



Security Council

Seventy-seventh year

9226th meeting

Tuesday, 20 December 2022, 10 a.m.

New York

Provisional

President: Mrs. Kamboj (India)

Members:

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| Albania | Mr. Hoxha |
| Brazil | Mr. Costa Filho |
| China | Mr. Zhang Jun |
| France | Mrs. Broadhurst Estival |
| Gabon | Mr. Biang |
| Ghana | Mr. Korbich |
| Ireland | Mr. Mythen |
| Kenya | Mr. Kimani |
| Mexico | Mr. De la Fuente Ramírez |
| Norway | Ms. Heimerback |
| Russian Federation | Ms. Evstigneeva |
| United Arab Emirates | Mrs. Alhefeiti |
| United Kingdom of Great Britain and Northern Ireland . . | Dame Barbara Woodward |
| United States of America | Mr. Wood |

Agenda

The situation concerning the Democratic Republic of the Congo

Report of the Secretary-General on the United Nations Organization
Stabilization Mission in the Democratic Republic of the Congo (S/2022/892)

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The meeting was called to order at 10.05 a.m.

Adoption of the agenda

The agenda was adopted.

The situation concerning the Democratic Republic of the Congo

Report of the Secretary-General on the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (S/2022/892)

The President: The Security Council will now begin its consideration of the item on its agenda.

Members of the Council have before them documents S/2022/960 and S/2022/964, which contain the texts of two draft resolutions.

I wish to draw the attention of Council members to document S/2022/892, which contains the report of the Secretary-General on the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo.

The Council is ready to proceed to the vote on the draft resolutions before it. I shall first put to the vote the draft resolution contained in document S/2022/960, submitted by France.

A vote was taken by show of hands.

In favour:

Albania, Brazil, China, France, Gabon, Ghana, India, Ireland, Kenya, Mexico, Norway, Russian Federation, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, United States of America

The President: The draft resolution received 15 votes in favour. The draft resolution has been adopted unanimously as resolution 2666 (2022).

I shall now put to the vote the draft resolution contained in document S/2022/964, submitted by France.

A vote was taken by show of hands.

In favour:

Albania, Brazil, China, France, Gabon, Ghana, India, Ireland, Kenya, Mexico, Norway, Russian Federation, United Arab Emirates, United Kingdom

of Great Britain and Northern Ireland, United States of America

The President: The draft resolution received 15 votes in favour. The draft resolution has been adopted unanimously as resolution 2667 (2022).

I shall now give the floor to those members of the Council who wish to make statements after the voting.

Mr. Wood (United States of America): The United States voted in favour of resolution 2666 (2022) so that the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) can continue its laudable efforts to protect civilians, deliver humanitarian assistance and support the Government of the Democratic Republic of the Congo on its path towards peace and stability. As the largest single-country financial contributor to the Mission, our commitment to MONUSCO is undeniable.

Beyond that commitment, however, the United States voted in favour of the resolution because it clearly maintains human rights as a priority task for MONUSCO. Human rights monitoring and reporting are critical tasks for MONUSCO. The resolution will ensure that MONUSCO can continue those important functions, especially as the Democratic Republic of the Congo moves into a pivotal election period.

The United States is also pleased to see the mandate's stronger focus on strategic communications and countering misinformation and disinformation, vital functions that MONUSCO and the Government of the Democratic Republic of the Congo should undertake jointly.

Crucially, the resolution also urges regional military actors and the East African Community regional force to coordinate and deconflict operations with MONUSCO. It also demands an end to State support for armed groups, including Rwanda's support to the Mouvement du 23 mars. The United States urges all regional actors to heed that call.

Just as important, the United States applauds the mandate's clear reiteration of MONUSCO's obligation to protect Goma and other population centres from armed groups, either unilaterally or in support of Congolese forces.

