



Security Council

Seventy-eighth year

9329th meeting

Thursday, 25 May 2023 11 a.m.

New York

Provisional

President: Ms. Amherd. (Switzerland)

Members:

Albania	Mr. Spasse
Brazil	Mr. Costa Filho
China	Mr. Zhang Jun
Ecuador	Mr. Montalvo Sosa
France	Mrs. Broadhurst Estival
Gabon	Mr. Biang
Ghana	Mr. Agyeman
Japan	Mr. Ishikane
Malta	Ms. Gatt
Mozambique	Mr. Afonso
Russian Federation.	Mr. Nebenzia
United Arab Emirates	Mrs. Alhefeiti
United Kingdom of Great Britain and Northern Ireland . .	Mr. Kariuki
United States of America.	Mrs. Thomas-Greenfield

Agenda

Peace and security in Africa

Report of the Secretary-General on implementation of Security Council resolutions 2320 (2016) and 2378 (2017) and considerations related to the financing of African Union peace support operations mandated by the Security Council (S/2023/303)

This record contains the text of speeches delivered in English and of the translation of speeches delivered in other languages. The final text will be printed in the *Official Records of the Security Council*. Corrections should be submitted to the original languages only. They should be incorporated in a copy of the record and sent under the signature of a member of the delegation concerned to the Chief of the Verbatim Reporting Service, room AB-0601 (verbatimrecords@un.org). Corrected records will be reissued electronically on the Official Document System of the United Nations (<http://documents.un.org>).

23-14656 (E)



Accessible document

Please recycle



The meeting was called to order at 11.05 a.m.

Expression of sympathy in memory of fallen peacekeepers

The President (*spoke in French*): Before the start of today's debate, I invite all members to join me in paying tribute to the more than 4,000 peacekeepers who have fallen in the line of duty.

Today we celebrate not only 75 years of peacekeeping operations, but above all we pay tribute to the men and women who have given their lives in the service of peace. Let us assure their families that we will not forget them and that their sacrifice was not in vain. Let us also reiterate the importance of peace operations mandated by the Security Council. Let us together find ways to make them even more effective and to improve the security of peacekeepers. As it is the Council that mandates peace operations, it is appropriate that we also commemorate — here and together — the losses suffered. Let us therefore take a moment to honour those who have paid the ultimate price.

I now invite all members to stand and observe a minute of silence.

The members of the Security Council observed a minute of silence.

The President (*spoke in French*): I would also like to thank the Secretary-General for his presence at this solemn moment.

Adoption of the agenda

The agenda was adopted.

Peace and security in Africa

Report of the Secretary-General on implementation of Security Council resolutions 2320 (2016) and 2378 (2017) and considerations related to the financing of African Union peace support operations mandated by the Security Council (S/2023/303)

The President (*spoke in French*): In accordance with rule 39 of the Council's provisional rules of procedure, I invite the following briefers to participate in this meeting: Ms. Rosemary DiCarlo, Under-Secretary-General for Political and Peacebuilding Affairs; Mr. Bankole Adeoye, African Union Commissioner for Political Affairs, Peace and Security; and Ms. Bitania Tadesse, Program Director, Amani Africa.

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

I wish to draw the attention of Council members to document S/2023/303, which contains the report of the Secretary-General on implementation of Security Council resolutions 2320 (2016) and 2378 (2017) and considerations related to the financing of African Union peace support operations mandated by the Security Council.

I now give the floor to Ms. DiCarlo.

Ms. DiCarlo: I am grateful for the opportunity to brief the Security Council on United Nations support for African Union (AU) peace operations, and I am very pleased to speak to the Council on Africa Day alongside Mr. Adeoye, Commissioner for Political Affairs, Peace and Security of the African Union Commission. Today we mark the signing 60 years ago of the charter of the Organization of African Unity, the precursor of the AU. I salute the countries of Africa today for their growing unity and solidarity.

Cooperation between the African Union and the United Nations has grown significantly since the signing of the 2017 Joint United Nations-AU Framework for Enhanced Partnership in Peace and Security. We have joined efforts and worked closely, including in the Central African Republic, Somalia, South Sudan, and the Sudan.

We have addressed a range of peace and security issues — conflict-prevention and conflict-resolution initiatives, peacekeeping and peacebuilding, the climate emergency and women and peace and security, among others. Recently, for example, the United Nations and the AU supported efforts of the Economic Community of West African States to restore constitutional order in Mali, Burkina Faso and Guinea. Today the United Nations, AU and the Intergovernmental Authority on Development are supporting efforts to bring peace and a civilian-led order to the Sudan.

Over the last 20 years, the AU has shown its readiness to speedily deploy peace-support operations in response to armed conflicts on the continent. With its missions in Burundi, the Central African Republic, the Comoros, Mali, Somalia, and the Sudan, the AU contributed to the maintenance of continental peace and security, in line with Chapter VIII of the Charter of the United Nations.

Those missions demonstrated significant political will and commitment, but they also faced some recurrent problems. Challenges included funding shortfalls and the absence of requisite operational and logistical capabilities, as well as force enablers and multipliers. While the support that the United Nations and other partners have provided has been useful and appreciated, it has also often been unpredictable.

Perhaps the most novel form of cooperation between our two organizations has been United Nations support to AU peace enforcement missions in Somalia. In 2007, the Security Council approved the AU Mission in Somalia (AMISOM). In 2009, the Council mandated partial support from assessed contributions to ensure that AMISOM had sustainable and predictable support to carry out its mandate. AMISOM was instrumental in supporting Somali forces in their efforts to stabilize the country, and I would like to pay tribute to the fallen soldiers in AMISOM and in the Somali security sector. Last year, AMISOM became the AU Transition Mission in Somalia, with the objective of handing over security responsibilities to Somali security forces by the end of December 2024.

As we look at different parts of the continent, it is obvious that the need to put AU peace operations on a solid footing is increasingly pressing. The AU and the regional economic communities and mechanisms have in recent years scrambled to respond to the challenging nature of conflict in Africa — from the Sahel to Somalia and from Mozambique to the eastern Democratic Republic of the Congo, among other situations.

Armed violence invariably and significantly harms civilian populations and often spills over across borders. In Africa and elsewhere, rising insecurity is characterized by an increasing use of asymmetric tactics, the sophistication of armed extremist groups and the expanding influence of transnational organized crime. Those connected phenomena require commensurate global approaches and responses. The Sahel is particularly affected. That is why the Secretary-General and the Chairperson of the AU Commission jointly invited the former President of the Niger, Mr. Mahamadou Issoufou, to lead an independent panel to assess the situation in the Sahel. We anticipate its recommendations on responses to the region's complex challenges this fall.

The imperative of providing predictable, flexible and sustainable financing for AU-led peace support operations is well known to the Council. In 2015, for

example, the report of the Independent High-level Panel on Peace Operations (see S/2015/446) concluded that the lack of sustained, predictable and flexible funding mechanisms to support AU peace operations undermines their sustainability and effectiveness. Recognizing that common challenge, the Security Council expressed, in resolution 2378 (2017), its intention to further consider practical steps to establish a mechanism through which AU peace operations could be partly financed through United Nations assessed contributions on a case-by-case basis.

The Council has before it today a report of the Secretary-General (S/2023/303) with recommendations on securing such support for AU-led operations mandated by the Security Council and an update on progress made since 2017. The report was prepared in collaboration with the AU, Member States and partners. We are pleased to note that the AU, in close cooperation with the United Nations and other partners, has made significant progress to fulfil the commitments set out in resolutions 2320 (2016) and 2378 (2017). Most notably, the AU has worked to address the financial challenge of its operations, including by committing to increase its own financial contributions by revitalizing its AU Peace Fund. The AU, in cooperation with the United Nations and the European Union, also moved to develop and operationalize a compliance framework to meet international human rights and humanitarian law obligations, as well as conduct and discipline standards.

