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The situation in Côte d'Ivoire

Overview

From 2010 to 2011, the Security Council held as many as 26 meetings, including four private meetings with the troop-contributing countries,¹ and adopted 14 resolutions under Chapter VII of the Charter in connection with the situation in Côte d'Ivoire. The Council focused on the post-electoral crisis, the imposition of targeted sanctions against individuals threatening the peace process, and the strengthening of the mandate of the United Nations Operation in Côte d'Ivoire (UNOCI).²

Taking into account the electoral process in Côte d'Ivoire, the Council extended six times the mandate of UNOCI and the French forces which supported it.³ The Council also extended the temporary redeployment from the United Nations Mission in Liberia (UNMIL) to UNOCI of additional military and police personnel⁴ including up to three infantry companies and an aviation unit comprised of two military utility helicopters.⁵ The Council twice renewed the sanctions regime and extended the mandate of the Group of Experts.⁶

21 January to 7 December 2010: briefings by the Special Representative of the Secretary-General on the electoral process

¹ See [S/PV.6258](#), [S/PV.6328](#), [S/PV.6436](#), [S/PV.6578](#).

² For more information on the mandate of UNOCI, see part X, sect. I, with regard to peacekeeping operations.

³ [Resolutions 1911\(2010\)](#), [1924 \(2010\)](#), [1933 \(2010\)](#), [1962 \(2010\)](#), [1981\(2011\)](#), and [2000 \(2011\)](#).

⁴ [Resolutions 1962 \(2010\)](#) and [1992 \(2011\)](#).

⁵ [Resolutions 1962 \(2010\)](#), [1967 \(2011\)](#), [1968 \(2011\)](#) and [1981 \(2011\)](#).

⁶ [Resolutions 1946 \(2010\)](#) and [1980 \(2011\)](#).

On 21 January 2010, the Security Council heard a briefing by the Special Representative of the Secretary-General in Côte d'Ivoire who introduced the report of the Secretary-General.⁷ He informed the Council that the electoral process had made remarkable progress in a peaceful environment, with the processing of data for the registration of around 6.3 million voters having been successfully completed in November 2009. Thus, this had resulted in the Independent Electoral Commission's publication of the provisional electoral list on 23 November 2009. However, an unexpected controversy had emerged in connection with the appeals process, with the President's supporters complaining about the establishment of a "semi-official second list" by the Independent Electoral Commission (IEC).⁸ The representative of Côte d'Ivoire expressed his concern about the electoral list that had been marked as a case of fraud by the President of the Independent Electoral Commission. Following consultations with all Ivorian political parties as well as the Facilitator, Prime Minister Guillaume Soro had established a monitoring committee responsible for strengthening the Commission's capacities and restoring confidence. In his view, the incident constituted a minor disruption of the electoral timetable.⁹

On 17 March 2010, the Special Representative stated that the political impasse that had started in the wake of the production of the second electoral list by the former Independent Electoral Commission Chairman had seriously weakened the electoral momentum. As a result of this, the elections were delayed. He noted that UNOCI would continue working with the Ouagadougou Political Agreement protagonists with a view to producing the definitive electoral list and developing a clearer picture of the unfolding election-reunification dynamics.¹⁰ The representative of Côte d'Ivoire explained that there was fraud on the electoral list in favour of the opposition and as a result of this, the Commission and the Government had been dissolved and later re-established. To that end, two actions had been taken to organize

⁷ [S/2010/15](#).

⁸ [S/PV.6263](#), pp. 2-3

⁹ *Ibid.*, p. 3.

