Security Council

Letter dated 11 December 2019 from the Permanent Representative of Côte d'Ivoire to the United Nations addressed to the Secretary-General

I have the honour to submit herewith a summary of the open debate held by the Security Council on 5 December 2018 on "Post-conflict reconstruction and peace, security and stability" under the item "Peacebuilding and sustaining peace" (see annex I), and a summary of the open debate held by the Security Council on 6 December 2018 on "The role of States, regional arrangements and the United Nations in the prevention and resolution of conflicts", held under the agenda item "Cooperation between the United Nations and regional and subregional organizations" (see annex II), both prepared by Côte d'Ivoire as the President of the Security Council in December 2018.

I would be grateful if the present letter and its annexes could be circulated as a document of the Security council.

(*Signed*) Léon H. Kacou **Adom**
Ambassador

Annex I to the letter dated 11 December 2019 from the Permanent Representative of Côte d'Ivoire to the United Nations addressed to the Secretary-General

Chair's summary on the open debate held by the Security Council on 5 December 2018 on the subject "Post-conflict reconstruction and peace, security and stability"

In my capacity as President of the Security Council for December 2018, I hereby wish to provide a summary on the debate of the Security Council on "Post-conflict reconstruction and peace, security and stability", under the agenda item "Peacebuilding and Sustaining Peace", held on 5 December 2018. A concept note highlighting the experience of Côte d'Ivoire emerging from conflict through a combination of economic, security and political measures (S/2018/1063), may provide lessons to the Council and countries in crisis.

The debate was chaired by the President of Côte d'Ivoire, Alassane Ouattara, with briefings provided by the Secretary-General of the United Nations, António Guterres, and the Chairperson of the African Union Commission, Moussa Faki Mahamat.

The Secretary-General highlighted his reform agenda, which is meant to increase the focus of the United Nations on conflict prevention and promote greater coordination between the three pillars of the United Nations: peace, sustainable development and human rights. He highlighted the importance of a holistic approach to combating factors of instability and promoting development, adapted to the context of each country. He also emphasized that peacebuilding and sustaining peace require an inclusive approach, led by national and local actors, including the private sector, civil society and marginalized groups such as women and girls, young people and ethnic minorities. The Secretary-General underscored the need for partnerships between the United Nations and regional and subregional organizations, and with international financial institutions, which he said were particularly important in transition settings when a peace operation departs. In this regard, he highlighted the partnership between the United Nations, the African Union and the World Bank, as well as the convening role of the Peacebuilding Commission. He emphasized the need for adequate and predictable resources for peacebuilding and development actors, highlighting the role of the Peacebuilding Fund. Finally, he reiterated that African-led peace operations should benefit, where appropriate, from United Nations assessed contributions.

The Chairperson of the African Union Commission highlighted that the experience of Côte d'Ivoire demonstrated that national political will, international support and partnerships, reconciliation and economic growth are important for establishing peace. He mentioned the African Union initiatives to support member States in post-conflict reconstruction, including the African Solidarity Initiative. While describing the factors that are vital during post-conflict reconstruction, he stressed the importance of political inclusion and democratic governance, balanced development to fight inequality, and meeting the needs of women, youth and victims of conflict. The Chairperson further noted the need to harmonize disarmament, demobilization and reintegration activities with security sector reform processes. Cooperation between the African Union and the United Nations had strengthened significantly, the Chairperson said, including between the African Union Commission and the United Nations Secretariat, and between the African Union Peace and Security Council and the United Nations Security Council. Promising cooperation had started between the Peace and Security Council and the Peacebuilding Commission. According to the Chairperson, the guiding principles for supporting peace, stability and development in Africa should be national ownership; adapting solutions to each country context, which includes

fighting impunity in a manner that promotes reconciliation and lasting peace; and long-term international support beyond the crisis phase.

Following the briefings, the President of Côte d'Ivoire, speaking in his national capacity, expressed support for the organizational reforms of the Secretary-General. He thanked the international community for its support to Côte d'Ivoire and paid tribute to the 150 United Nations peacekeepers from the United Nations Operation in Côte d'Ivoire who lost their lives.