AU peace operations should be considered as part of the range of responses to crises in Africa alongside established United Nations mechanisms. The report in front of Council members outlines a standardized consultative planning and mandating process, through which the United Nations, the AU and subregional configurations can assess together the required response to an emerging crisis. That process would reassure the Council that a given situation has been systematically reviewed by all the relevant entities. It would therefore help the Council decide whether assessed contributions can be mandated. The report presents the joint mission model and the support packages delivered by the United Nations as the two most practical options for ensuring the funding that AU-led operations need. That support would be authorized on a case-by-case basis.

The case for adequately financing AU-led peace support operations is beyond solid. We are therefore hopeful that the Security Council will agree to provide its backing, including by allowing access to United

Nations assessed contributions. As the Secretary-General has stated, concrete action on this long-standing issue will address a critical gap in the international peace and security architecture and bolster the efforts of the African Union to tackle peace and security challenges on the continent.

The President (*spoke in French*): I thank Ms. DiCarlo for her briefing.

I now give the floor to Mr. Adeoye.

Mr. Adeoye: On behalf of the Chairperson of the African Union (AU) Commission, I recognize with deep gratitude the resourceful leadership of the Secretary-General in his endeavours in support of the African peace and security agenda, particularly with regard to measures to promote effective and sustainable financing for AU peace support operations.

Today is Africa Day. The commemoration of the sixtieth anniversary of the founding of our continental body symbolizes the significance, the promise and the vision of an Africa that is free, united, peaceful and prosperous. Since the 1960s, the Organization of African Unity and now the AU have continued to contribute to global peacekeeping, peacebuilding and sustainable and inclusive development for shared progress. We join the United Nations today, after 75 years of peacekeeping operations, to salute our fallen heroes, who have paid the ultimate price for global peace.

Today many parts of Africa remain a hotbed of insecurity. We cannot continue to use traditional peacekeeping methods in the face of the complex nature and scope of the conflicts that traverse our beloved continent, particularly those involving violent extremism, hateful ideologies, terrorism, rebellion and insurgency. There is therefore a compelling need for a paradigm shift in the concept of operations from peacekeeping to peace enforcement.

On this auspicious occasion of Africa Day, we appreciate the very constructive and positive thrust of the Secretary-General's report (S/2023/303), which highlights the progress made in the implementation of resolutions 2320 (2016) and 2378 (2017). We also refer to the 2017 report of the Secretary-General on available mechanisms to finance and support AU peace support operations authorized by the Council (S/2017/454). Indeed, it is a call to innovative and concrete action in the understanding that, with political will and concerted action, agreement can be reached on the detailed modalities to access the much-needed United

Nations assessed contributions to better tackle the persisting and complex operations of peace missions on our continent.

The current funding of African Union-led, African Union-authorized peace support operations cannot respond to the compelling agenda for sustainability and effectiveness or to the powerful need for innovative funding. This is the fundamental goal of the African Union: that access to United Nations assessed contributions will be in the interest of all members of the international community. Our value proposition today is that we as the African Union continue to promote this need for predictability, adequacy, flexibility and sustainability in the financing of all AU peace operations.

Happily, in response to earlier Security Council directives, in February 2023, the African Union Assembly of Heads of State and Government adopted a consensus paper on predictable, adequate and sustainable financing for African Union peace and security activities. This consensus paper reached the understanding that three actionable financing models would be to the benefit of the African Union and indeed the world: assessed contributions by the United Nations for hybrid missions; United Nations assessed contributions through the United Nations Support Office model; and the possibility of direct support to AU subregional peace support operations.

This is indeed the right time if we are to decisively respond with one appropriate mechanism and support model to address the critical conflict issues on our continent. The ongoing crises in Somalia, the Lake Chad basin, the Sahel, the Great Lakes, Mozambique or, indeed, the Sudan, today provide us valuable lessons on the inadequacy of the current international peace architecture. The ad hoc nature of these missions is not sustainable.

However, the African Union remains committed to the unwavering display of African ownership and African solutions for African problems, with an emphasis on burden- and responsibility-sharing with the international community. To this end, the States members of the African Union have resourced the revitalized Peace Fund to the tune of over \$340 million today and still counting. The pilot use of the Peace Fund is set for 2024, but its crisis reserve facility has already been used, with \$2 million authorized for support for the African Union Transition Mission in Somalia (ATMIS), pursuant to resolution 2670 (2022). Similarly, \$2 million

from the Peace Fund's crisis reserve facility have been used to fund the East African Community regional force in eastern Democratic Republic of the Congo. We are doing and playing our part. We are committed to and highly commend States members of the AU for demonstrating their pan-African spirit. Hopefully, the international community represented in the Security Council will also support these African efforts.

I am pleased to report that the AU Commission continues to make significant progress in mainstreaming and implementing international human rights law, international humanitarian law and conduct and discipline standards in the planning, conduct, management and liquidation of missions. These efforts are currently facilitated through the tripartite partnership project among the African Union, the European Union and the United Nations, which focuses on the AU compliance framework that was established on 1 February 2022. This project has also enabled the Commission to conduct a number of training programmes as part of the AU compliance and accountability framework curriculum, including for ATMIS, the Multinational Joint Task Force in the Lake Chad basin and the Somalia National Army. More efforts are being planned at the regional level.

The AU is also undertaking a number of initiatives to facilitate the operationalization of the African Standby Force, including the adoption of a memorandum of understanding between the AU and relevant member States. Clearly, the Second World War model for peacekeeping operations needs to be overhauled, and its financing, as a critical part of the means of implementation, will also have to reflect the exigencies of peace enforcement.

In conclusion, the Chilean poet Gabriela Mistral advised us decades ago that the child cannot wait. On this special day for the African Union, we say it loudly and clearly that African women, children and youth — mostly the victims of conflict — can no longer wait or afford to wait any longer. We therefore call on the Security Council to consider changing the methods and the solidarity in intensity and reach. The compelling twin agendas of Agenda 2063 and the 2030 Agenda for Sustainable Development, and particularly, for the AU, the flagship Silencing the Guns initiative, would be better served if the Secretary-General's recommendations are endorsed and concretized into relevant action.

I trust that the elements of both the African Union consensus paper and the report of the Secretary-General, presented for the Council's consideration, will enable its members to decide on the key issues and the modalities included therein. It is the conviction of the African Union in its entirety and without a doubt that the support for the effective deployment and operations of African Union peace operations will serve as a global good — a global good for the benefit of the preservation of peace and security worldwide.

The President (*spoke in French*): I thank Mr. Adeoye for his briefing.

I now give the floor to Ms. Tadesse.

Ms. Tadesse: I wish everyone a happy Africa Day.

I would like to thank the Swiss presidency for the invitation to address the Security Council on my behalf and on behalf of my organization, Amani Africa Media and Research Services.

Amani Africa is a pan-African policy research, training and consulting think tank that works on multilateral processes in relation to peace and security and democratic and constitutional rule in Africa, with a focus on the role of the African Union (AU) and its Peace and Security Council. It is an honour for me to draw on and use the rich research work of my organization in addressing Council members today.

We would like to propose that at its core the subject of this meeting is not money. Rather it is first and foremost about the kind of arrangement that can best deliver on the pledge of the United Nations Charter to save succeeding generations from the scourge of war at a time when existing arrangements and tools for delivering on this promise have been found wanting. At various junctures in its 78 years, the Security Council has had to make bold decisions for adapting the arrangements and tools for the maintenance of international peace and security to the challenges of each era. Although not always successful, there is no doubt that they give the United Nations a fighting chance for doing better in its efforts towards saving succeeding generations from the scourge of war.

Considering the nature of the peace and security challenges facing Africa, which account for 60 per cent of the decisions of the Council, it is the moment to make the necessary decision for adapting the arrangement and the tools for the realization of the Charter's most fundamental pledge. The Council can achieve that

by heeding the Secretary-General's call in the report presented today (S/2023/303) for the Security Council to signal its clear support for providing African Union peace support operations with access to the United Nations assessed contributions.'

As discussed in some detail in Amani Africa's special research report, the question of financing of AU peace support operations has been an important part of the policy discourse on international peace and security in Africa for nearly 15 years. At the turn of the century, the Protocol Relating to the Establishment of the Peace and Security Council of the African Union recognized the need to resort to the use of United Nations assessed contributions. That was premised on the fundamental recognition that when the AU deploys peace support operations with Security Council Chapter VII authorization, it does so as part of the arrangement deemed necessary and in pursuit of the global public good for the maintenance of international peace and security.