While we feel strongly that MONUSCO remains an important element of the security infrastructure of the Democratic Republic of the Congo, we recognize that it

cannot remain in the Democratic Republic of the Congo forever. As such, the United States appreciates the resolution's candid acknowledgment of MONUSCO's challenges. And we look forward to receiving options for further adapting the Mission's configuration. But let me be clear: any further steps towards MONUSCO's eventual drawdown should be agreed upon jointly by the United Nations and Democratic Republic of the Congo officials, in liaison with civil society, and should avoid exposing vulnerable populations to further harm. A hasty withdrawal, or a withdrawal that is not linked to meaningful improvements in political and security conditions in the Democratic Republic of the Congo, would only undermine the progress that the country and MONUSCO have achieved together.

We applaud Special Representative of the Secretary-General Keita and her team for continuing to implement MONUSCO's mandate in the face of great challenges, and we look forward to continuing our strong support to the Mission over the coming year.

Ms. Heimerback (Norway): Norway strongly supports the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and views its role in protecting civilians in the Democratic Republic of Congo as critical. We therefore voted in favour of resolution 2666 (2022).

MONUSCO has for many years played an important role in upholding respect for human rights in the Democratic Republic of the Congo. Norway fully supports the regional initiatives to bring peace and development to the eastern Democratic Republic of the Congo. We look to MONUSCO to play a key role in coordinating and supporting the many efforts to stabilize the region. And in order to do that effectively, we trust that MONUSCO will continue to give strong attention to promoting and protecting human rights on the ground.

Ms. Evstigneeva (Russian Federation) (*spoke in Russian*): The Russian Federation supported resolution 2666 (2022), submitted by our French colleagues, on extending the mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). We note the work done by the penholders on the file, primarily to take into account the priorities of the host country, the Democratic Republic of the Congo. We welcome the shortened text and its more correct focus on current problems. At this crucial time for the

Democratic Republic of the Congo, when the situation in the east of the country is very bad, we believe it is important for the Security Council to unanimously reaffirm its support for the efforts of both Kinshasa and MONUSCO. Nonetheless, the resolution we adopted today has a few shortcomings, which to a large extent affect not only the Democratic Republic of the Congo but also situations in other countries where United Nations peacekeeping operations are deployed.

What we believe is chiefly at issue is the Council's regrettable practice of paying greater attention to peacekeeping missions' secondary tasks. In practice, when various States are dealing with tragic escalations of armed conflict, civilians are dying and the key question should be about what the Security Council can do to help resolve the situation, our main discussions are focused on Blue Helmets' duties in the areas of human rights monitoring, gender analysis and other, even less core issues. While such issues may well be important in their own way, these discussions obscure the Security Council's main task, as envisaged by the Charter of the United Nations, which is the maintenance of international peace and security and making political decisions aimed at settling conflicts. We call on our colleagues to bear that in mind, including with regard to the Democratic Republic of the Congo, where we have been trying to find lasting solutions and protect civilians from violence for the past 20 years.

The Russian Federation also supported resolution 2667 (2022), which removes the notification requirement for Kinshasa, and we congratulate our colleagues of the Democratic Republic of the Congo on that important development. Russia's position remains the same with regard to the situation in the Democratic Republic of the Congo and similar situations in other countries. Security Council sanctions should always reflect the situation on the ground and aim to stabilize it. Restrictions should be regularly reviewed and modified up to and including being fully lifted. In our estimation, many of the Security Council's sanctions regimes currently in effect already fail to reflect the situations on the ground. They impede national Governments' plans for State-building and establishing effective armed forces and security structures, something that has also affected the Democratic Republic of the Congo. We were ready to vote as long ago as June for modifying the sanctions regime and lifting the notification requirement so that the restrictions remained only on armed groups. We welcome the fact that the Council

was able to adopt resolution 2667 (2022) and that despite the reservations of some delegations, the Council has not delayed its adoption further.

Mr. Mythen (Ireland): Ireland voted in favour of resolution 2667 (2022) today, on lifting the notification requirement in the Committee established pursuant to resolution 1533 (2004) concerning the Democratic Republic of the Congo. We welcome the fact that this element has ultimately been decoupled from resolution 2666 (2022), which renewed the mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). However, we would like to express our discomfort that the issue was dealt with outside the scheduled negotiations on the sanctions mandate renewal. In order to ensure the coherence and clarity of sanctions regimes, it is our strong preference that sanctions matters be dealt with during the dedicated mandate-renewal process. While there are pressing reasons to consider sanctions outside that timeline, we believe that discussion should not be mixed up with other issues.