He reiterated that the debate was an opportunity to share Côte d'Ivoire's experience in post-conflict reconstruction, which could enrich the Security Council's peacebuilding practice and be useful to countries in similar situations. He also stated that since emerging from its 2011 post-electoral crisis, Côte d'Ivoire has based its post-conflict strategy on three processes: the restoration of the economy; disarmament, demobilization and reintegration and security sector reform; and reconciliation. The President of Côte d'Ivoire expanded on these themes, as follows:

- Economic recovery enabled the Government to respond to immediate social and security needs, as well as to long-term development. First, a presidential emergency programme was implemented, particularly for fragile rural areas, to accelerate the re-establishment of Government authority in all regions of the country. This was supplemented with national development plans (2012–2015 and 2016–2020) that required approximately $72 billion, 60 per cent of which the Government sought from private sector financing. According to the President, the private sector is crucial to reviving the economy and creating jobs. Economic growth from 2012–2017 averaged nearly 9 per cent per year.

- Côte d'Ivoire worked with the United Nations on a disarmament, demobilization and reintegration programme that reintegrated 65,000 ex-combatants over three years. The Government funded 72 per cent of the $200 million cost of this programme. One benefit of the economic recovery of Côte d'Ivoire was that it provided employment to young people and ex-combatants, with more than 2 million jobs created since 2012. The President said that Côte d'Ivoire was continuing to restructure and modernize the army, security services and judiciary.

- To promote national reconciliation and social cohesion, the Government launched a dialogue, truth and reconciliation commission, a national commission for reconciliation and the compensation of victims, and a Chamber of Kings and Traditional Chiefs. In August 2018, around 800 individuals were pardoned through an amnesty law for offences related to the post-electoral crisis or against state authority. More broadly on the political front, elections since 2012 have helped normalize political life, including a referendum on the constitution. The Government has also established a high authority for good governance to prevent and combat corruption. The President stressed that a lesson from the post-conflict experience of Côte d'Ivoire is the importance of a Government deriving legitimacy from democratic and transparent elections.

Finally, the President pointed out that the regional security environment can affect the stability of post-conflict countries. In that regard, he called upon the Security Council to provide adequate and sustainable funding for African peace operations.

Thereafter, all Council members made statements, as did four member States that were invited to participate (Burkina Faso, Japan, Rwanda and Senegal). During the debate, the positive example of Côte d'Ivoire and the lessons learned were widely recognized. A common point of emphasis was that post-conflict reconstruction requires a holistic approach, as peace and security are interlinked with development. This involves activities ranging from security-related measures to socioeconomic development, institutional reforms and political processes, including reconciliation.

A holistic approach also addresses root causes of conflict, such as underdevelopment; poverty; economic, social and political inequalities; poor governance and climate change. In this regard, many of the interventions expressed support for the reforms of the Secretary-General, outlined in his 18 January 2018 report on peacebuilding and sustaining peace (S/2018/43), the 2030 Agenda for Sustainable Development and the Agenda 2063 of the African Union.

Several members noted the importance of the following issues for peacebuilding, sustaining peace and post-conflict reconstruction.

National ownership, along with national political will, was widely cited as critical to post-conflict reconstruction. Several speakers said that international assistance should seek to support the priorities of national governments. Related to this was inclusivity. National peacebuilding plans should take into account the views and needs of a country's different social strata and have the buy-in of local communities. Many speakers emphasized the importance of involving women and youth, as well as minorities. The contributions that women and youth can make for consolidating peace were stressed repeatedly.

National reconciliation is a priority for countries emerging from conflict. Speakers highlighted the importance of truth and reconciliation commissions, as well as transitional justice, accountability for perpetrators of human rights abuses, and support for victims of war. Some speakers highlighted the need to properly manage the relationship between maintaining peace and seeking justice.

Capacity-building and institution-building are important components, since State capacities are often severely damaged or destroyed following conflict and focusing on such activities can reduce the dependency of States on external assistance. In this connection, many speakers referred to restoring the rule of law and fostering good governance, including the delivery of basic services, strengthening democratic institutions and combating corruption.