The experiences witnessed in the use of AU peace support operations under the Council's auspices have made it clear that the full potential of that arrangement can be realized only if AU peace support operations are provided with sustainable, predictable and flexible funding. The Council has affirmed the imperative for such funding on many occasions.

The Council has actually deployed assessed contributions for funding AU peace support operations, although always as an exception. Following resolution 2320 (2016) and resolution 2378 (2017), as well as presidential statement S/PRST/2022/6, of 31 August 2022, which requested the preparation of the Secretary-General's report presented today, I wish to indicate that the Secretary-General is spot on in stating that this is

"an opportune, timely moment for the Security Council to rise to the challenge of laying the foundation for a new generation of African Union-led, United Nations-supported peace operations on the African continent" (S/2023/303, para. 43).

On whether the institutional and technical work accomplished is good enough for such action, solid enough progress has been made, albeit with some areas requiring further consolidation.

There is significant progress with respect to a compliance framework for AU peace support operations, pursuant to resolutions 2320 (2016) and 2378 (2017). The AU has also established a unit dedicated to compliance.

That can be strengthened further. The implementation of the compliance standards can also be enhanced with further support.

With respect to burden sharing, institutionally the most critical development is the revitalization of the AU Peace Fund, dedicated to mobilizing funds from within the continent for financing AU's peace and security work.

Although the question is framed narrowly in monetary terms, also to be considered are the enormous price that AU personnel pay with their lives and limbs and the resultant financial, social and other costs that result from such losses to the families, communities and institutions that these personnel are part of.

The use of United Nations assessed contribution is the avenue for crafting — along the lines outlined in the Secretary-General's report and the AU Consensus Paper on Predictable, Adequate, and Sustainable Financing for African Union Peace and Security Activities — this arrangement and the accompanying combination of tools required for this era in order to give the United Nations, working in concert with the AU, the fighting chance to make meaningful effort towards the promise of the Charter to save succeeding generations from the scourge of war in Africa.

The conflicts in various parts of the continent, including those in which the major United Nations peacekeeping operations are currently engaged, require the use of the combination of peace enforcement, stabilization and peacebuilding instruments. Lacking the combination of those tools and the doctrinal space for using some of them, United Nations missions in the Central African Republic, the Democratic Republic of the Congo and Mali have come to face enormous challenges.

As the progress made in Somalia, under the AU's mission there, clearly attests, AU peace support operations are willing and, when properly resourced, able to use peace enforcement for creating conditions for peace. In similar conflict situations, AU peace support operations financed through United Nations assessed contribution can be the necessary alternative to United Nations peacekeeping.

At a time when there is apathy on using United Nations peacekeeping, using AU peace support operations offers the Council an avenue for preventing the emergence of such a dangerous vacuum for security

arrangements that do not operate on the basis of multilateral principles.

The future of multilateralism lies in Africa. The interest of the peoples of the African continent is best served under a multilateral system, even when it is imperfect. As Kwame Nkrumah wrote 60 years ago:

“Although confidence in the United Nations has suffered several shocks since its foundation ... it remains the only world organization in which the many problems of the world have a chance of finding reasonable solution”.

His endorsement of multilateralism within the framework of the United Nations was so absolute that he was emphatic that the United Nations “must, therefore, be supported by all interested in the preservation of peace and the progress of human civilization.”

The adoption of a framework resolution on the use of United Nations assessed contributions for AU peace support operations will contribute materially to restoring Africa’s faith in the multilateral system, as forcefully put by Nkrumah, and facilitate the harnessing of the enormous reservoir of support for multilateralism in Africa.

Moreover, the use of United Nations assessed contributions within an agreed institutional arrangement jointly worked out by the AU and the United Nations offers the best framework for the AU’s role in the maintenance of international peace and security to be one that meets the expectations of the United Nations Charter. All indications are that AU-led peace support operations financed by United Nations assessed contributions are cost effective.

This is not about writing a blank cheque nor is it a matter of charity. Instead, this is about the Council crafting a framework for shouldering its part of the responsibility in the shared global public good of maintaining peace and security in Africa.

Africa is looking up to the Council. It is our firm believe that the Council will rise to the occasion and muster the will for demonstrating, as the Secretary-General puts it, its readiness to

“address a critical gap in the international peace and security architecture, as well as strong reaffirmation of the willingness of the Council to stem the scourge of armed conflict on the African continent.” (*ibid.*, para. 44)

The President (*spoke in French*): I thank Ms. Tadesse for her briefing.

I shall now make a statement in my capacity as the Vice-President of the Swiss Confederation.

I thank Under-Secretary-General DiCarlo, Commissioner Adeoye and Ms. Tadesse for their briefings.

This day is important in two respects. We are commemorating 75 years of United Nations peacekeeping, and we are celebrating Africa Day. Congratulations to us all. Our debate on future peacekeeping models and their financing is therefore timely.

Peacekeeping missions are an essential instrument of the Security Council for peace and security in the world. They are particularly important in Africa, where many of those missions are deployed, but even more significantly, 13 of the top 20 troop-contributing countries are African.

It is therefore evident that Africa is fulfilling its responsibility for African-led solutions to African challenges. Switzerland welcomes that important contribution. We look forward to using our term on the Security Council to work even more closely with Africa and to continue our long-standing support for the peace and security architecture on that continent.

In order to fulfil their mandates, peace missions must be able to depend on predictable, sustainable and flexible funding. That also applies to the regional missions authorized by the Security Council. That is crucial for the credibility of the United Nations system. We therefore welcome the proposal to use assessed contributions for that purpose.

The debate on the financing of African Union-led peace support operations is not new. The African Union is well placed to play an active role in addressing current and emerging security challenges on the continent. Switzerland has always been committed in that regard. For example, in 2018, when the Security Council was considering this issue, Switzerland co-sponsored the draft resolution proposed by the three African members of the Security Council (S/2018/1093).

Today we take note of the Secretary-General’s report (S/2023/303) and its conclusions, which allow us to focus our attention on the key elements.

First, all security forces must respect the Charter of the United Nations, international humanitarian law, human rights and refugee law. That respect must be a prerequisite for the provision of United Nations funding. It is a human rights due diligence requirement on the part of the United Nations. Switzerland acknowledges and welcomes the progress that the African Union has made since 2018 on the normative framework for peace support operations. The task now is to implement it through a robust structure in order to prevent violations, ensure compliance with applicable standards, enable independent investigations and, when necessary, punish violations.

Secondly, our goal must be to promote and facilitate sustainable solutions. In that regard, regional ownership of peace operations is key. Regional organizations must be able to plan, carry out, manage, support and finance their operations independently. In that regard, we are encouraged by the consensus paper adopted by the African Union this year. It will therefore be important to find an ambitious and achievable form of burden-sharing for peace support operations.

Lastly, we must promote effective leadership and division of labour vis-à-vis cooperation between the United Nations and the African Union. To that end, we must draw on past experiences and clearly delineate the roles and responsibilities of each organization. Established budgetary processes, including oversight mechanisms, must be applied without exception to all United Nations funding.

In conclusion, Switzerland welcomes the A3 initiative for a new decision by the Council on predictable, sustainable and flexible funding for African Union-led peace support operations. That would be a decisive step for the future of peace operations. Switzerland intends to contribute constructively to that end.

I resume my functions as President of the Council.

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

Mr. Agyeman (Ghana): On the auspicious occasion of Africa Day, which also marks the sixtieth anniversary of African unity, I have the honour to deliver this statement on behalf of the members of the African members of the Security Council (A3), namely, Gabon, Mozambique and my own country, Ghana.

We welcome the report of the Secretary-General (S/2023/303) pursuant to the Council's presidential

statement of August 2022 (S/PRST/2022/6) and thank Under-Secretary-General Rosemary DiCarlo and the African Union Commissioner for Political Affairs, Peace and Security, Ambassador Bankole Adeoye, for their briefings and unique insights. We also welcome the participation at this meeting of Ms. Bitania Tadesse, who spoke on behalf of Amani Africa.

