to inform objective decision-making to improve the performance of AU Peace Support Operations based on clear and well identified benchmarks for mandate implementation and emphasizing the need to regularly review AU Peace Support Operations partially funded by United Nations assessed contribution,

Recalling resolutions 2320 (2016) and 2378 (2017), acknowledging the importance of predictability, sustainability and flexibility of financing for African Union-led peace support operations authorized by the Security Council and authorised pursuant to the Security Council's role and prerogatives as set out in Chapter VIII of the Charter,

Further recalling the Secretary-General's report on options for authorization and support for African Union-led Peace Support Operations authorized by the Security Council pursuant to its resolution 2320 (2016), including the financing options outlined in the report: voluntary contributions to a trust fund, joint financing and budgeting, logistical support package, the establishment of a Logistics Support Office model, joint financing of a hybrid mission and subvention of funds directly to the African Union,

Recalling its expressed intention to give further consideration to practical steps that can be taken, and the conditions necessary, to establish the mechanism through which African Union-led peace support operations authorized by the Security Council and under the Security Council's authority, and authorized pursuant to the Security Council's role and prerogatives as set out in Chapter VIII of the Charter could be partly financed through United Nations assessed contributions, on a case by case basis, in compliance with relevant agreed standards and mechanisms to ensure strategic and financial oversight and accountability, taking into account the work undertaken by the United Nations Secretariat and the African Union

Commission in this regard, *acknowledging* the development of operations mandated or authorized by the AU,

Taking note of the annual reports of the Secretary-General on UN-AU Cooperation (S/2018/678) and (S/2017/454), which detail the work to strengthen mandating, management, oversight and accountability of AU-led peace support operations authorized by the Security Council; and further strengthening the women, peace and security agenda *noting*, in this regard, the development of AU's policies on human rights, international humanitarian law, conduct and discipline, and on prevention of and response to sexual exploitation and abuse, which are critical to achieving greater oversight, accountability, transparency, and full compliance with international law, including human rights law, international humanitarian law, as applicable and consistent with the UN conduct and discipline standards; *stressing* the need for the AU to adopt and implement these policies on conduct and discipline and on prevention of and response to sexual exploitation and abuse, as well as human rights frameworks,

Recognizing the need to apply an effective and early joint planning process, initiated by the Security Council, between the UN and the AU, followed by an ongoing joint review process throughout the duration of a peace support operation authorized by the Security Council, to ensure staff of both the African Union Commission and the United Nations Secretariat have a commonly agreed and shared understanding; *stressing* the requirement for oversight by the Security Council of operations authorized by the Security Council and authorized pursuant to the Security Council's role and prerogatives as set out in Chapter VIII of the Charter; and which receive UN assessed funding,

Reaffirming the Security Council's role in authorizing peace support operations undertaken by regional arrangements; and *taking note*, in this regard, of the work done in coordination with the African Union on a reporting framework which would establish clear, consistent and predictable reporting channels, including fiduciary and mandate delivery, and human rights and international humanitarian law and compliance frameworks between the Secretariat, the Commission and the UN Security Council and AU Peace and Security Council, as well as standardized reporting requirements,

1. *Underscores* the primary responsibility of the Security Council under the United Nations Charter for the maintenance of international peace and security, as well as the oversight responsibilities of the Security Council for African Union-led peace support operations acting under the Security Council's authority, while also recognizing the important role of regional organizations consistent with Chapter VIII of the Charter;

2. *Stresses* that resolution and prevention of conflicts remain a primary responsibility of States and actions undertaken by the United Nations as well as relevant regional and subregional organizations should support and complement, as appropriate, the roles of the national governments;

3. *Underscores* the need for the United Nations and the African Union to continue to work closely with Regional Economic Communities, neighbouring countries, and other relevant partners to address conflicts on the continent, ensure consistency of messaging and align positions and actions;

4. *Reaffirms* its determination to take effective steps to further enhance the relationship between the UN and regional organizations, in particular the AU, in accordance with Chapter VIII of the United Nations Charter;

5. *Commends* the progress made on the partnership between the United Nations and the African Union, which has been characterized by closer

collaboration, joint field visits by senior officials, more regular exchanges of information, deeper consultations, increasingly coordinated action, and greater collaboration between the Secretariat and the Commission;