Disarmament, demobilization and reintegration and security sector reform are important to restoring the monopoly of the State on the use of force. Restoring security is necessary for development, and security sector reform should be one of the priorities for institution-building. Protecting human rights was also frequently referred to as necessary for sustaining peace in post-conflict societies.

A frequent point of emphasis was the crucial role of economic recovery in consolidating peace and stability by contributing to meeting people's basic needs and providing them with livelihoods. Many speakers stressed that economic recovery should be inclusive and balanced. Promoting employment-centred recovery was highlighted, as were investments in infrastructure, which creates jobs and supports economic growth. Several speakers highlighted the role of international financial institutions, in particular the World Bank and the International Monetary Fund, and the importance of mobilizing the private sector. Speakers noted the importance of the rule of law and of strong institutions for business and for attracting investments. Two delegations noted that efforts to rebuild economies should account for the effects of climate change.

There were numerous references to partnerships. Post-conflict reconstruction takes time, it cannot be rushed and it requires sustained international support and attention, speakers said. Regional and subregional organizations are familiar with local dynamics and can play an important supporting role following the withdrawal of United Nations peace operations. The contributions of the African Union and the Economic Community of West African States were mentioned in this regard, as were those of international financing institutions, as well as private sector and civil society partners. United Nations partnerships with regional and subregional organizations and

with international financial institutions were highlighted, and speakers noted the important role of the United Nations in coordinating international assistance.

The Peacebuilding Commission was frequently cited as an important partner, with the potential to take on a greater role, particularly during transitions. Its convening and bridging role allows it to bring together diverse actors and to maintain international attention and support after the withdrawal of United Nations peace operations. It also may assist in the development of regional strategies and outlooks. Several speakers highlighted, in addition to its advisory role to the Security Council, the increasing engagement of the Peacebuilding Commission with the Peace and Security Council of the African Union.

There were calls for adequate and predictable resources for peacebuilding. This includes providing sufficient resources in transition settings after peace operations withdraw. The Peacebuilding Fund played a valuable role, several speakers noted, though some speakers did not favour proposals to fund it through assessed contributions but preferred to encourage voluntary contributions. Speakers reiterated calls for providing African-led peace operations with assessed contributions.

Many speakers emphasized the need to tailor and adapt peacebuilding strategies to country-specific contexts. There were also references to the contributions of peacekeeping operations to peacebuilding, and the importance for the United Nations to identify the desired end-state, and an achievable exit strategy, at the outset of establishing a peacekeeping operation. The important role of political processes was noted, to manage unresolved power struggles, and in order for international peacebuilding assistance to achieve results.

Among the four non-Council members that participated, Rwanda and Burkina Faso spoke about their own post-conflict and crisis experiences. Rwanda described the three pillars of its post-conflict recovery, namely: the restoration of security and peace, including the reintegration of 10,000 former combatants; rebuilding institutions by establishing the rule of law, fighting corruption and ensuring all people were served equally; and providing a development dividend, which benefited from international assistance informed by national priorities. Rwanda also highlighted the role of national leadership and ownership. Burkina Faso referred to the importance of partnerships with the African Union, the Economic Community of West African States and the United Nations to resolve its 2014–2015 crises and political transition. Since then, the Government has focused on truth and reconciliation and security sector reform, which have benefitted from support from the Peacebuilding Fund. The Government has also been implementing a national plan for economic and social development to revitalize the economy and labour market and promote sustainable development.

Côte d'Ivoire organized this open debate to draw further attention to post-conflict reconstruction needs and best practices. In my capacity as President of the Security Council in December 2018, I hope that this debate will, as stated by President Ouattara, enrich the Council's consideration of this matter.