As we have heard, today's debate also coincides with the International Day of United Nations Peacekeepers and the commemoration of the seventy-fifth anniversary of United Nations peacekeeping. It is therefore fitting that I begin by paying special tribute to all peacekeepers. Their sacrifices have helped to bring peace to many parts of our world. And for those who have made the ultimate sacrifice, our solemn recommitment to achieving global peace should be the fitting memorial that we establish, as we condole with their families.

The strength of peacekeeping and its noted challenges have been raised several times and are largely understood. Peacekeeping has, however, endured and served as a veritable tool for the Security Council over the past 75 years, as it has pursued its primary responsibility for the maintenance of international peace and security. With the presentation of the Secretary-General's report, however, we have the opportunity to preserve the strengths of peacekeeping and embrace the additional instrument that the African Union (AU) has offered to the Organization: to lead, on behalf of the international community, robust peace enforcement operations that would enjoy adequate, predictable and sustainable financing from United Nations-assessed contributions on a case-by-case basis. It is worth mentioning that the evolving context and outlook of peace and security in Africa require the adaptation of the responses to be designed by the Council through more proactive and offensive approaches, when necessary. On that note, we fully support the Secretary-General's assertion in his report that,

“On several occasions, I have emphasized the need for a new generation of peace enforcement missions and counter-terrorist operations, led by regional forces, with guaranteed, predictable funding. The African Union is an obvious partner in that regard.” (S/2023/303, para. 43)

It is evident that, if the Council is to remain effective in addressing the complex and persisting conflict situations on the African continent, we will need to carefully consider the options that the Secretary-General

has presented to us and retain the Council's capacity to leverage existing United Nations partnerships with regional and subregional arrangements to address the new and emerging threats on the African continent. In recalling the long journey that Africa has travelled in its quest to be an effective partner to the Council in the maintenance of peace and security on the continent, it is important to refer to the first request that was made to the Security Council by the Organization of African Unity, in December 1981, for support to deploy a pan-African peacekeeping force to Chad, as well as resolution 1769 (2007), which established a basis for the funding of the African Union-United Nations Hybrid Operation in Darfur and resolution 1863 (2009), which initiated the United Nations logistical support package for the African Union Mission in Somalia and its successor, the African Union Transition Mission in Somalia.

Following the adoption of resolutions 2320 (2016) and 2378 (2017), and building on the momentum generated by the positive work done on the financing of African-led peace support operations, we believe that there is a very good basis for the Council to engage constructively in unlocking the potential of AU-led peace support operations to serve as a critical enabler for the realization of the Sustainable Development Goals, the Silencing the Guns initiative and Agenda 2063 of the African Union. That firm conviction is borne out by the capability shown by Africa-led peace support operations in understanding the context and dynamics of the conflicts on the continent, pre-empting them and advancing durable strategies in addressing them.

In reaction to the report of the Secretary-General, and guided by the consensus paper on predictable, adequate and sustainable financing for African Union peace and security activities, as well as the concerns of other delegations, the A3 would like to comment on four issues, related to: first, the compliance frameworks and mechanisms for respecting human rights and international humanitarian law; secondly, the prudential and fiduciary standards of the financial arrangements of the African Union; thirdly, the joint planning and decision-making process for missions; and, fourthly, the question of burden-sharing.

Concerning the compliance frameworks, the African Union has demonstrated strong efforts and good-faith commitment to strengthen its compliance framework and mechanisms for respecting human rights and international humanitarian law and conforming to

high discipline and conduct standards in its doctrines, training principles and practices for peace support operations. In that regard, it is important to note that, on 12 May, the African Union Specialized Technical Committee on Defence, Safety and Security adopted three key documents, namely, the African Union strategic framework for compliance and accountability in peace support operations, the African Union policy on the protection of civilians in peace support operations, and the African Union policy on selection and screening of personnel for peace support operations. These policies assure compliance with standards that are similar to those of the United Nations. The tripartite project of the AU, European Union and United Nations partnership is also an important mechanism that has contributed to reinforcing the compliance framework through the exchange of experiences and good practices among the three organizations involved.

On the issue of prudential and fiduciary standards, we note that the African Union has made steady and significant progress in enhancing its financial rules and arrangements to ensure transparency in the use of and accountability over the funds allocated for peace support operations. We believe that the evolved and strengthened structure and arrangements of the AU Peace Fund and its crisis reserve facility also provide rigorous financial oversight over funds that are committed to AU peace support operations to ensure proper use and accountability for those funds.

Pertaining to the issue of joint planning and decision-making for missions, we welcome the number of safeguards provided by the African Union itself and the United Nations, which helps to avoid arbitrariness in the process. The chart in the report of the Secretary-General (S/2023/303) and the internal African Union procedures that have to be followed before a mandate can be triggered, including a layer of confirmation and approval by the relevant organ of the African Union prior to consideration by the Security Council, are useful safeguards, which, we believe, facilitate the Security Council's reporting needs and oversight in accordance with its responsibilities.

Lastly, on the issue of burden-sharing, we welcome the clarification that the AU consensus paper has provided in relation to the allocation of 25 per cent of the Union's budget towards broader peace and security activities to come from the AU Peace Fund. We believe that starting discussions on a common understanding around this matter is crucial for coherent, constructive

and fruitful deliberations. We also welcome the full operationalization of the Peace Fund, which as of February 2023, had a balance of \$337 million. We look forward to the implementation of the AU Peace and Security Council's recent decision to increase, after due financial processes, the ceiling of the crisis reserve facility from \$5 million to \$10 million for the 2023 and 2024 financial periods and the request for the AU Commission to use the Peace Fund to contribute to addressing the financial gaps in ongoing missions such as the African Union Transition Mission in Somalia (ATMIS).

We believe that within Africa's ability to pay, the ongoing financial decisions of the Union, as well as the strong contribution of African troop- and police-contributing countries that have on countless occasions sacrificed their personnel's lives for the cause of peace, we would, during further consultations, seek a convergence of views on a pragmatic and constructive basis for reaching a common ground that would be satisfactory to all.

While we have noted existing comments on the issue of command and control, we remain mindful that a more useful discussion on that matter would be most appropriate after the Council has clarified its common understanding on the choice of option proposed for consideration by the Secretary-General. Nevertheless, the existing command-and-control architecture, through the presently deployed AU-led peace support operations authorized by the Council, could serve as a ground for further discussions.

As we all know, based on lessons learned, in his report, the Secretary-General has put forward two practical financing models: first, the United Nations Support Office model for African peace support operations such as we have with the African Union Mission in Somalia and ATMIS, with some additions, and, secondly, joint financing of a United Nations-African Union Hybrid mission like the UNAMID model in Darfur. These models provide useful elements that we can leverage to shape the best framework for United Nations assessed contribution support for financing Africa-led peace support operations.

Having received a mandate from the AU Peace and Security Council to resume consultations towards the adoption of a Security Council framework resolution on financing AU-led peace support operations, as set forth in the AU Peace and Security Council communiqué issued at its Ministerial meeting held on 12 May 2023,

the A3 intends to listen carefully to the views of all Member States within and outside the Council, and it would ensure that the views of all delegations are taken on board as we advance the further processes to give effect to the aspiration for a new and effective engagement between the African Union and the United Nations in our common objective for peace and security on the African continent. Our engagements would seek to bridge the gap in understanding that exists between the African Union ambitions and the expectations of the other members of the Security Council.

In conclusion, peace support operations have become an essential mechanism for responding to the crises affecting the continent, and they must also be integrated into our discussions on the New Agenda for Peace. The A3 reaffirms its support for the Secretary-General's call in his report for adequate, sustainable and predictable funding from United Nations assessed contributions for AU-led peace support operations. The Security Council holds the key to making this a reality. Together we can stem the scourge of the needless armed conflicts on the African continent.

Mr. Costa Filho (Brazil): Let me begin by thanking our briefers for their insightful briefings.