¹⁰ [S/PV.6284](#), p. 2.

clean and favourable elections which included the removal of the fraudulent voters list and the audit of the provisional list.¹¹

On 3 June 2010 the Security Council heard a briefing by the Special Representative who introduced the twenty-fourth report of the Secretary-General on the latest situation in Côte d'Ivoire, including the impasse regarding the implementation of the peace process.¹² The Special Representative stated that UNOCI would have three priority objectives for the immediate future which included maintaining peace and stability, including the protection of civilians, safeguarding past achievements, in both the elections and reunification domains; and providing continued support towards implementation of those two crucial processes; and helping establish the definitive electoral list as expeditiously as possible.¹³

On 3 November 2010, the Council was briefed by the Special Representative, who introduced the progress report of the Secretary-General on UNOCI.¹⁴ He reported that the elections had been conducted in a peaceful environment and elaborated on the electoral process which he viewed as successful and commendable with a turnout of over 80% - one of the highest in the world.¹⁵

On 7 December 2010, the Security Council heard a briefing by the Special Representative who introduced the twenty-sixth progress report of the Secretary-General.¹⁶ As a certifier of the Ivorian elections, he had completed the analysis and evaluation of 20,000 tally sheets provided to him by the Ivorian authorities for the purposes of certification. He concluded that Mr. Alassane Ouattara was the winner of the presidential election by a clear margin, even when taking into account all complaints submitted to the Constitutional Council by the presidential camp.¹⁷

¹¹ Ibid., p. 3.

¹² [S/2010/245](#).

¹³ [S/PV.6329](#), pp. 2-3.

¹⁴ [S/2010/537](#).

¹⁵ [S/PV.6415](#), p. 2.

¹⁶ [S/2010/600](#).

¹⁷ [S/PV.6437](#), pp. 2-3.

30 June 2010 to 13 May 2011: decisions strengthening the mandate of UNOCI and redeployment of UNMIL troops

On 30 June 2010, the Security Council adopted [resolution 1933 \(2010\)](#) by which it provided a revised and updated mandate for UNOCI until 31 December 2010. In this regard, the Council decided that, in order to support the parties to implement the Ouagadougou Political Agreement more effectively, UNOCI shall inter alia, protect civilians, monitor the armed groups, assist in the field of human rights, and with the arms embargo, and contribute to the electoral process.

On 29 September 2010, the Council adopted [resolution 1942 \(2010\)](#) by which it decided to authorize as recommended by the Secretary-General in his letter dated 14 September 2010,¹⁸ a temporary increase of UNOCI's authorized military and police personnel from 8,650 to 9,150.

On 24 November 2010, the Council adopted [resolution 1951 \(2010\)](#) by which it authorized the Secretary-General to temporarily redeploy from UNMIL to UNOCI for a period of no more than four weeks a maximum of three infantry companies and an aviation unit comprised of two military utility helicopters.

On 19 January 2011, the Council adopted [resolution 1967 \(2011\)](#) by which it decided to deploy an additional 2,000 military personnel to UNOCI until 30 June 2011, authorize the transfer on a temporary basis of three armed helicopters with crews from UNMIL to UNOCI for a period of four weeks as recommended by the Secretary-General, and authorize the deployment of 60 formed police unit personnel to meet threats posed by unarmed crowds which would replace 60 United Nations police officers.

On 13 May 2011, prior to the Council's adoption of [resolution 1981 \(2011\)](#) extending the mandate of UNOCI and the temporary redeployment of equipment from UNMIL to UNOCI, the representative of the United States stressed that the aviation assets on loan to

¹⁸ [S/2010/485](#).

UNOCI must be returned to UNMIL no later than 30 June 2011 in order to avoid destabilizing Liberia. She stated that with Côte d'Ivoire emerging from crisis, the Council must not neglect Liberia or jeopardize its fragile peace. It must honour its commitment to ensure that UNMIL had the tools to do its job as Liberia entered its electoral season. Thus, her delegation would not approve another extension.¹⁹ The representative of France said that the situation in Côte d'Ivoire posed the main threat to subregional destabilization. While it was not the Council's role to interfere in the management of logistical peacekeeping assets by the Department of Peacekeeping Operations, it must ensure that UNMIL had the resources it needed to carry out the democratic transition that began four years ago.²⁰ While welcoming the adoption of the resolution, the representative of Côte d'Ivoire stressed that the security situation in his country remained volatile, particularly in the western part of the country where it needed to be strengthened and called on the Security Council to act pragmatically and flexibly in allocating resources, particularly military.²¹