We decided to support the lifting of the notification requirement in the 1533 sanctions regime despite the manner in which it came about. It is clear that views on the notification requirement are complex and divergent. Its existence has become so politicized that it is impossible to consider it only on its merits. Insisting on maintaining it risks undermining the entire 1533 sanctions regime. We consider that the regime is an important tool in efforts to build peace, stability and security in the Democratic Republic of the Congo, and we therefore voted today in a way that we consider best protects the integrity of the regime overall. However, we would still like to remind the Council of the value of the notification requirement. It was introduced as part of efforts for weapons management and disarmament, demobilization and reintegration in the Democratic Republic of the Congo, which are fundamental to lasting and sustainable peace. The requirement assists in monitoring the arms embargo, and lifting it may well have negative repercussions for the ability of the 1533 Committee's Group of Experts to monitor arms flows.

We welcome the inclusion in the resolution requiring a report to the Council in advance of next year's 1533 sanctions regime mandate renewal. That will help the Council decide on the best way to support the Government of the Democratic Republic of the Congo in ensuring safe and effective weapons management and in fighting arms trafficking, whether through the

sanctions regime or otherwise. The Government has made clear its request for the notification requirement to be lifted. That has now been done. We hope the Council's decision today will support the delivery of MONUSCO's mandate and all efforts to bring peace to the people of the Democratic Republic of the Congo and the Great Lakes region.

Mr. Zhang Jun (China) (*spoke in Chinese*): Over the years, the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) has been actively fulfilling its mandate and has made important contributions to the maintenance of regional peace and stability, which China very much appreciates. The current security situation in the eastern Democratic Republic of the Congo remains dire, with armed groups occupying vast areas and posing serious threats to people's lives and property.

In the circumstances, the renewal of MONUSCO'S mandate should foster regional peace and stability and is consistent with the expectations of the Government of the Democratic Republic of the Congo, which is why China voted in favour of resolution 2666 (2022). At the same time, I would like to emphasize that there is still room for improvement in United Nations peacekeeping operations in Africa. The mandates of United Nations missions in countries such as the Democratic Republic of the Congo, Mali, South Sudan and the Central African Republic are too broad and all-encompassing, which means that their resources are spread too thin to ensure their ability to deliver on their core mandates. Some mandates have caused discontent among the populations of the countries concerned and have affected the safety of peacekeepers. China supports conducting comprehensive reviews of the mandates of peacekeeping operations in Africa and returning tasks that are beyond their scope and capacity to the Governments and United Nations country teams in the countries concerned. MONUSCO's core tasks consist of supporting the peace process, protecting civilians and maintaining security and stability. Tasks such as human rights and sanctions monitoring are major distractions, dilute MONUSCO's resources and duplicate the work of other United Nations monitoring mechanisms. China hopes that in future the Security Council will streamline and adjust the relevant mandates based on how the situation in the country evolves.

Resolution 2667 (2022), which the Council just adopted and which China welcomes, lifts the notification

requirement on the Government of the Democratic Republic of the Congo with regard to arms shipments. In recent years, China, together with African countries, has called for various sanctions measures on African countries to be lifted or modified. We are pleased to see that at this critical juncture, when the Government of the Democratic Republic of the Congo is fighting armed groups and trying to maintain national security, the Security Council has responded positively to the country's demands and adopted the resolution. It is immediately relevant to the Democratic Republic of the Congo's ability to build the capacity of its security forces and maintain regional peace and stability. We expect the Council to remain united on sanctions-related issues and, based on the latest developments, to adjust and remove in a timely manner arms embargo measures against African countries, including the Sudan, South Sudan and the Central African Republic, so as to create the conditions their Governments need to enhance their security capabilities.

Mr. Biang (Gabon) (*spoke in French*): Gabon voted in favour of the two resolutions adopted today (resolutions 2666 (2022) and 2667 (2022)).

Our vote is a show of support for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo and the efforts of the Special Representative of the Secretary-General, Ms. Bintou Keita. Above all, our vote is an expression of our constant plea to ensure that the Council's actions are in line with the legitimate aspirations of the Congolese people for security.