My delegation is also grateful to the Secretary-General for preparing his report on the financing of African Union peace support operations (S/2023/303).

Today's meeting is timely, as we celebrate Africa Day. In this context, let me take the opportunity to extend very warm wishes to our many, many friends in Africa. It is a significant opportunity to engage in discussions that acknowledge the indispensable role played by the people of Africa, African countries and the African Union (AU) in ensuring peace and security on the continent.

In addition, our discussion today is timely in relation to upholding the "African solutions for African problems" approach. From a pragmatic point of view, it recognizes the comparative advantages of the United Nations and the AU in leading peace operations. Our unwavering support for the endeavours undertaken by African nations in addressing crises must be translated into a more meaningful and consistent contribution from the United Nations to the African Union.

As recognized in the report, this debate has evolved significantly in the last few years. It takes stock of all the lessons learned and all the progress made to date in terms of legal, administrative and doctrinal matters.

Today we have greater clarity in many of the aspects that prevented a decision from being taken in the past. However, some issues still have to be addressed and refined.

First, peace operations that make use of United Nations assessed contributions should be subject to appropriate oversight by the Security Council. The decision as to whether and to what extent support will be given to any particular operation ought to be taken on a case-by-case basis, always in accordance with the specific political, security and humanitarian features pertaining to each situation.

Secondly, an adequate set of frameworks on human rights, international humanitarian law, troop conduct and discipline compliance is needed to guide the relevant forces. These standards become even more critical when the AU missions perform tasks with higher risks, which can often be the case if the operation in question goes beyond peacekeeping. In this vein, we call for the completion of the work on joint guidelines for operational planning, deployment, review and transition of AU peace support operations. Moreover, the application of the proper standards and regulations should encompass other areas, such as strategic communications, to name one example, in order to equip a mission with the appropriate tools to tackle challenges like hate speech and disinformation. Another key step would be the conduct of a thorough assessment of the operational support capabilities available and of the need to adapt them.

Many administrative and budgetary questions remain pending. We hope they will be addressed as the discussion progresses. Nevertheless, the focus on funding should not overshadow the need to have comprehensive approaches to address Africa's security challenges. Those must include effective political strategies aimed at conflict prevention and at addressing their root causes.

As stressed by the Secretary-General in his report, we must ensure that political solutions remain at the centre of the missions' mandates. We have a unique opportunity of working towards the establishment of an innovative solution that can contribute significantly to improving the African security environment. Brazil is ready to engage with other Council members for the next steps in this discussion.

As this is the last Council meeting I will attend in my capacity as Permanent Representative of Brazil to

the United Nations, I would like to extend to everyone my deep appreciation for the close collaboration and for the friendship throughout our current mandate as an elected member of the Council. The support and valuable lessons that my team and I, personally, take from this period will remain with us. I sincerely hope that our paths cross again in future.

Mr. Ishikane (Japan): I would like to express my gratitude to Under-Secretary-General DiCarlo; Mr. Adeoye, African Union (AU) Commissioner for Political Affairs, Peace and Security; and Ms. Tadesse, of Amani Africa, for their briefings.

Let me start by paying tribute to all the personnel of peacekeeping operations and peace operations led by the AU and subregional arrangements for their courage in fighting for a stable and prosperous Africa. We appreciate regional peace initiatives with a strong sense of ownership to prevent, mediate and settle conflicts on the African continent.

Sustainable peace requires context-specific peacebuilding. Each conflict has its own distinguishing features, and any successful operation must give those features careful considerations, whether they are geopolitical, economic or cultural. A strong understanding of the unique circumstances of each situation in Africa and an approach that is crafted accordingly, should be a comparative advantage of the AU and its peace support operations. To address increasingly complicated challenges in Africa effectively, the United Nations and the AU must continue to strengthen their partnership in order to maximize their combined capacities, bearing in mind that the African Union mission will eventually support its capacity on its own.

Back in 2016 and 2017, Japan, as member of the Security Council, joined the consensus on resolutions 2320 (2016) and 2378 (2017). Since then, we have been fully engaged in an extensive discussion on various potential financing and assistance options for AU peace support operations, aiming to enhance predictability, sustainability and flexibility.

Sharing the strong concern about this perennial challenge and the changing international context, Japan, in principle, supports the establishment of a mechanism through which AU peace support operations, authorized by the Security Council under Chapter VIII of the Charter of the United Nations could be partly financed through United Nations assessed contributions, on a

case-by-case basis. Such a mechanism should also be inclusive to reflect the voices of relevant stakeholders.

We remain committed to further consultations with all stakeholders on possible assistance to those peace support operations, and in that regard we believe the following points should be highlighted.

First, we must continue to prioritize conflict prevention and the peaceful settlement of disputes through peaceful means, while maintaining the primacy of politics. That is primarily the responsibility of States, and any peace support operation should help and complement efforts by national Governments. Good governance through institution and capacity-building must be promoted in parallel for sustaining and consolidating peace. The Peacebuilding Commission, with its unique role in the United Nations system, gives a valuable platform for such national efforts.

Secondly, a mutually leveraging and complementary approach requires a close United Nations-AU coordination, while the central role of the United Nations should remain unchanged in the maintenance of peace and security. Effective cooperation on joint planning, mandating and mutual burden-sharing is the key in the full spectrum of peace support activities throughout their life cycles. Ensuring proper oversight and accountability through appropriate processes is a prerequisite for any support by United Nations assessed contributions.

Finally, it is our shared goal that all operations, whether led by the United Nations or the AU, ensure strict observance of the principles of the United Nations, including respect for human rights, as well as the conduct and discipline compliance framework. In that regard, we welcome that the AU made significant progress, as articulated in the Secretary-General's report (S/2023/303), issued 1 May. It is important to build appropriate systems to review and track their implementation during and after operations for continuous improvement.

Africa continues to suffer from human security crises caused by multiple factors. It is essential to further strengthen the close partnership between the United Nations and regional entities. Japan remains committed to playing its part to support international and regional efforts for peace and security in Africa.

Mrs. Broadhurst Estival (France) (*spoke in French*): I would like to thank Under-Secretary-General

Rosemary DiCarlo, Commissioner Bankole Adeoye and Ms. Bitania Tadesse for their briefings.

On Africa Day, on the International Day of United Nations Peacekeepers, I am delighted that we are meeting again to discuss African peace operations following the publication of the Secretary-General's report (S/2023/303). This is a key issue for the future of the African continent. France is committed to ensuring that the Council can guarantee sustainable and predictable funding for African peace operations.

These operations are a concrete response to promoting peace and stability in Africa. They are adapted to their environment and to the threats they face, including terrorism. As such, they can achieve rapid results at controlled costs. It is therefore essential that the Council make concrete progress on the sustainable and predictable funding that they have thus far lacked.

Let me remind the Council of France's historic position in favour of African peace operations and their funding from United Nations assessed contributions. In 2018, we support the initiative of the African Union and the African members of the Security Council (S/2018/1093) at the highest level and made every effort to reconcile divergent points of view.

France is ready to support Ghana, Gabon and Mozambique in relaunching discussions in the Security Council. We will be at their side to give this project every chance to succeed.

We must take a further step towards the principle of financing African peace operations on a case-by-case basis from United Nations assessed contributions in order to complement the African Union's commitment to finance a part of its peace and security efforts. That African commitment must also be put into practice so that we can move forward.

A draft resolution should enable us to affirm the added value of African peace operations, to move towards a consultative planning and decision-making mechanism and to take stock of the efforts still to be made in terms of human rights, international humanitarian law and conduct and discipline.

I would like to take this opportunity to pay tribute to the considerable work accomplished by the African Union, with the support of the United Nations and thanks to funding from the European Union. That work has made it possible to adopt the human rights compliance framework. We encourage the African

Union to continue its efforts towards the full operational implementation of the framework.

France is convinced that it is the responsibility of the Council to support the African Union and its member States in meeting the security challenges on the African continent. That is also the purpose of the work on a New Agenda for Peace. I am delighted by the spirit of the members of the Council and their commitment to bolstering African peace operations.

Mr. Kariuki (United Kingdom): I thank Vice President Amherd for convening this important debate.