6. *Acknowledges* the trend towards joint visit by UN and AU Senior Officials as well as joint briefings of the Security Council and the AU Peace and Security Council by Senior Officials, Special Representatives and Envoys of the two organizations, and recalls the joint Communique adopted at the 12th annual consultation of the members of the Security Council and the African Union Peace and Security Council that affirmed their intention to consider joint visits to conflict situations in Africa, the modalities of which will be discussed and agreed on a case-by-case basis by the two Councils;

7. *Welcomes* the efforts undertaken by the Secretary-General to mobilize all partners and stakeholders in support of more effective United Nations peacekeeping through his “Action for Peacekeeping” Initiative, to include advancing political solutions, strengthening protection of civilians, improving the safety and security of peacekeepers, supporting effective performance and accountability, strengthening the impact of peacekeeping on sustaining peace, improving peacekeeping partnerships, and strengthening the conduct of peacekeeping operations and personnel; which among others, aims to enhance collaboration and planning between the UN and relevant international, regional and subregional organizations and arrangements, including the African Union, which have deployed several mandated operations in the past years;

8. *Takes note* of the work undertaken collaboratively by the United Nations and the African Union on the consideration of financing of AU-led peace support operations authorized by the Security Council as well as the reports of the Secretary-General and the Chairperson of the African Union Commission on the Relevant Provisions of UN Security Council Resolutions 2320 (2016) and 2378 (2017);

9. *Reaffirms* the complementary role of United Nations Peacekeeping operations to support sustainable political processes, to maintain peace and to develop civil and military processes; *acknowledges* that African Union-led peace support operations can be deployed quickly to implement a clear and focused mandate with a proactive and robust posture and *underscores* that when considering whether to utilize an African Union-led peace support operation, the Security Council will make its determination taking in to account the security environment, the comparative advantage as well as the efficiency and cost effectiveness of an African Union-Led Peace Support Operations for a limited duration in time and an exit strategy defined from the outset;

10. *Reiterates* that regional organizations have the responsibility to secure human, financial, logistical and other resources for their organizations, including through sustainable contributions by their members and support from partners and welcomes the valuable financial support provided from partners in this regard and *commends* the African Union’s ongoing efforts and commitment to enhance self-reliance and financing of its activities, in a manner consistent with its member states’ international obligations, as applicable;

11. *Welcomes* the AU’s commitment to fund 25 percent of AU peace support operation costs by 2021 and the progress made in implementing this commitment, including the launching of the AU Peace Fund and the appointment of the Board of Trustees; recognizes the key contribution this will make to the overall international peace and security architecture, and *underlines* the need to ensure funding is provided on a sustainable basis;

12. *Welcomes* the commitment made by the Assembly of the African Union in January 2015, at its 24th Ordinary Session to fund 25% of the cost of its peace and security efforts, including peace support operations to be phased in over a five year period, as reaffirmed at the 25th Ordinary Session in Johannesburg in July 2015, notes that 2017 was a transitional year following the Assembly's Kigali decision on the Peace Fund and Financing the Union, *commends* the progress made thus far in implementing this commitment to endow the Fund with \$400m and welcomes the progress made so far and encourages AU Member States to maintain the current momentum in order to ensure funding is provided on a sustainable basis;

13. *Emphasizes* that consultative analysis and joint planning, initiated by the Security Council, between the AU Commission and UN Secretariat is critical to developing joint recommendations on the scope and resource implications of AU-led peace support operations authorized by the Security Council to be potentially partially financed through UN assessed contributions, assessing action and undertaking missions where appropriate, and regularly reporting on such actions when taken, and *underscores* the importance of full compliance with international human rights law and international humanitarian law, AU and UN human rights and conduct and discipline policies and arrangements;

14. *Takes note* of the AU's efforts with regard to strengthening the overall effectiveness, management and oversight of AU-led peace support operations authorized by the Security Council, including securing predictable financing within the framework of the Peace Fund, strengthening planning and management capacities, strengthening the partnership with the UN, and establishing a robust accountability and compliance framework; and *underscores* the importance of these commitments and of progress in this area as well as the requirement for oversight by the Security Council for operations authorized by the Security Council and authorised pursuant to the Security Council's role and prerogatives as set out in Chapter VIII of the Charter;

15. *Recognizes* that the provision of financial support to AU-led peace support operations authorized by the Security Council requires a coordinated approach between United Nations organs where the Security Council authorizes a mandate including a possible support package and the fiduciary reporting framework remains the purview of the General Assembly;

16. *Decides* in principle that United Nations-assessed contributions can be provided, with decisions to be taken on a case-by-case basis, to support African Union-led peace support operations authorized by the Security Council, in accordance with the existing financial rules of the United Nations to complement annual funding from the African Union and/or its Member States;