We are confident that the lifting of the prior notification requirement will dismantle all obstacles to the Democratic Republic of the Congo's ability to provide a full and more effective response to the armed groups responsible for plundering resources and committing atrocities against the civilian population in eastern Democratic Republic of the Congo. Those armed groups are heavily equipped and have no constraints nor respect for any embargo. Today's adoptions constitute real progress in allowing the Congolese authorities to fulfill all of their responsibilities.

The Council has come to understand that restricting the room for manoeuvre of a Government led by democratically elected authorities facing major security challenges is not a good thing. That is why we welcome today's step in the right direction, which also sends a strong message of solidarity to the Congolese

people, who find themselves at a particularly difficult juncture in their history.

In conclusion, I would like to encourage Council members to continue to overcome their differences and interests in order to support the dynamic and the peace process under way in the Democratic Republic of the Congo and, in particular, to preserve the country's sovereignty and territorial integrity.

Dame Barbara Woodward (United Kingdom): The United Kingdom welcomes the unanimous adoption of resolution 2666 (2022), extending the mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). We hope that the resolution provides a solid basis for constructive dialogue between the Government of the Democratic Republic of the Congo and MONUSCO, including on the review of the joint transition plan.

While the United Kingdom continued to see merit in the notification requirement as an important tool for monitoring the flow of weapons to armed groups in the Democratic Republic of the Congo, we voted in favour of resolution 2667 (2022) in acknowledgment of the situation in eastern Democratic Republic of the Congo. The United Kingdom does not consider that notification processes inhibit Governments from building the capabilities needed to provide security. However, we recognize the request from our friends in the Democratic Republic of the Congo in the light of current security challenges.

We hope that the decision of the Council today contributes to enabling the Government of the Democratic Republic of the Congo to restore State authority in the eastern part of the country and to end the cycles of violence. In that regard, we encourage the Government of the Democratic Republic of the Congo to make progress in establishing professional, accountable and sustainable security forces through comprehensive security sector reform. We further encourage the Government of the Democratic Republic of the Congo to capitalize on the support that MONUSCO, the wider United Nations family and partners can provide in that area.

Mrs. Alhefeiti (United Arab Emirates) (*spoke in Arabic*): At the outset, the United Arab Emirates welcomes today's unanimous adoption by the Security Council of two important resolutions relating to the Democratic Republic of the Congo (resolutions 2666 (2022) and 2667 (2022)). We appreciate the

flexibility shown by Council members during the negotiation process.

The United Arab Emirates voted in favour of renewing the mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) because we believe that the Mission plays an important role in ensuring the protection of civilians, facilitating the delivery of humanitarian assistance and supporting the Government of the Democratic Republic of the Congo as it strives to build a peaceful and prosperous State.

With regard to the humanitarian crisis, my country expresses its deep concern over the magnitude of that crisis in the country. We support the efforts by Congolese and international humanitarian actors to reach those in need. Today's mandate refers to the need to facilitate the trade of essential commodities to meet civilians' basic needs, which requires every effort to address the activities of armed groups and their impact on the humanitarian situation.

Last week, the Democratic Republic of the Congo experienced its worst flooding since 2019, causing extensive loss and damage that added to the country's challenges. It is therefore imperative for the Council to seriously consider how to deal with the negative effects of climate change, including by receiving accurate data and analysis that enable us to address that challenge effectively. Consequently, my country has proposed that the relevant reports of the Secretary-General include information on climate security. Unfortunately, that proposal was not included in today's resolution on MONUSCO (resolution 2666 (2022)).

Lastly, I reiterate the United Arab Emirates' support for the resolution aimed at lifting the advance notification requirement on military assistance to the Government of the Democratic Republic of the Congo (resolution 2667 (2022)) in order to enable it to respond effectively to the challenges it faces. We also stress the importance of ensuring that weapons are prevented from reaching armed groups.

In conclusion, the United Arab Emirates is committed to supporting all efforts aimed at achieving peace and stability in the Democratic Republic of the Congo.

Mr. Kimani (Kenya): Kenya thanks France for successfully coordinating the negotiations for the renewal of the mandate of the United Nations

Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO).

