

38. Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security

During the period under review, the Security Council held four meetings and adopted one resolution under the item entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security”.¹¹⁸⁵ Three of the meetings took the form of briefings and one took the form of an adoption.¹¹⁸⁶ The Council adopted a resolution on sustainable financing of African Union-led peace support operations.¹¹⁸⁷ In addition, Council members held an informal interactive dialogue in connection with this item.¹¹⁸⁸ More information on the meetings, including on participants and outcomes, is provided in the table below.

In 2023, the Council continued to hold its annual meetings on cooperation between the United Nations and the African Union, the European Union and the League of Arab States. The meetings featured briefings by the Under-Secretary-General for Political and Peacebuilding Affairs, the High Representative of the European Union for Foreign Affairs and Security Policy, the Secretary-General of the League of Arab States, the Special Representative of the Secretary-General and Head of the United Nations Office to the African Union, the Permanent Observer of the African Union to the United Nations, as well as by the Youth Envoy for the President of the 27th Conference of the Parties to the United Nations Framework Convention on Climate Change and a civil society representative.¹¹⁸⁹

On 23 February, at the annual briefing on cooperation with the European Union, the High Representative of the European Union for Foreign Affairs and Security Policy highlighted that the multilateral system was under an unprecedented threat, leading to more distrust and vetoes, and fewer agreements.¹¹⁹⁰ He also noted that climate and security nexus would increasingly dominate the global agenda and require the Council to shoulder its responsibilities in that regard.

¹¹⁸⁵ See [S/PV.9268](#), [S/PV.9343](#), [S/PV.9435](#) and [S/PV.9518](#).

¹¹⁸⁶ For more information on the format of meetings, see part II, sect. I.

¹¹⁸⁷ Resolution [2719 \(2023\)](#).

¹¹⁸⁸ An informal interactive dialogue related to this item was held on 21 September 2023. For further information on informal interactive dialogues, see part II.

¹¹⁸⁹ See [S/PV.9268](#), [S/PV.9343](#), and [S/PV.9435](#).

¹¹⁹⁰ See [S/PV.9268](#).

Referring to the potential of *Our Common Agenda* ([A/75/982](#)) to deliver the reforms at the Summit of the Future, the High Representative reaffirmed the European Union's the commitment to support the work of the United Nations both politically and financially.¹¹⁹¹ All European Union crisis management operations worked together with the United Nations, with their strategic partnership on peacekeeping and crisis management dating back at least two decades jointly addressing issues such as terrorism, and specific crises including the Sahel and Afghanistan. Further, he expressed support for the ongoing discussions on using United Nations assessed contributions for African Union-led peace support operations authorized by the Council. On the war in Ukraine, the High Representative recalled that it remained a clear case of aggression, in breach of the Charter of the United Nations and reiterated the continued support of the European Union.

In the subsequent discussion, Council members widely recognized the contribution of the European Union to international peace and security and multilateralism, calling for strengthening its cooperation with the United Nations across various agendas including conflict prevention, counterterrorism and climate and security.¹¹⁹² Many Council members also acknowledged the European Union's contribution to resolve active conflicts around the world, including the tensions between Armenia and Azerbaijan, the political stalemate in Cyprus, the military operation in Bosnia and Herzegovina, and the European Union-facilitated Serbia-Kosovo dialogue.¹¹⁹³ Several Council members underlined the European Union's continued commitment in the African continent, promoting stability in the Horn of Africa, the Sahel and Central and Southern Africa, and welcomed the trilateral cooperation amongst the United Nations, the European Union and the African Union in tackling security challenges.¹¹⁹⁴

With regards to the war in Ukraine, some Council members acknowledged the European Union as a solid regional force and key actor to advance dialogue, de-escalate tensions and contribute to finding a peaceful resolution of the conflict.¹¹⁹⁵ The representative of China

¹¹⁹¹ For more information on the discussions within the framework of Chapter VIII of the Charter, see part VIII, sect. I.B.

¹¹⁹² See [S/PV.9268](#), Malta, Albania, Ghana, United Arab Emirates, United Kingdom, Switzerland, Japan, Mozambique, Gabon, United States, Ecuador, Brazil, France and China.