As we mark the International Day of United Nations Peacekeepers, let me begin by paying tribute to all those who have contributed to United Nations peacekeeping over the past 75 years, in particular those who have made the ultimate sacrifice in pursuit of peace and stability. Let me also congratulate all of our colleagues of African descent on this Africa Day.

We welcome the Secretary-General's 1 May report (S/2023/303). I would also like to thank Under-Secretary-General DiCarlo, African Union (AU) Commissioner Adeoye and Ms. Tadesse for their statements.

The changing nature of conflict in Africa requires the United Nations, the AU and other partners to adapt our different capabilities to prevent, mitigate and respond to evolving peace and security challenges. One of those key challenges is how to address funding gaps and capability shortfalls that have affected performance. Security Council members have returned to the issue of using United Nations-assessed contributions to fund AU-led operations a number of times in recent years. The United Kingdom supported the framework set out in resolution 2320 (2016), but we recognize that that has not translated into practical support. How can we therefore make progress? I have three suggestions.

First, since financing for each operation will need to be determined on a case-by-case basis, we must ensure that the Secretariat supports work to determine options for future operations and that the Security Council has an early role in determining the scope of joint United Nations-AU assessment and planning.

Secondly, the AU has made significant progress to determine its compliance framework for international humanitarian law, human rights, conduct and discipline. It must now be applied to new operations effectively. We encourage the continued development of those essential compliance frameworks.

Thirdly, we should establish openly and clearly how we intend to share the financial burden between the United Nations and the African Union. Any scope for misinterpretation will cause new initiatives to stall.

While the international community has relied predominantly on United Nations peacekeeping to date, we acknowledge the comparative advantage that AU and other Africa-led peace support operations can offer, with an ability to deploy more rapidly and respond more robustly to certain threats for which United Nations peacekeeping operations are not always the appropriate response.

In conclusion, the United Kingdom is committed to working with all countries, particularly our African partners, to develop a working financial mechanism that enables predictable and sustainable support.

Mrs. Thomas-Greenfield (United States of America): I would like to thank Switzerland for hosting this critical debate, and we welcome your participation with us here today, Ms. Amherd. I also thank Under-Secretary-General DiCarlo, Commissioner Adeoye and Programme Director Tadesse for their insightful perspectives.

During the annual protection of civilians open debate earlier this week (see S/PV.9327), we heard about the threats far too many people in Africa face: food insecurity, forced displacement, conflict and violence, persecution and human rights violations and abuses. This year's report of the Secretary-General on the protection of civilians in armed conflict (S/2023/345) is chilling, and it demands a response. As the African Union (AU) Commission Chairperson rightly noted at the February AU summit, Africa's evolving security challenges call for new and innovative tools. And AU peace support operations are one of those important tools.

We know that the lack of predictable, sustainable and flexible funding has been an impediment to AU peace support operations. The United States supports, in principle, the use of United Nations-assessed contributions for AU peace support operations. We believe that such contributions must be subject to Security Council authorization and the important conditions set forth in resolutions 2320 (2016) and 2378 (2017) and must be consistent with the standards we apply to all United Nations peacekeeping missions.

The AU's past track record of peace support operations shows that it often has the political will, regional expertise, language skills and ability to quickly

deploy to address African conflicts. The bottom line is this: the AU is sometimes best positioned to respond to the continent's security challenges. At the same time, we recognize the potential oversight and accountability requirements associated with using United Nations-assessed funds for AU peace support operations.

We will all need to work together to ensure there are mechanisms in place to mitigate challenges and risks, including by ensuring the appropriate authorization standards and mechanisms I just outlined. We welcome the progress the AU has already made in that regard, including through its compliance framework. As we move forward in these discussions, there are four areas, as outlined in previous Council resolutions, in which we look forward to working with Security Council members and the AU to achieve progress.

First, we hope to reaffirm the importance we attach to Security Council authorization, primacy and oversight. As outlined in previous Council resolutions, it is key that we ensure the Security Council authorizes AU peace support operations on a case-by-case basis, while retaining oversight, just as it does for United Nations peace operations elsewhere.

Secondly, regarding financial oversight, as it does for all United Nations peacekeeping missions, the General Assembly should have budgetary oversight and approval consistent with United Nations regulations, rules, policies and procedures.

Thirdly, we are glad to see that the AU has made progress in developing frameworks on human rights, conduct and discipline and performance over the past several years. We expect to see the full implementation of those frameworks, as the United States is eager to support those efforts. In that vein, we want to ensure that AU peace support operations, if authorized under Chapter VII of the Charter of the United Nations, would use force under the framework of a protection of civilians Security Council mandate. And any operation must work towards a political solution, as already outlined in the AU Doctrine on Peace Support Operations.

Finally, we remain committed to meaningful burden-sharing of the AU peace support operations costs, as outlined in resolution 2320 (2016). We are aware of the challenges in that regard, but we look forward to working with our fellow Council members and the AU to explore creative paths forward — just as we look forward to working with the full range of partners, including all Council members, the AU and

its member States, the United Nations and civil society groups, as well as the United States Congress, to move this issue forward.

By working in those four areas, we believe that we can — and that we will — advance our shared goals of an integrated, prosperous and peaceful Africa, in line with the AU's Agenda 2063. Happy Africa Day.

Mr. Zhang Jun (China) (*spoke in Chinese*): China welcomes you, Ms. Amherd, as you preside over today's meeting. I also thank Under-Secretary-General DiCarlo and Commissioner Adeoye for their briefings. I also listened attentively to the statement of the other briefer.

Today is Africa Day. I would like to begin by extending my warm congratulations to all our African colleagues and brothers and sisters in Africa.

On this day of celebration of African independence and unity, it is of special significance for the Security Council to discuss the topic of African Union (AU)-led peace support operations. For many years, the AU and subregional organizations in Africa have organized and carried out peace support operations. They have made enormous efforts to maintain stability and silence the guns in Africa, and they have made huge sacrifices.

On the occasion of the seventy-fifth anniversary of United Nations peacekeeping operations, I pay the highest tribute to those peacekeepers who have made the ultimate sacrifice for the cause of peace. At the same time, we must recognize that some parts of Africa are still witnessing conflict and turmoil. Terrorism and transnational crime are still rampant, and they have caused deep suffering to the African people.

AU peace support operations are now more urgent, with more daunting tasks, more pronounced funding problems and other challenges. In February this year, the AU summit adopted a consensus paper stressing the need to provide AU peace support operations with adequate, predictable and sustainable funding and calling for support from the United Nations. African countries' aspirations in this regard are legitimate and reasonable and merit the great attention and active support of the international community.

Since 2007, the Security Council has deliberated on the funding of AU peace support operations on multiple occasions. While some initial consensus has been reached, numerous differences still exist. Last August, during its presidency of the Security Council, China facilitated the adoption of a presidential statement

(S/PRST/2022/6) on capacity-building for Africa, requesting the Secretary-General to submit a report for all parties to refocus on this key issue. In this context, I wish to stress the following points.

First, when addressing the funding of AU peace support operations, the fundamental principle of “African solutions for African problems” should be applied. Since they are AU-led, AU peace support operations should be fully African-led and African-owned throughout the whole process of planning, mandating, deployment and management. After taking United Nations funding support, AU peace support operations will remain operations of the AU. It is a question of resolving funding issues, not turning AU forces into United Nations peacekeeping forces.

Secondly, the protection of human rights is part of the mandates of AU peace support operations, but it should be put in the right place. African countries have already made considerable efforts to strengthen capacity-building of their forces and raise awareness of human rights protection. These efforts cannot be denied. Meanwhile, nobody has a perfect human rights record. Some countries’ forces stationed overseas and some United Nations peacekeeping forces have had problems in conduct and discipline. It is not acceptable to presume the existence of human rights protection issues at the mere mention of AU peace support operations. This is a form of bias. We cannot dismiss the whole of AU peace support operations and their important contributions simply because of previous isolated cases of human rights violations or out of worries with regard to possible future isolated cases. Most importantly, human rights accountability provisions must not be used as a pretext to indefinitely delay the discussion of funding options and defer decisions thereon.