Kenya voted in favour of resolution 2666 (2022) because it lays emphasis on the protection of civilians. It makes clear that the Mission's mandate to protect civilians entails taking all necessary measures to prevent, deter and stop armed groups and local militias from inflicting violence on civilians. By taking such a robust posture, we believe that MONUSCO will be able to gain the trust and confidence of the host communities. That is critical if the peacekeepers are to succeed in supporting the Government of the Democratic Republic of the Congo to better perform its primary responsibility to protect civilians.

Alongside the protection of civilians are other priority tasks in support of disarmament, demobilization and reintegration and security sector reform. Those are essential to the success of the ongoing peace process, including the East African Community-led inter-Congolese dialogue.

MONUSCO is an important partner to the Government and people of the Democratic Republic of the Congo. We are confident that the renewed mandate, if robustly implemented, will accelerate the ongoing stabilization efforts. We encourage strengthened collaboration between the Government of the Democratic Republic of the Congo and MONUSCO to sustain the current momentum of the peace efforts.

We welcome the incorporation in MONUSCO's mandate of an aspect of support for the East African Community regional force. That dovetails with a recent call by the three African members of the Security Council — Gabon, Ghana and Kenya — for the setting up of a joint coordination framework for all troops deployed in eastern Democratic Republic of the Congo and the direction of the Government of the Democratic Republic of the Congo on the protection of civilians, communications and information-sharing, operational support and training, and demobilization, disarmament, community recovery and stabilization programmes.

As Kenya completes its two-year tenure as an elected member of the Council, we will continue to work closely with the Democratic Republic of the Congo to achieve its long-desired peace, stability and socioeconomic progress. In particular, we will continue to play an effective role as a MONUSCO troop-contributing country, as a facilitator of the East African Community-led process and as a key economic

partner of the Democratic Republic of the Congo. In the coming weeks and months, our decisions today will enable greater cooperation between the Council, the Democratic Republic of the Congo and regional mechanisms to deliver stability and the basis for a long-term peace in the Democratic Republic of the Congo that supports its sovereignty, territorial integrity and development aspirations.

Mr. Korbieh (Ghana): Ghana thanks France for all the efforts made during the negotiation of the resolutions we have just adopted (resolutions 2666 (2022) and 2667 (2022)).

The renewal of the mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) is an important action for maintaining the stability of the Democratic Republic of the Congo amid the ongoing security challenges in the eastern part of the country. Despite the non-realization of some of our ambitions, especially for a more integrated coordination and support for the East African Community regional force, which was inserted to stabilize the theatre, we nonetheless believe that the resolution (resolution 2666 (2022)) provides the scope for further engagement beyond the context of the Security Council in order to positively change the realities on the ground in the Democratic Republic of the Congo.

We note the upcoming elections to be held in 2023 and advocate for the implementation of the MONUSCO mandate for a positive role to be played in the establishment of the conditions necessary to facilitate the organization of peaceful elections in the Democratic Republic of the Congo. We encourage the Council's

unified support for the Democratic Republic of the Congo and hope that future reviews of the mandate will reflect the collective wisdom of the Council.

With regard to the sanctions regime, we thank all delegations for the consensus reached leading to the lifting of the notification requirements on the Government of the Democratic Republic of the Congo. We have always made the case, together with our colleagues, the other African members of the Security Council, that in the present circumstances the Government of the Democratic Republic of the Congo has to be freed of all fetters that mitigate the development of its capabilities to deal with the various obligations placed upon it by the Council, especially with regard to the protection of civilians and the prevention of human rights abuses by armed groups.

In the consensus adoption of the resolution (resolution 2667 (2022)), we hope that the groups wreaking havoc in the north-eastern part of the Democratic Republic of the Congo will understand the unanimity of the international community opposing their actions. We urge their full and effective participation on the military track of the Nairobi process and call for sustained international support for the processes leading towards disarmament, demobilization and reintegration. We welcome the recent agreements in Luanda, which have a very positive outlook and continue to encourage the regionally led efforts to resolve the political and security challenges of the Democratic Republic of the Congo.

Ghana therefore voted in favour of both resolutions for the aforementioned reasons.

The meeting rose at 10.35 a.m.