¹¹⁹³ Ibid., Ghana, United Kingdom, Switzerland, Mozambique, Gabon, United States, Ecuador, Brazil and France.

¹¹⁹⁴ Ibid., Malta, Albania, United Kingdom, Switzerland, Mozambique, Gabon, United States and Ecuador.

¹¹⁹⁵ See [S/PV.9268](#), Ghana, United Arab Emirates, United Kingdom, Japan, United States, Ecuador and Brazil.

appreciated the efforts of Member States to alleviate the humanitarian situation in the country, and called for the European Union, the North Atlantic Treaty Organization (NATO) and the United Nations to engage and hold dialogue with the Russian Federation to achieve common security on the European continent. The representative of the Russian Federation opined that the European Union was becoming more complicit in the conflict and “losing its own legal standing” by its “new level of partnership” with NATO, which meant complete support for the confrontational approaches of NATO. He added that his delegation was forced to be sceptical of all projects involving the European Union and on the United Nations platform given the hostility of the European Union in its present form towards Russia.

On 8 June 2023, on cooperation between the United Nations and the League of Arab States, the Under-Secretary-General for Political and Peacebuilding Affairs highlighted the robustness of the relationship between the two organizations, especially their cooperation on situations such as the Sudan, Palestine, the Syrian Arab Republic, and Libya.¹¹⁹⁶ While acknowledging the urgent challenges related to peace and security, development and climate change in the Arab region, she noted that the region also possessed immense potential, particularly in its youth and supported for the League’s development of an Arab regional youth, peace and security strategy in line with resolution [2250 \(2015\)](#). She also affirmed the United Nations’ continued support for the League’s efforts to implement resolution [1325 \(2000\)](#), such as the Arab Women Mediators Network and the action plan for women and peace and security in the Arab region.

The Secretary-General of the League of Arab States, noting the Council’s longstanding involvement with Arab issues, stated that the prevailing tensions in the international order had diminished any opportunities to address regional conflicts and humanitarian issues.¹¹⁹⁷ In that connection, he called on Council members to pay more attention to the humanitarian issues in the regions, especially the millions of refugees and displaced people in Yemen, the Syrian Arab Republic, Somalia and the Sudan. Highlighting the exceptional increase of violence in Palestine over the past few months, the Secretary-General urged for the two-state solution as the only path to lasting peace in the region. Further, the widespread violence against civilians, the alarming

¹¹⁹⁶ See [S/PV.9343](#). A concept note was circulated by a letter dated 5 June 2023 ([S/2023/407](#)).

¹¹⁹⁷ See [S/PV.9343](#).

figures of displaced people, as well as the destruction of State institutions and infrastructure on an unprecedented scale in the Sudan were particularly worrisome. In that regard, they were working in coordination with regional organizations, especially the African Union, towards a total cessation of military operations. Moreover, he viewed the return of the Syrian Arab Republic to the League of Arab States as an important step to prompt a more active and influential Arab role in achieving political settlement in accordance with resolution [2254 \(2015\)](#). The Secretary-General also highlighted the importance of engaging young people in decision-making and supporting the participation of Arab women in peace processes through the joint efforts between the Council and the League and the launch of the Arab Women Peace Mediators Network. Finally, he reaffirmed the importance of the strategic partnership between the League and the Council, especially regarding cooperation to transform the Middle East from a region of conflicts and crises into one of security and stability.

The Youth Envoy for the President of the twenty-seventh Conference of the Parties to the United Nations Framework Convention on Climate Change stated that with more than 60% of the population in the Arab region under the age of 30, the region was facing acute food insecurity, water scarcity, emerging infectious diseases and increasing unemployment rate.¹¹⁹⁸ Nonetheless, despite the challenges, young people were striving to confront them with action and innovation through several mechanism, including Egypt's establishment of the first specialized youth office affiliated with the United Nations. She underlined the need to reorient institutional structures to include young people as natural stakeholders in formal roles and provide equitable and accessible opportunities for the youth to contribute to shaping and implementing the regional strategy for peace and security.