20 December 2010 to 18 July 2011: consideration of the post-electoral crisis

On 20 December 2010, the Security Council adopted [resolution 1962 \(2010\)](#) by which it urged all the Ivorian parties and stakeholders to respect the will of the people and the outcome of the election in view of the recognition by ECOWAS and the African Union of Mr. Ouattara as President-elect of Côte d'Ivoire and representative of the freely expressed voice of the Ivorian people as proclaimed by the Independent Electoral Commission.

On 25 March 2011, the Assistant Secretary-General for Peacekeeping Operations stated that the security situation had further deteriorated with security forces loyal to Mr. Gbagbo using heavy weapons against civilians in Abidjan. He noted that fighting between elements of the defence and security forces loyal to Mr. Gbagbo and the Forces nouvelles, were in violation of the comprehensive Ceasefire Agreement, signed on 3 May 2001. He further noted

¹⁹ [S/PV.6535](#), p. 2.

²⁰ *Ibid.*, p. 2.

²¹ *Ibid.*, p. 3.

that UNOCI had undertaken a number of other actions to protect civilians, including increasing the number of patrols to vulnerable communities under attack as well as investigating and documenting abuses and violations of human rights. In concluding, he said that leaders of the Economic Community of West African States (ECOWAS), meeting over the past two days in response to the situation, had passed a resolution stating that the time had come to ensure the transfer of power to Mr. Ouattara without any further delay. To that end, they had requested the Security Council to consider strengthening the mandate of UNOCI and to adopt more stringent international sanctions against Mr. Gbagbo and his associates.²² The representative of Côte d'Ivoire stressed that the obligation and responsibility of protecting civilian populations in imminent danger was at the heart of current international concerns. He underlined that Mr. Gbagbo's forces had committed massive human rights violations and massacred more than 500 civilians in just three months despite the presence of UNOCI. Thus, he called on the Security Council to adopt robust measures against former President Gbagbo and all those that supported him.²³

On 30 March 2011, the Security Council adopted [resolution 1975 \(2011\)](#) by which it urged all Ivorian parties and other stakeholders to respect the will of the people and the election of Mr. Ouattara as the President of Côte d'Ivoire. The Council also underlined its authorization to UNOCI to use all necessary means to protect civilians under imminent threat of physical violence, including to prevent the use of heavy weapons against the civilian population.

On 13 April 2011, the Security Council heard a briefing by the Special Representative who introduced the report of the Secretary-General on the progress on Côte d'Ivoire.²⁴ He acknowledged that former President Laurent Gbagbo had been taken into custody on 11 April by pro-Ouattara forces. On the challenges that lied ahead, he outlined the following which included: the restoration of peace and law and order; the prevention of human rights abuses

²² [S/PV.6506](#), pp. 2-4.

²³ *Ibid.*, pp. 4-6.

²⁴ [S/2011/211](#).

and violations, and the delivery of humanitarian assistance; national reconciliation; and national reconstruction. Among other concrete measures to be taken urgently, he referred to the following: the swearing in of President Ouattara and the organization of his Government; the implementation of the disarmament, demobilization and reintegration and the security sector reform programmes; the question of reunification; and the organization of legislative elections.²⁵ The Under-Secretary-General for Humanitarian Affairs expressed concern about the humanitarian situation which she described as deeply troubling. She said that the United Nations humanitarian response had so far been severely impeded by the security situation, which had prevented aid agencies from scaling up their operations and accessing those most in need.²⁶ The United Nations High Commissioner for Human Rights informed that her Office had conducted a mission mandated to assess the human rights situation, remind all parties of their obligations to respect international human rights and humanitarian law, and promote bringing perpetrators to justice. The mission found evidence of large-scale human rights violations, including extra-judicial killings, enforced disappearances, torture and sexual violence in Abidjan and the rest of the country in the course of the conflict. In response to the human rights crisis, the Human Rights Council had established an independent commission of inquiry mandated to investigate the facts and circumstances surrounding the allegations of serious abuses and violations of human rights committed in the aftermath of the elections.²⁷