17. *Emphasizes* that it will only consider providing financial support through UN assessed contributions to future African Union-led peace support operations authorized by the Security Council and that this will constitute no more than 75-per cent of the overall cost of each distinct African Union peace support operation receiving United Nations assessed contributions;

18. *Further emphasizes* that the Security Council will have oversight and accountability including planning, development, mandating and reporting of any African Union peace support operation receiving financial support through UN assessed contributions;

19. *Welcomes* the Joint Declaration adopted by the United Nations Secretariat and the African Union Commission, which outlines the guiding principles underpinning the cooperation and collaboration between the two organizations in responding to conflict and crisis situation in Africa, including

support of AU-led Peace Support Operations, progress made in the implementation of resolutions 2320 (2016) and 2378 (2017), and key priorities going forward;

20. *Calls upon* the United Nations Secretariat and the African Union Commission to accelerate implementation of this Joint Declaration and the key priorities agreed between them;

21. *Requests* the Secretary-General, in close consultation with the African Union to provide the Security Council with a detailed report within six months of the adoption of this resolution on its efforts and progress to strengthen financing, human rights protections, accountability, transparency, performance, and conduct and discipline standards, and compliance with applicable international law, including international human rights law and international humanitarian law, across its peace support operations, as well as on progress of the United Nations and African Union Cooperation in these areas;

22. *Requests* the Secretary-General to include in his regular reporting to the Security Council on each future African Union-led peace support operation, authorized by the Security Council and authorized pursuant to the Security Council's role and prerogatives as set out in Chapter VIII of the United Nations Charter, and partially funded by United Nations assessed contribution, his assessment of the operation's performance in the areas set out in paragraph 20 of this resolution;

23. *Calls upon* the African Union and its Member States to ensure the highest standards of transparency, conduct and discipline for their contingents operating in the framework of AU peace support operations, and *reiterates* the importance of a robust compliance framework to prevent, investigate and address violations and abuses of human rights law and violations of international humanitarian law;

24. *Calls upon* international partners to support, through voluntary contributions, technical assistance and advice, the AU's efforts in the establishment and implementation of the compliance framework and encourages all relevant partners, including United Nations relevant entities to support the implementation of the compliance framework and to ensure close coordination of their activities in this regard;

25. *Affirms* that in order to ensure transparency and accountability, budgets for future African Union-led peace support operations that receive financial support through United Nations assessed contributions shall be submitted to the General Assembly for approval and be subject to external audits and evaluations, in line with existing United Nations procedures for United Nations peacekeeping operations;

26. *Underscores* that at the outset of its consideration on whether to utilize an African Union-led peace support operation partially funded by UN assessed contributions, the Security Council will request, on a case-by-case basis, a consultative UN-AU planning process, that will include UN and AU threat assessments and reports of the Secretary-General and the Chairperson of the AU Commission to the Security Council and the African Union Peace and Security Council, and that these peace support operations will be, at the request of the Security Council, subject to UN and AU assessments to inform potential renewals, as applicable;

27. *Underscores* the importance of continued and enhanced cooperation between United Nations and the African Union on issues of accountability, including pertaining to applicable international humanitarian law and international human rights law, as well as acting consistently with United Nations standards of conduct and discipline pertaining to military, police and civilian personnel in

African Union-led peace support operations utilized by the Security Council, including the Human Rights Due Diligence Policy, and with UN conduct and discipline frameworks including the UN Zero Tolerance Policy on Sexual Exploitation and Abuse, and *invites* the African Union to report annually to the Security Council on its efforts to strengthen human rights protections, compliance with applicable international human rights law and international humanitarian law, accountability, transparency, performance, and conduct and discipline standards across its peace support operations, as well as on how it can enhance cooperation with the United Nations in these areas;

28. *Expresses its intention* to review any potential determination by the Security Council to provide financial support through United Nations assessed contributions to African Union-led peace support operations, three years after such a determination has been made;

29. *Emphasizes* the importance of the African Union and its Member States financing its peace operations in a manner consistent with its international obligations;

30. *Requests* the Secretary-General to report on progress on the financing of AU-led peace support operations authorized by the Security Council and authorised pursuant to the Security Council's role and prerogatives as set out in Chapter VIII of the UN Charter as part of his annual report on strengthening the partnership between the United Nations and the Africa Union on issues of peace and security in Africa;

31. *Decides* to remain seized of the matter.