Following the briefers, Council members exchanged views on how to strengthen cooperation between the United Nations and the League of Arab States with a view to addressing the conflicts and promoting stability in the Arab region.¹¹⁹⁹ Recalling that half of the Arab region's population was under the age of 25, Council members noted the importance of young people being able to participate in regional peace and security efforts. They also advocated for

¹¹⁹⁸ See [S/PV.9343](#).

¹¹⁹⁹ For more information on the discussion in this meeting on the principles of cooperation between the United Nations and regional and subregional organizations under Chapter VIII of the Charter, see part VIII, sect. I.B.

the full, equal, meaningful, and safe participation of women in public life as well as in peace processes across the region.¹²⁰⁰ The representatives of Brazil, Gabon, Ghana and Mozambique underlined the importance of further strengthening the trilateral cooperation between the United Nations, the League and the African Union.¹²⁰¹ While some Council members welcomed the return of the Syrian Arab Republic to the League of Arab States,¹²⁰² the representative of the United States stated that they disagreed about its readmission, and the representatives of Albania and France were also sceptical about its reintegration. Speaking on behalf of the Arab Group, the representative of Egypt looked forward to intensifying cooperation between the League of Arab States and the United Nations and stressed the need for more frequent consultations between both organizations, in addition to the annual meeting. He also called for the Council to forge consensus on Arab issues.

On 12 October 2023, the Special Representative of the Secretary-General and Head of the United Nations Office to the African Union, presenting the annual report of the Secretary-General on strengthening the partnership between the United Nations and the African Union, noted that the two organs' robust partnership was essential for effective multilateralism.¹²⁰³ While regretting the resurgence of violent internal conflicts and the threat of terrorism and extremist violence, the Special Representative was encouraged by the convergence of perspectives and analysis by the Council and the African Union Peace and Security Council on key issues on their respective agendas and commended the holding of monthly informal coordination meetings by the two Councils to discuss priorities and programmes of work to enhance strategic coordination and complementarity. He stated that the conflict landscape on the continent was becoming increasingly complex due to political and socioeconomic structural challenges including gender inequality, weak governance institutions, inadequate delivery of basic services and violent extremism. In that regard, he called for renewed emphasis on early-warning and prevention efforts, preventive diplomacy and supporting regional peace, support and peace enforcement operations. Moreover, the Special Representative encouraged the Council

¹²⁰⁰ See [S/PV.9343](#), United Arab Emirates, United Kingdom, Japan, Switzerland, France, Ghana, Ecuador, Albania, Mozambique, Gabon, Malta and Brazil.

¹²⁰¹ *Ibid.*, Ghana, Russian Federation, Mozambique, Gabon and Brazil.

¹²⁰² *Ibid.*, China, Ghana, Ecuador, Russian Federation and Brazil.

¹²⁰³ See [S/2023/629](#).

to consider an empowered and resourced African Union-peace support operation capability as an integral part of the collective security machinery.

The Permanent Observer of the African Union to the United Nations stated that the world was facing unprecedented challenges that demanded synergies and momentum to manage ongoing crises and prevent future conflicts.¹²⁰⁴ Since the signing of the Joint United Nations-African Union Framework for an Enhanced Partnership in Peace and Security in 2017, both organizations had worked collaboratively in preventive diplomacy, peacemaking, peacekeeping, peacebuilding and peace enforcement. In that context, she emphasized the need for a Council's resolution on financing African Union-led peace-support operations through United Nations assessed contributions. Furthermore, stressing the need to be innovative in peacemaking efforts, she proposed that logistical resources from United Nations missions drawing down be made available to regional mechanisms to manage conflicts throughout the continent.

The Managing Director of Amani Africa pointed out that the state of the partnership between the United Nations and the African Union was far from adequate, noting that the mobilization of resources by both organizations largely reflected an ad hoc and case-by-case basis approach. He regretted that they were unable to institute peace support operations with peace-enforcement mandates that the security conditions on the ground warranted. In that regard, he called for the establishment of a systematic and institutionalized arrangement that affirmed the peace and security tools of the African Union as part of the toolkit of the global collective security and multilateral system.

