



**Response to Invitation to the Secretary-General: UN Security Council  
Debate, "Enhancing UN-AU Strategic Relationship", 12 January 2012**

**Rommel Maranan** to: solwandlen, pmun.newyork

03/01/2012 10:37 AM

Cc: Alexandra Barahona Posada

Dear Ms. Solwandle,

Please convey the attached scan of formal communication from the Executive Office of the Secretary-General to H.E. Mr. Baso Sangqu, in regard to the above-mentioned subject.

The original has been sent via special mail.

Thank you.

Kind regards,  
Rommel

**Rommel Christopher Maranan**

Scheduling Office of the Secretary-General  
Executive Office of the Secretary-General  
United Nations  
Room NL-3015AB  
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Response to Invitation\_UN Security Council Debate\_Enhancing UN-AU Strategic Relationship.pdf



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EXECUTIVE OFFICE OF THE SECRETARY-GENERAL  
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REFERENCE:

The Executive Office of the Secretary-General presents its compliments to the Permanent Mission of the Republic of South Africa to the United Nations and has the honour to acknowledge its Note Verbale of 22 December 2011, informing the Secretary-General that South Africa, in the context of its assumption of the rotating Presidency of the Security Council for the Month of January 2012, will convene a United Nations Security Council Debate at the Summit level on the theme, "Enhancing UN-AU Strategic Relationship", to be held at the United Nations Headquarters on 12 January 2012.

The Executive Office of the Secretary-General is pleased to inform the Permanent Mission of the Republic of South Africa to the United Nations that the Secretary-General has agreed to attend the Debate. Closer to the date of the event, The Scheduling Office of the Secretary-General will be in touch with the Permanent Mission of the Republic of South Africa to the United Nations to discuss the relevant arrangements for the participation of the Secretary-General in this event.

The Executive Office of the Secretary-General avails itself of this opportunity to renew to the Permanent Mission of the Republic of South Africa to the United Nations the assurances of its highest consideration.



11-12239 , POL/03/008 , Sctt/08/002

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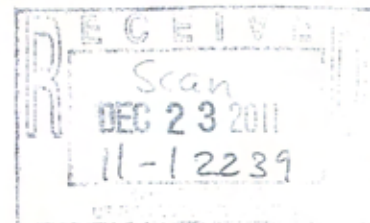
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Note No: 1203/2011

The Permanent Mission of the Republic of South Africa to the United Nations presents its compliments to the Executive Office of the Secretary-General of the United Nations and has the honour to inform that South Africa, in the context of its assumption of the rotating Presidency of the Security Council for the month of January 2012, will convene a United Nations Security Council Debate on "Enhancing UN-AU Strategic Relationship" on **January 2012.**

South Africa believes that in line with Chapter VIII of the United Nations Charter, progress has been achieved in the last few years in building cooperation between the UN and the AU. However challenges still persist. It is important that greater strategic political coherence between the UN and the AU is achieved to anchor and further strengthen this relationship. There is need to develop and promote greater shared vision, objectives, strategies and common orientation which can assist in addressing the current challenges in the prevention, management and resolution of conflicts in Africa.

The Permanent Mission of South Africa has the further honour to inform that a letter of invitation from H.E. Mr. Jacob Zuma, President of the Republic of South Africa, addressed to H.E. Mr. Ban Ki-moon to participate in the UN Security Council Summit will be transmitted through diplomatic channels.

The Permanent Mission of the Republic of South Africa to the United Nations avails itself of this opportunity to renew to the Executive Office of the Secretary-General of the United Nations the assurances of its highest consideration.

New York  
22 December 2011

Executive Office of the Secretary-General  
of the United Nations

*Pol 1021005 - 2011/12/22*





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New York  
21 December 2012



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New York  
22 December 2011

**Executive Office of the Secretary-General  
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New York  
21 December 2012



# **CONCEPT NOTE ON STRENGTHENING THE RELATIONSHIP BETWEEN THE UNITED NATIONS AND REGIONAL ORGANIZATIONS, IN PARTICULAR THE AFRICAN UNION, IN THE MAINTENANCE OF INTERNATIONAL PEACE AND SECURITY**

## Introduction

South Africa will utilize its Presidency of the Security Council in January 2012 to continue exploring concrete measures for strengthening the relationship between the United Nations (UN) and regional organizations, in particular the African Union (AU), in the maintenance of international peace and security. In this regard, the South African delegation will convene a Ministerial thematic with the aim of adopting concrete measures to ensure greater coherence between the UN and the AU in the area of conflict prevention, management and resolution of conflicts on the African continent.