Annex II to the letter dated 11 December 2019 from the Permanent Representative of Côte d'Ivoire to the United Nations addressed to the Secretary-General

Chair's summary on the open debate held by the Security Council on 6 December 2018 on the subject "The role of states, regional arrangements and the United Nations in the prevention and resolution of conflicts"

By means of this present letter and in my capacity as President of the Security Council for December 2018, I hereby wish to provide a summary of the 6 December 2018 ministerial-level open debate on the theme "The role of states, regional arrangements and the United Nations in the prevention and resolution of conflicts". The open debate was held under the agenda item "Cooperation between the United Nations and regional and subregional organizations", included the participation of high-level representatives of 57 member States and the European Union and was chaired by the Minister for Foreign Affairs of Côte d'Ivoire, Marcel Amon-Tanoh. Briefings were provided by the Secretary-General of the United Nations, António Guterres, the Chairperson of the African Union Commission, Moussa Faki Mahamat, and the President of the Commission of the Economic Community of West African States, Jean-Claude Kassi Brou.

The Secretary-General made the case for prevention as an end in itself, to save lives and protect people, and not as the instrument of any other political agenda. He highlighted the visionary character of Chapter VIII of the Charter of the United Nations, which was devised when regional organizations barely existed. Regional and subregional organizations, he said, "have the proximity, experience, knowledge of local dynamics, flexibility and relationships to engage more rapidly and effectively when situations deteriorate". He emphasized the need for these organizations to build their capacity to take preventive measures early, and for member States to renew their commitment to inclusive multilateralism based on the Charter of the United Nations and on the principles of complementarity and subsidiarity.

The Chairperson of the African Union noted that the commitment of the African Union of Silencing the Guns by 2020 "not only entails settling current conflicts; but also building peace where it has already been achieved and preventing new crises, in particular in Africa". He stated that preventive action often faces concerns over sovereignty and lacks the time and space needed for effective diplomatic engagement. However, member States have been able to overcome these hurdles in the deployment of African peace operations. In his statement, he reiterated the need to adopt a resolution on sustainable and predictable funding for the African Union peace support operations authorized by the Security Council. He also set out the African Union initiative Agenda 2063 for socioeconomic transformation, and its contribution to the 2030 Agenda for Sustainable Development.

The joint declaration issued by the Secretary-General and the Chairperson on 6 December 2018, the same day as the open debate, provides valuable input into the future of the partnership between the organizations. In the declaration, the Secretary-General and the Chairperson endorsed the guiding principles for the relationship, assessed progress on critical areas (African Union financing, consultative decision-making, financial management and the African Union compliance framework) and identified key priorities.

At the open debate, the President of the Commission of the Economic Community of West African States shared with the Council how the West Africa region has learned from its past by focusing on preventive diplomacy efforts. These

actions, which are not highly visible, have helped to reduce tensions at critical times, such as during elections. The Economic Community of West African States has developed an early warning and response system which is now being replicated at the national level, he said. He noted that the partnership of the Economic Community with the United Nations and the African Union ranges from high-level political dialogue to African Union-United Nations support in the deployment of peace operations led by the Economic Community of West African States and the conduct of joint visiting missions with the United Nations during political crises.

Building on the experience of Côte d'Ivoire, the Minister for Foreign Affairs emphasized the importance of strengthening cooperation and coordination among national actors, subregional and regional organizations and the United Nations. In addition to the mediation of Ghana and South Africa, the African Union and then the United Nations took over from the Economic Community of West African States in the conduct of political and military processes. Furthermore, Burkina Faso played a decisive mediation role in the lead-up to the October 2010 presidential elections. He shared this example in the hope that the experience of Côte d'Ivoire can contribute to the strengthening of conflict resolution and prevention mechanisms.

Ahead of the meeting, Côte d'Ivoire circulated a concept note framing the discussion (S/2018/1064). The summary below captures some of the ideas and recommendations made by the participants during the open debate.

Strengthening cooperation with regional and subregional organizations on conflict prevention and resolution

International and regional involvement in conflict prevention and management need a common strategy with clear priorities that include the buy-in of national actors. If not matched with resources, these engagements are not sustainable. The role of States in conflict resolution and prevention is crucial, as States bear primary responsibility for protecting their citizens by guaranteeing their rights, responding to their legitimate demands and promoting inclusiveness and resilience.