In the ensuing discussion, Council members underscored the importance of cooperation between the United Nations and the African Union, under Chapter VIII of the Charter, and stressed the need to continue consolidating their partnership to promote stability and African ownership on the continent.¹²⁰⁵ Council members, welcoming the 17th joint consultative meeting between the African Union Peace and Security Council and the Security Council, emphasized the importance of their exchanges since the signing of the Joint Framework for an Enhanced

¹²⁰⁴ See [S/PV.9435](#).

¹²⁰⁵ For more information on the discussion in this meeting on the principles of cooperation between the United Nations and regional and subregional organizations under Chapter VIII of the Charter, see part VIII, sect. I.B.

Partnership in Peace and Security in 2017.¹²⁰⁶ They noted their joint efforts in addressing the conflicts in the Democratic Republic of Congo, the Great Lakes region, Libya, Mali, Somalia, and the Sudan.¹²⁰⁷ In addition, recalling the importance of the nexus between security and sustainable development in implementing Agenda 2063, many Council members expressed their commitment to include women in conflict resolution and peacebuilding processes, as well as continue facilitating the implementation of the youth and peace and security agenda. The representatives of Ecuador and Japan highlighted the need to revitalize the Ad Hoc Working Group of the Council on Conflict Prevention in Africa as a mechanism for closer cooperation. Finally, Council members expressed their support for the sustainable financing of African Union-led peace support operations to maintain regional and continental peace and security.¹²⁰⁸

On 21 December, the Council unanimously adopted resolution [2719 \(2023\)](#), agreeing to consider on a case-by-case basis requests from the African Union Peace and Security Council seeking authorisation from the Security Council for African Union-led peace support operations under Chapter VII and VIII of the Charter to have access to the United Nations assessed contributions consistent with Article 17 of the Charter.¹²⁰⁹ By the resolution, the Council also reaffirmed its determination to further enhance the partnership between the United Nations and the African Union, including forging greater regional and national ownership and acknowledged that African Union-led peace support operations could be deployed quickly to implement a clear, robust and focused mandate with a limited duration in time and a defined exit strategy.¹²¹⁰ The resolution stated that mandates for African Union-led peace support operations would be expressly authorized by the Council and guided by a coherent political strategy, undertaken in partnership with the United Nations and sub-regional organisations.¹²¹¹

Ahead of the vote, the Council also considered an amendment proposed by the United States.¹²¹² The representative of the United States stated that given the draft resolution's lack of

¹²⁰⁶ See [S/PV.9435](#), Brazil, Mozambique (also on behalf of Gabon and Ghana), Albania, Switzerland, United Kingdom, China, Russian Federation, Ecuador, Malta, United Arab Emirates and Japan.

¹²⁰⁷ *Ibid.*, Brazil and Albania.

¹²⁰⁸ *Ibid.*, Mozambique (also on behalf of Gabon and Ghana), Switzerland, France, United Kingdom, China, Russian Federation, United States, Malta, United Arab Emirates and Japan.

¹²⁰⁹ See resolution [2719 \(2023\)](#), para. 2.

¹²¹⁰ *Ibid.*, paras. 1 and 3.

¹²¹¹ *Ibid.*, para. 3 (v).

¹²¹² See [S/2023/1023](#).

an explicit delineation of the financial burden that United Nations Member States would need to bear for these operations, the amendment was intended to put a specific limit on United Nations contributions in clear language and to ensure that all stakeholders were on the same page.¹²¹³ The amendment was adopted with nine votes in favour and six abstentions, in which the Council determined that operations authorized by the Council would have access to funding from the United Nations assessed contributions not exceeding 75 percent of their annual budgets, with the remaining amount to be jointly mobilized from the international community as extra-budgetary resources.¹²¹⁴

During the discussion, Council members welcomed the adoption of the resolution, offering innovative approaches to peacekeeping by providing predictable and sustainable funding, and expressed support for a greater ownership of the African Union in sustaining peace and security on the continent.¹²¹⁵ However, several Council members believed that the resolution was not sufficiently precise about the share of funding that would not be covered by United Nations assessed contributions, but expressed willingness to discuss the various levels of financial burden in that regard.¹²¹⁶ The representative of China, noting that the protection of human rights was part of peacekeeping operations' mandates, expressed the view that the Council's future deliberations on financing African Union-led peace support operations should not be linked to human rights issues. Finally, the representative of the Russian Federation reiterated the importance of African countries retaining the freedom to make their own decisions with regard to the modalities for countering threats, regardless of any form of external financial assistance.