## Background

Chapter VIII of the UN Charter as well as the 2005 World Summit Outcome Document and Security Council resolution 1625 (2005) underscore the need to enhance partnership between the UN and regional organisations in the prevention and peaceful settlement of disputes. In pursuit of this goal, the AU has over the years undertaken in complex political environments peace support operations with the authorization of the UN Security Council in places such as Burundi, Somalia and Sudan. This has often occurred in cases where the AU has comparative advantage and where conditions are not conducive for a UN peacekeeping role or where the UNSC has been divided on the best course of action.

Experience has shown that in as much as the AU involvement in peace support operations goes a long way in enhancing stability, peace and security on the continent, it is however of a great concern that this is at times used in a manner to absolve the Security Council of its primary responsibility in accordance with the UN Charter for the maintenance of international peace and security.

As the AU is approaching its tenth anniversary in 2012, it has made commendable strides with regard to peace and security on the continent such as the launch of the African Peace and Security Architecture (APSA). The APSA provides the continent with noteworthy conflict prevention, resolution and management measures, as well as post conflict peacebuilding and reconstruction. The Peace and Security Council (AU PSC), the Continental Early Warning System, Panel of the Wise, African Stand-by Force, and the Post-Conflict Reconstruction and Development Framework are constitutive elements of APSA in dealing with threats to stability and conflicts in the continent.



In an effort to translate its political commitment to stability, peace and security in Africa and multilateral cooperation in this regard, South Africa utilized its first UNSC tenure in 2007/08 to launch a debate within the Security Council on its cooperation with the AU in the maintenance of international peace and security. This culminated with the adoption of a UNSC presidential statement on 28 March 2007 (S/PRST/2007/7), the unanimous passing of resolution 1809 (2008) and the establishment of a AU-UN High Level Panel chaired by Mr. Romano Prodi on how the UN and AU could explore the possibility of enhancing the predictability, sustainability and flexibility of financing of UN-mandated peace operations undertaken by the AU. The latter remains an issue of discussion in the broader UN setting.

Similarly, article 33 of the UN Charter makes provision for the pacific settlement of disputes, in particular through mediation efforts at the disposal of the UNSC. South Africa therefore believes that we should optimally utilize existing UN mechanisms for peaceful conflict resolution such as the Secretary-General's Good Offices, Special Envoys, the establishment of an early warning system, the deployment of special political missions and of the Mediation Support Unit, the deployment of country teams and regional offices, as well as other diplomatic initiatives aimed at preventing conflicts.

Given its limited resources to undertake peace support operations after disputes have escalated into deadly armed conflicts, the AU strongly relies on preventive diplomacy and mediation through for example the Panel of Wise, High Level Panels, as well as mediation efforts by sub-regional organizations (ECOWAS and SADC) in dealing with challenges to stability, peace and security on the Continent.

Needless to say, incipient and ensuing conflicts and challenges to peace and security in the world and in the African continent continue making it imperative to deal with them in a collaborative manner between the UNSC and regional organizations such as the AU PSC. The two Councils therefore need to work together in a mutually reinforcing manner in the realization of the primary responsibility of the UNSC to maintain international peace and security.

#### Underlying Motivation

More than 60% of Security Council deliberations are concerned with Africa and six of the UN's fourteen peacekeeping operations and nearly 80% of its peacekeepers are deployed in the African continent which is sometimes marginalized. In addition to this, the UNSC has from the beginning of 2011 adopted 51 resolutions and 20 presidential statements out of which a majority are on Africa. It is in light of this, among others that South Africa believes that more should be done and more can be done to enhance UNSC cooperation with regional organizations in the maintenance of peace and security. There has been some progress achieved in enhancing and strengthening the partnership between the AU and UN. In this context, the AU PSC and the UNSC hold annual meetings to deliberate on issues before their respective agenda. The AU and UN are also collaborating in key peacekeeping missions and conflict situation including

in the Sudan (UNAMID) and Somalia (AMISOM). Both the AU Commission and the UN Secretariat have made significant progress in terms of supporting operational deployments and long term capacity building as well as the desk-to-desk cooperation.

Nonetheless there is still significant room for improvement especially in the area of conflict prevention and mediation. Challenges still exist in achieving greater strategic political coherence between the UN and the AU in preventing and managing conflicts on the continent. We are experiencing an era in which the scale and complexity of the challenges of conflicts on the African continent demand increased cooperation between all actors. Addressing that challenge calls for effective relationships, improved coordination and a clear understanding of each other's strengths and weaknesses.

Both the AU PSC and the UNSC need to invest energy, time and resources with greater focus on conflict prevention and mediation before disputes escalate into deadly armed conflicts that require costly peacekeeping operations. It is essential, that the efforts by both the AU and the numerous sub-regional organizations across the African continent working on preventive diplomacy be recognized, respected and supported by the UNSC. The disregard of regional peace support initiatives has the potential to undermine the confidence regional organizations have in the UNSC as an impartial and widely respected mediator in conflicts.