The partnership with regional and subregional organizations must abide by the principles of burden-sharing, consultative decision-making processes, comparative advantage and division of labour, as well as mutual accountability.

Several participants mentioned the recent joint study by the United Nations and the World Bank, *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*, which sets out a compelling, evidence-based case that prevention would save approximately $34 billion in damage in countries that avoid war.

In order to provide comprehensive and consistent responses to crises, the humanitarian-development-peace nexus must be given practical expression on the ground, which entails strengthening exchanges between United Nations agencies and among bilateral and multilateral actors. Especially in transitional situations, the Peacebuilding Commission can promote inclusiveness by linking up subregional and regional organizations with the Security Council.

Some participants highlighted the role of United Nations regional offices (in Central Asia, Central Africa and West Africa and the Sahel), which have contributed to carrying out a preventive agenda, and mentioned the possibility of replicating this model in other conflict areas globally.

Participants also discussed the role of several regional and subregional organizations in relation to international peace and security, including the European Union, the Organization for Security and Cooperation in Europe, the League of Arab States, the Association of Southeast Asian Nations, the Organization of Islamic Cooperation and the Organization of American States, although most participants

focused on the African continent. In this context, the recent example of the Gambia was raised, as the combined efforts of the United Nations, the African Union and the Economic Community of West African States had helped prevent the escalation of the post-electoral crisis in early 2017. Other organizations mentioned included the Intergovernmental Authority on Development, the East African Community and the Southern African Development Community.

The Security Council and the African Union Peace and Security Council could build on their cooperation of more than a decade, as reflected in their joint annual meetings, by conducting joint field visits, as previously agreed, in order to develop a shared conflict assessment. An important element in promoting unity of action is the joint briefings of the Special Representatives and Envoys of the two organizations to the Security Council and the African Union Peace and Security Council.

Closer cooperation between the United Nations Secretariat and the African Union Commission, including joint field visits by senior officials, more regular exchanges of information and increasingly coordinated action, is encouraging. Many participants referred to the Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security and the joint declaration issued by the Secretary-General and the Chairperson on the same day as the open debate.

Several participants raised the importance of enhancing the role of women in peace and security, not only as peacekeepers but in conflict prevention and resolution and through their access to political leadership, in order to sustain peace.

Improving peace operations

The "Action for Peacekeeping" initiative of the Secretary-General and the Declaration of Shared Commitments endorsed by 151 Member States provide an opportunity to address some of the obstacles to the effectiveness of peacekeeping operations. These include the unfavourable perception by host States and local populations, the need for increased political support to these missions, vague mandates and the inadequacy of the available human and logistical resources. The importance of developing tailor-made, realistic, politically sound and sufficiently financed mandates was also raised.

Members generally agreed that strengthening the safety and security of peacekeepers is of paramount importance. The importance of more flexibility and rapid responses when it comes to protecting civilians, while respecting human rights and international humanitarian law, was also raised.

The need for sustainable and predictable funding for African Union peace support operations authorized by the Security Council

In 2017, the African Union Peace Fund received the highest level of contributions from member States since its establishment in 1993, and is expected to reach $400 million in 2021, which was welcomed by many participants. The Peace Fund is expected to finance activities in three core areas: mediation and preventive diplomacy, capacity-building and peace support operations. Most members considered that, in addition to the Peace Fund, there is a need to improve the predictability, sustainability and flexibility of financing for African Union-led peace operations previously authorized by the Security Council through financing by United Nations assessed contributions, based on strict case-by-case analyses. Along these lines, several participants referred to the need to explore further the options presented in the May 2017 report of the Secretary-General on authorization of and support for African Union peace support operations (S/2017/454).

Several members welcomed strengthening oversight and accountability of African Union-led peace operations, including to strengthen respect for human rights, international humanitarian law and the conduct and discipline framework for African Union-led peace operations.

Côte d'Ivoire organized this open debate to highlight the role that subregional and regional organizations play in the prevention and resolution of conflict. The challenge now is to continue translating strategic political commitments into concrete actions to advance this critical issue. We look forward to collaborating with Security Council members in furthering this effort.

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