Meetings: Cooperation between the United Nations and regional and subregional organizations, 2023

<i>Meeting and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decisions and vote (for-against-abstaining)</i>
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¹²¹³ See [S/PV.9518](#).

¹²¹⁴ See resolution [2719 \(2023\)](#), para. 6.

¹²¹⁵ See [S/PV.9518](#).

¹²¹⁶ United States, France, United Kingdom, Malta, Albania, and Japan.

S/PV.9268 23 February	European Union		High Representative of the European Union for Foreign Affairs and Security Policy	All Council members ^a , all invitees
S/PV.9343 8 June	League of Arab States	Egypt	Under-Secretary-General for Political Affairs, Secretary-General of the League of Arab States, Youth Envoy for the President of the twenty-seventh Conference of the Parties to the United Nations Framework Convention on Climate Change	All Council members ^b , all invitees ^c
S/PV.9435 12 October	African Union		Report of the Secretary-General on strengthening the partnership between the United Nations and the African Union on issues of peace and security in Africa, including the work of the United Nations Office to the African Union (S/2023/407)	Special Representative of the Secretary-General and Head of the United Nations Office to the African Union, Permanent Observer of the African Union to the United Nations, Managing Director of Amani Africa
S/PV.9518 21 December		Draft resolution 63 Member States ^f submitted by Gabon, Ghana and Mozambique (S/2023/999) Draft amendment submitted by the United States (S/2023/1023)		All Council members ^g Amendment (S/2023/1023) 9-0-6 ^h Resolution 2719 (2023) 15-0-0

^a Malta was represented by its Minister for Foreign and European Affairs and Trade. Albania was represented by its Minister for Europe and Foreign Affairs. Ghana was represented by its Deputy Minister for Foreign Affairs and Regional Integration.

^b The United Arab Emirates was represented by its Minister of State.

^c The Youth Envoy for the President of the twenty-seventh Conference of the Parties to the United Nations Framework Convention on Climate Change participated in the meeting by videoconference.

^d The representative of Mozambique also spoke on behalf of Gabon and Ghana.

^e The Special Representative of the Secretary-General, the Permanent Observer of the African Union to the United Nations and the Managing Director of Amani Africa participated in the meeting by videoconference.

^f Austria, Belgium, Bosnia and Herzegovina, Botswana, Bulgaria, Burkina Faso, Canada, Cabo Verde, Central African Republic, Chad, Congo, Côte d'Ivoire, Croatia, Cyprus, Czechia, Denmark, Djibouti, Egypt, Estonia, Ethiopia, Fiji, Finland, Georgia, Germany, Greece, Guinea-Bissau, Guyana, Hungary, Iceland, Ireland, Italy, Kenya, Latvia, Liberia, Lithuania, Luxembourg, Mauritania, Mauritius, Montenegro, Morocco, Namibia, Netherlands (Kingdom of the), Nigeria, North Macedonia, Norway, Poland, Portugal, Romania, Rwanda, Saint Vincent and the Grenadines, Senegal, Serbia, Seychelles, Sierra Leone, Slovakia, Slovenia, Spain, Sweden, Tunisia, Uganda, Ukraine, Zambia and Zimbabwe.

^g The representative of Ghana spoke twice, once also on behalf of Gabon and Mozambique, and once on behalf of his own delegation.

^h *For*: Albania, Brazil, Ecuador, Japan, Malta, Switzerland, United Arab Emirates, United Kingdom, United States; *against*: none; *abstaining*: China, France, Gabon, Ghana, Mozambique, Russian Federation.