South Africa believes the UNSC should utilise the Ministerial debate on 12 January 2012 to take stock of AU-UN strategic partnership and more importantly, to adopt concrete measures to strengthen cooperation between the UN and the AU in preventive diplomacy and mediation in the African continent. Action in this direction would in actual fact be consistent with recommendations made in Security Council resolutions 1809 (2008) and previous Presidential statements, as well as the AU report on *UN-AU Partnership on Peace and Security: Towards Greater Strategic Political Coherence* (2011).

### The Open Debate

The open debate on **12 January 2012** will offer an opportunity to address, at the Ministerial level, ways in which greater strategic political coherence between the UN and the AU can be consolidated and enhanced in the area of conflict prevention, management and resolution of conflicts on the African continent. In particular, the meeting could address the following questions:

- How can the Security Council support AU political processes that seek to renew focus on preventative diplomacy and mediation efforts on the African continent?
- How can we improve coherence and harmonize decision making on issues on the agenda of both the AU PSC and the UNSC?



- How do we ensure complementarity in our efforts and avoid competition and/or duplication especially in cases where the two Councils undertake joint mediation and peacekeeping efforts?

- How do we improve greater coordination on the institutional level between the UN Security Council and the AU Peace and Security Council, in particular to ensure in-depth preparation and follow-up by two Councils on annual meetings? and

- How can we take advantage of the complimentary capacities and comparative advantages, of regional organizations in the prevention and resolution of conflicts?

We hope that the debate on 12 January 2012 will be forward-looking and focused with practical recommendations to be reflected in a Security Council Presidential statement that will be adopted after the thematic debate.





**Permanent Mission of the Republic of  
South Africa to the United Nations**



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**Summary Report of the Joint Workshop hosted by South Africa and Security Council  
Report on Strengthening the Relationship between the UN and AU in the Maintenance of  
International Peace and Security – New York, 12 December 2011**

**Background and Context**

In preparation for the High Level Security Council Debate on the Relationship between the Security Council and regional organisations in particular the African Union (AU), which will be held during South Africa's Presidency of the UNSC in January 2012, the South African Permanent Mission to the UN jointly with Security Council Report hosted a workshop on 12 December 2011. Invited to the workshop were members of the Security Council as well as New York based representatives of countries represented in the AU Peace and Security Council (AUPSC) and those currently chairing the five African Regional Economic Communities. The AU Commission was represented by its Permanent Observer to the UN, Ambassador Tete Antonio. The Under Secretaries-General for Political Affairs and Peacekeeping Operations, Messrs. Pascoe and Ladsous respectively were invited as participants.

The workshop was divided into two sessions with one focusing on the current state of the partnership and lessons learnt and the other on the way forward in exploring concrete ways to firmly establish the strategic relationship between the AU and the UN.

Hereunder is a brief summary of the themes and recommendations from the workshop:

**First session: the current state of the partnership and lessons learnt**

*Institutionally:* The primary responsibility of the United Nations Security Council in the maintenance of international peace and security was reaffirmed, while the important complimentary role played by regional organizations, in particular the African Union, in line with Chapter VIII of the UN Charter, was endorsed. In this context, the two Secretariats have deepened their relationship at the institutional level. The UN has recently upgraded its representative office in Addis Ababa. Additionally cooperation between the Special Envoy of the UN Secretary-General in Sudan and the African Union High-Level Panel (AUHIP) is an example of the growing relationship where the two organizations are working collectively on resolving the challenges in Sudan.

Despite these positive developments, challenges in this relationship, particularly at the legislative level (the UNSC and AUPSC), remain. Since 2007, the annual meetings between the UNSC and the AU PSC have become the central feature of this relationship. Other than the annual meeting, there is no active engagement between the UNSC and AUPSC. The annual meeting has the potential to move the relationship to a more strategic direction. The meeting in May 2011 was a welcome development as it did focus on substantive issues. Despite the



difficult nature of the 2011 meeting because of the divergent perspectives, there were positive engagements such as the discussions on Côte d'Ivoire, Libya, Somalia and Sudan. These discussions assisted in developing an appreciation for the varying perspectives of the two Councils who are often seized with the same issues on their respective agendas. It has illustrated that the UN and AU can get into substantive issues rather than procedural ones or general discussions on cooperation. The UNSC Ad-Hoc Working Group on Conflict Prevention and Resolution meeting ahead of the annual discussions in which the members of the AU PSC were invited to engage with Council members prior to the visit, was also a welcome innovation to prepare for the meeting between the two Councils.