Thirdly, support from United Nations assessed contributions should be a complement to the existing funding modes of the AU. Developed countries, which are the traditional financial contributors, must not reduce their funding support for Africa as a result of this and must refrain from simply submitting contributions already intended for Africa to the United Nations with a changed name so as to shirk their historic responsibility towards Africa. If the total external funding ultimately available to AU peace support operations does not increase but only declines, such an outcome, I am afraid, will be completely contrary to the intended purpose of the reform.

Fourthly, Africa faces a wide variety of security challenges, and the future AU-led peace support operations are not all identical in their modes. There should therefore not be a one-size-fits-all funding solution. The latest report by the Secretary-General (S/2023/303) put forward four options. Any of the four should not be too readily discarded. The key is, which one can enjoy an early consensus and maximize benefits for Africa? Once political decisions are made, procedural formalities should be minimized so that the AU — and not the United Nations — will be responsible for managing the details of budgeting and implementation.

Fifthly, at present, multiple United Nations peacekeeping operations in Africa are faced with complex challenges, making it important to make timely strategic assessments and mandate adjustments, including the formulation of exit strategies. The funding of AU peace support operations should be considered in conjunction with the reform of United Nations peacekeeping operations and in a holistic manner. We support decisive and necessary streamlining and optimization of some United Nations peacekeeping operations. The resources saved could be used to better support AU peace support operations.

China firmly supports Africa in improving its own peace-support capacity and favours the provision of adequate, predictable and sustainable funding support to AU peace support operations. We expect the Security Council to take this meeting as an opportunity to stay pragmatic and results-oriented and work for early and substantive progress on the relevant issues.

Mr. Montalvo Sosa (Ecuador) (*spoke in Spanish*): I thank Under-Secretary-General Rosemary DiCarlo and African Union Commissioner for Political Affairs, Peace and Security Bankole Adeoye for their briefings this morning. I also thank you, Madam President, for your presence and for the timely convening of today’s meeting. Naturally, our thanks also go to Ms. Bitania Tadesse, representative of Amani Africa, whose briefing we have listened to with attention.

During the process leading to its election as a non-permanent member of the Security Council, Ecuador had the privilege of taking in different African perspectives and visions on the continent’s current challenges and found a common factor: the will for ownership of the solutions, that is, “African solutions for African problems”. Of course, this does not mean that peace and security in Africa is isolated

from the rest of the world, or that it excludes or limits the participation of countries from other regions in supporting the search for those solutions. The situation on the African continent is and will continue to be a priority for the United Nations, and the international community has an important role to play, including in areas related to cooperation, assistance and funding for development and peacebuilding. We hope that all these aspects will be considered in crafting the New Agenda for Peace.

A few months ago, the Security Council welcomed the important efforts of the African Union, subregional organizations and regional mechanisms in peace operations and the growing role they play in them, in accordance with its resolutions and decisions. It further recognized that one of the major constraints faced by the African Union in effectively carrying out the operations it conducts, with the authorization of the Council and in accordance with Chapter VIII of the Charter, is the need for predictable, sustainable and flexible resources.

In his report on the subject (S/2023/303), the Secretary-General noted that the African Union, working closely with the United Nations and other partners, had made significant progress in the key areas of human rights and compliance frameworks on conduct and discipline, the operationalization of the Peace Fund and agreements on accountability for financial activities. Ecuador welcomes these advances and expresses its support for any initiative to make peace operations more efficient and effective, while unconditionally respecting human rights and international humanitarian law at all times. We believe it is necessary for the United Nations to work with the African Union to strengthen monitoring and reporting policies so that the General Assembly may be provided with the budgetary, financial and performance reports it needs. Resources are always scarce, and decisions on their use must be analysed in depth, taking into account the specific circumstances of each case and the existence of an adequate level of co-responsibility, always prioritizing political solutions and maximizing the impact of capacities and operations.

Finally, we wish to stress the importance of the United Nations continuing to respect the basic principles of peacekeeping, such as the consent of the parties, impartiality and the non-use of force except in self-defence and in defence of a mandate authorized by the Council, as that is essential for the success of such

operations. We also recall that peacekeeping operations do not eliminate the need to address the root causes of conflict. It is therefore crucially important to also ensure adequate financing for the Peacebuilding Fund and, in general, to invest in sustainable development — the only path to lasting peace.

I conclude, on this symbolic Africa Day, by echoing the words of the Secretary-General from this morning: let us work together towards the Africa we want; the Africa the world needs; and the Africa that the African people deserve.

Mr. Nebenzia (Russian Federation) (*spoke in Russian*): At the outset, I would like to wish all of our African colleagues a happy Africa Day. On this day, exactly 60 years ago in Addis Ababa, the first conference of independent African States was held and laid the foundations for the creation of the Organization of African Unity, the work of which the African Union is now successfully continuing. That also constituted the culmination of the first phase of decolonizing the African continent. Today, thanks to the joint efforts of African countries, it has become possible to establish mechanisms for collective responses to local crisis situations and to launch regional integration processes in various formats, undoubtedly contributing to Africa's socioeconomic development and enhancing its role in international affairs.

I would also like to highlight the contribution of African countries to United Nations peacekeeping, both on their own continent and beyond. Let us pay tribute to all those who have sacrificed their lives for that noble cause. It is also most symbolic that we are discussing the topic of African peacekeeping today,

We thank Under-Secretary-General Rosemary DiCarlo, African Union Commissioner for Political Affairs, Peace and Security Bankole Adeoye and Ms. Bitania Tadesse for their briefings.

We carefully studied the report of the Secretary-General on the implementation of resolutions 2320 (2016) and 2378 (2017), which contains specific considerations on addressing the issue of financing of African Union peace support operations on the continent under the auspices of the Security Council (S/2023/303). Russia supports the position of African countries on the need to adopt effective measures to enhance predictability, reliability and flexibility on that issue. We consider it abnormal that peace and

security in Africa depend on the irregular assistance of individual States and organizations.

We are convinced that Africans themselves know better than anyone the nature and root causes of instability in their region. They have come a long way in shaping the regional peace and security architecture and today have the necessary mechanisms in place that take into account local specificities and harmoniously complement the efforts of the United Nations within its area of responsibility and mandate. The African Union Peace and Security Council is functioning effectively and is supported by the African Commission, the Panel of the Wise, the Continental Early-Warning System and the African Standby Force. The Peace Fund is also being replenished, and the African Union's flagship initiative to end armed conflict which has been extended until 2030 is being implemented. Significant progress has been made on ensuring human rights, transparency and accountability in African military contingents.

The United Nations, on numerous occasions, has extended material and financial assistance to African efforts in the field of international peace and security, including through assessed contributions from United Nations Member States. Recent examples include the logistical support provided by the United Nations Support Office in Somalia to African peacekeepers in the country; the African Union-United Nations Hybrid Operation in Darfur; and the assistance of Blue Helmets in Mali to the Joint Force of the Group of Five for the Sahel.

The advantages of African peacekeeping as compared to United Nations peacekeeping operations include the ability to respond quickly to emerging challenges and threats, as well as a willingness to use force in order to restore peace. That is particularly relevant in the context of the growing terrorist threat on the continent and the unsustainability — or indeed, absence — of peace agreements.

The need for an in-depth discussion on predictable and sustainable financing is objectively dictated by the ever-increasing number of crises and armed conflicts in Africa, which organizations and States in the region are quick to engage in resolving. The lack of access to the resources necessary to resolve those crises inevitably results in the ineffectiveness of such efforts and the further spread of instability.

Our African colleagues are capable of taking responsible decisions to ensure peace and security

in their region. That was demonstrated at the recent African Union summit, at which it was agreed to use the Peace Fund and its crisis reserve facility to support the East African Community's operation in the Democratic Republic of the Congo and to address the financing issues faced by the African Union Transition Mission in Somalia. We appreciate the willingness of regional players, as reaffirmed at the summit, to self-finance 25 per cent of the continent's total expenditure on peace and security activities, including peacekeeping operations. This step affirms — not in words, but in deed — the principle of African solutions to African problems.