*Operationally:* The end of the Cold War witnessed an increase in the level of intra-state conflicts, and regional organisations such as the AU has a distinct comparative advantage in addressing these challenges in complex environments. This necessitates stronger and strategic cooperation between the UN and regional bodies.

At the operational level, the UN Secretariat has been active in supporting the AU's Peace and Security Architecture through the implementation of the 10-year capacity building programme. Both Organisations also benefit from the deployment of Joint Technical Assessment Missions. A further example of this cooperation is the hybrid model in UNAMID and the cooperation on Somalia. The AU has often been the first responder as it is less restricted than the UN in terms of its deployment in hostile environments such as Somalia and Darfur. The challenge though is to ensure that predictable and sustainable funding as well as logistical support is secured for these peacekeeping operations. In this regard, the Prodi Report (A/63/666-S/2008/813) continues to provide invaluable and relevant insights in addressing these key challenges.

*Chapter VIII challenges:* Despite Chapter VIII, the UN Charter did not envisage the growth of regional organizations which play a strategic role due to their proximity to conflict situations. Managing the relationship between the UN and regional organisations is crucial in particular in areas where the UNSC has less comparative advantage, such as conflict prevention and mediation. The success achieved in Guinea demonstrates the advantage of such collaboration. In this regard the principle of complementarity could be exploited within the context of Chapter VIII of the Charter.

*No single model for cooperation:* Given the uniqueness of each conflict situation, experience has shown that no one size fits all solutions exists to conflict resolution.

*Policy coordination and coherence:* The UNSC and AUPSC collaborate very closely in areas where there is convergence in their political views. However, the two Councils have not always been successful in managing situations where divergent political perspectives exist and this has not been conducive for fostering a strategic partnership. In this regard, recent differences, particularly on Libya and Cote d'Ivoire were highlighted. The principle of subsidiarity, from subregional, to regional, to the UN was reaffirmed. Cherry picking and selectively engaging regional and sub-regional organisations when it is convenient and politically expedient for the UNSC does not serve the collective interest of lasting peace and security. The two Councils must find a way of managing their differences.

## **Second Session: The way forward on concretizing the relationship**

*Putting Chapter VIII into perspective:* There is a need to understand and reflect on the role of regional organisations in the post cold war era. Such a reflection would help in dealing with the



psychological barrier that exists in this relationship. There is a need to develop a comprehensive perspective and envision a common understanding on the interpretation of the implementation of Chapter VIII.

*The principle of comparative strength and advantage:* It is necessary that the views of regional organisations such as the AU are taken into account given their proximity to conflict situations.

*Strengthen the annual joint meeting:* In this context the relationship can be enhanced through ongoing/year round consultations in addition to the annual meetings. Regular interactions between the President of the UNSC and the Chair of the PSC could also be encouraged. There is also a need to have closer interaction between the UNSC and representatives of the AUPSC in New York. The UNSC Ad-Hoc Working Group on Conflict Prevention and Resolution should continue to be used as a platform to strengthen the relationship.

*African ownership and national sovereignty:* Integral to the sustainability of peace initiatives are the principles of national ownership and sovereignty of states that ought to be respected. The attempts by those directly affected by the conflicts, including the region, should be taken into consideration.

*Reporting lines:* These important parameters should be clearly defined especially when there is a joint mediator/representative.

*Principle of subsidiarity:* The role of regional and sub-regional organisations needs to be further reflected upon especially on their relationship with the UNSC. The differentiation between the AU and sub-regional organisations on the continent may sometimes complicate the manner in which the UNC conducts its relationship with Africa.

*Policy coordination and coherence:* the harmonisation of policies between the two organisations could go a long way towards strategically dealing with conflict situations and preventing conflict in Africa. This is vitally important given the scarcity of resources.

*Division of labour and productive burden sharing:* A clear division of labour should also be agreed to, based on corresponding responsibilities. In light of the different mandates of the two organisations, it is important to ensure that the burden of ensuring peace and security in Africa is shared proportionately.

*Financial support:* In light of the substantial peace and security challenges and the limited resources to address such challenges, the AU could benefit from flexible predictable, and sustainable financial support from the UN and other international institutions/stakeholders.

*Capacity building:* Capacity building of the AU should continue in the context of the ongoing UN/AU Ten Year Capacity Building Programme.

*No one size fits all:* Regional organizations can be much more flexible compared to universal bodies such as the UN. Collective approaches should be adapted to different situations depending on strategic and operational requirements. It has been clear, especially over the last few years that the two organizations will not always agree, but the two Councils, assisted by the two Secretariats, must work to minimize divisions in pursuit of similar goals on peace and security on the continent.