We are studying the lessons learned in the report of the Secretary-General from United Nations and African Union interactions and possible future planning and joint decision-making on peacekeeping missions on the continent, including the most viable financing modalities, while maintaining rigorous transparency and accountability measures on the use of funds. We stand ready to engage in substantive discussions as part of the forthcoming negotiations process on a future Security Council draft resolution on the matter.

Ms. Gatt (Malta): I thank Under-Secretary-General DiCarlo, African Union (AU) Commissioner Adeoyo and Ms. Tadesse for their insightful briefings.

As the International Day of United Nations Peacekeepers approaches, we pay tribute to all those who have served and continue to serve, working resolutely towards the maintenance of peace and security and the protection of civilians. We also congratulate our African colleagues on Africa Day.

The latest report of the Secretary-General on the financing of African Union peace support operations (S/2023/303) and the recent adoption of an African position on the matter, as well as our experience as a member of the European Union (EU) in partnering with the African continent on its path towards peace and security, represent key reference points towards our constructive engagement on that important topic. Malta is committed to ensuring adequate, predictable and sustainable funding for AU peace support operations. We firmly believe in the value and feasibility of that long-standing request from our African partners from both a political and an operational perspective. It is crucial that responsibility and ownership for the African Union to lead on its peace operations be met by equal commitment from within this Chamber in adequately supporting those calls.

We should use the enhanced relationship between the Security Council and the AU Peace and Security Council to build on and improve concrete cooperation on addressing crises on the African continent. We view that exercise as a complementary one, jointly strengthening our approaches to common challenges and interests. AU peace support operations offer us a critical opportunity to implement such joint approaches. Properly financed AU peace support operations would allow us to perform in a broad peacekeeping space, possibly with more than one operational model. We look forward to better defining the operationalization of AU peace support operations through the upcoming discussions.

With that in mind, we commend the AU for the progress achieved in the critical areas of human rights, conduct and discipline compliance frameworks, the operationalization of the Peace Fund and financial accountability arrangements. We also acknowledge that genuine engagement in solving pending matters, such as burden-sharing for those operations, is still required.

The EU is committed to continue to cooperate with the AU, including through its ongoing engagement in the tripartite United Nations-AU-EU project for enhancing and operationalizing the AU human rights compliance framework to put into practice AU policies in human rights and due diligence. As the EU has provided €600 million for the period from 2022 to 2024 to support the military aspects of the African-led peace support operations, we further encourage additional funding from a diversified donor base to truly ensure the sustainability of the peace operations.

In conclusion, Malta stands ready to engage on the road ahead and during the upcoming negotiations on this important topic. We firmly believe that cooperation with regional and subregional organizations in maintaining peace and security, consistent with Chapter VIII of the Charter of the United Nations, can improve collective security. Now is the time to translate those principles into reality.

Mr. Spasse (Albania): Let me begin by congratulating our African colleagues on Africa Day. On this day, we also pay tribute to all those who have contributed, and are contributing, to peacekeeping operations. I thank Under-Secretary-General DiCarlo, His Excellency Mr. Adeoye and Director Tadesse for their valuable insights.

I join others in commending the African Union (AU) on the significant progress made towards the

implementation of resolution 2320 (2016), which calls for closer AU-United Nations partnership based on clear parameters and requirements. We are particularly encouraged by the progress made towards meeting United Nations standards in peacekeeping, especially with regard to the selection of personnel, the protection of civilians and the prevention and tackling of gender-based violence and exploitation. Peacekeeping missions, whatever their mandate, can succeed only if they put human rights at the heart of their activities and comply fully with human rights standards and due diligence.

We welcome the determination of the African Union to assume a greater role in maintaining peace and security in Africa in partnership with the United Nations. We see a clear demand for a stronger AU-United Nations partnership to confront the immense challenges that the continent faces, including rampant violence, armed groups, terrorist activities and the failure of State institutions to provide basic goods. However, that will work only if we ensure steady and predictable financial support for peacekeeping and peace support missions in Africa in order to counter the daunting challenges that violate the vital interests of people across the continent. The security threats that Africa faces require a long-term and sustainable strategy that allows for the mobilization of financial and political support to eradicate violence and restore peace and security. The strategy needs to be human centred, gender sensitive and advance the realization of equal rights for everyone, whereby no one is to be excluded or discriminated against. All violations of human rights must be swiftly and effectively investigated, and their perpetrators must be held to account. We welcome the tripartite cooperation among the African Union, the United Nations and the European Union in that regard.

Peacekeeping missions face a treacherous environment, with manifold lethal threats to civilians and peacekeepers themselves. Those threats are posed by armed extremists and transnational organized crime, as well as the growing role of private military companies, which undermine the rule of law and human rights. Those threats must be taken extremely seriously in efforts to strengthen the AU-United Nations partnership.

In conclusion, Albania will actively support discussions on the revitalization of this important partnership. We need to do more, always putting human rights first, to ensure long-lasting peace in Africa.

Mrs. Alhefeiti (United Arab Emirates) (*spoke in Arabic*): I want to begin by thanking Your Excellency Ms. Amherd for presiding over this important meeting. I also thank Under-Secretary-General DiCarlo, African Union Commissioner Adeoye and Ms. Tadesse for their comprehensive briefings.

As this meeting coincides with Africa Day and the commemoration of the sixtieth anniversary of the African Union (AU), we take this opportunity to express our appreciation for the efforts of African States in supporting regional and international peace and security.

The United Arab Emirates welcomes the report of the Secretary-General (S/2023/303) on this important issue, as it provides the Security Council with a vision for a new generation of peace operations and counter-terrorist operations led by regional forces, with guaranteed, predictable funding. The report also reflects on the steps required to guarantee predictable funding needed for AU peace support operations. Over the past two decades, the international peace and security architecture has demonstrated its reliance on the African Union's leadership to respond to emerging conflicts wherever they have taken place on the continent, whether in Burundi, Mali or Somalia. We see that developing the African Peace and Security Architecture, has enhanced the AU's capacity to deploy peace operations, in line with Chapter VIII of the Charter of the United Nations. The framework fits within the broader AU mandate for conflict resolution on the continent. The AU's knowledge of the local environment and dynamics are unmatched. Because of such expertise and experience, the international community's reliance on the AU's toolkit is justified. Joint assessment and planning exercises are therefore critical to responding effectively and immediately to emerging crises. Peace is a shared endeavour, and the responsibility should be supported by the necessary resources.

Calls for ensuring that those operations are provided with the resources necessary for their success have long and repeatedly been made, including in the Council. Since 2008, the Security Council has adopted

resolutions and presidential statements acknowledging the need for adequate, sustainable and predictable funding. The Council has placed great emphasis on effective accountability and compliance frameworks. And we welcome the fact that the AU continues to develop and implement its framework for compliance with international humanitarian law, human rights law and conduct and discipline standards, which was clearly demonstrated at the most recent meeting of the AU Specialized Technical Committee on Defence, Safety and Security. We welcome the decision by the AU Peace and Security Council to significantly increase the ceiling of the crisis reserve facility. That decision and additional contributions to the AU Peace Fund illustrate Africa's commitment to financial burden-sharing and ownership of conflict resolution throughout the continent. We believe that support for AU peace support operations should be tailored to every situation. There is no one-size-fits-all solution to responding to conflict, and the same logic should apply to the funding that supports those operations.

It is imperative to ensure that peace operations are capable of achieving their intended objectives through both relevant partnerships and adequate and sustainable resources. Therefore, in the context of the Secretary-General's call, we believe that it is important for the Council to explore supporting the financing of African Union peace support operations authorized by the Security Council through United Nations-assessed contributions on a case-by-case basis. The different models presented by the Secretary-General, including a hybrid mission and a support office, have the potential to make a meaningful difference on the ground. They must be given serious consideration by the Council and discussed with the AU. Agreement on the issue would serve as a tangible and practical sign of the deepening partnership between the two organizations.

In conclusion, we look forward to the upcoming discussions to be led by the three African members of the Council on this important subject and to engaging constructively in them.

The meeting rose at 12.50 p.m.