On 18 July 2011, the Security Council heard a briefing by the Special Representative who introduced the report of the Secretary-General assessing the post-election crisis in Côte d'Ivoire.²⁸ He informed the Council that efforts were underway to address the following four major post-crisis tasks: the restoration of law and order in the South; national reconciliation; legislative elections; and economic recovery. He applauded the Government's initiatives in expediting the restoration of law and order and appointing a Chair of the Dialogue, Truth and Reconciliation Commission.²⁹ While stating that a new Government had been formed which

²⁵ [S/PV.6513](#), pp. 2-3.

²⁶ *Ibid.*, pp. 3-5.

²⁷ *Ibid.*, pp. 5-6.

²⁸ [S/2011/387](#).

²⁹ [S/PV.6584](#), pp. 2-3.

included all political entities with the exception of the party formerly in power, the representative of Côte d'Ivoire stressed that progress must be made on the following fronts: stabilizing the security situation; disarmament, demobilization and reintegration (DDR); security sector reform; national reconciliation; the humanitarian situation; the human rights situation; and organizing elections and economic recovery. Regarding the upcoming legislative elections, he requested that UNOCI's certification role be maintained and that the mission continued to support the Independent Electoral Commission.³⁰

October 2010 to April 2011: consideration of sanction measures

On 15 October 2010, the Security Council adopted [resolution 1946 \(2010\)](#), by which it underlined its readiness to impose targeted measures against persons determined to be a threat to the national reconciliation process in Côte d'Ivoire, and those who attacked or obstructed UNOCI and its partners, as well as those responsible for serious violations of human rights and international humanitarian law.

On 30 March 2011, the Security Council adopted [resolution 1975 \(2011\)](#) by which it decided to adopt targeted sanctions against those individuals who had met the criteria set out in [resolution 1572 \(2004\)](#) and subsequent resolutions, including those individuals who obstructed peace and reconciliation in Côte d'Ivoire, obstructed the work of UNOCI and other international actors in Côte d'Ivoire and committed serious violations of human rights and international humanitarian law.

Following the adoption of the resolution, most speakers stated that the text sent a strong message to those parties perpetrating the attacks against civilians and resisting the will of the Ivorian people. They also called for restraint by all parties, expressed grave concern over the humanitarian situation and supported the efforts of ECOWAS and the African Union to help bring about political reconciliation.³¹

³⁰ Ibid., pp. 3-6.

³¹ [S/PV.6508](#), pp. 2-8.

On 28 April 2011, the Security Council adopted [resolution 1980 \(2011\)](#) by which it decided, inter alia, to renew the sanctions regime and extend the mandate of the Group of Experts until 30 April 2012. Following the adoption of the resolution, the representative of Côte d'Ivoire, welcoming the extension of the sanctions regime until 2012, stated that it was necessary to consolidate the end of the state of belligerence his people had suffered over the past four months. Indeed, Ivorians wished to strive for socio-economic development in a climate of peace and security and did not want those efforts to be undermined by an environment of large illicit arms flows. He stressed that the most significant challenge was that of national reconciliation which had been addressed by the establishment of a truth and reconciliation commission modelled on that created by President Mandela in South Africa following the fall of apartheid.³²

³² [S/PV.6525](#), pp. 2-3.

Meetings: the situation in Côte d'Ivoire

<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>Decision and vote (for-against-abstaining)</i>
6263 21 January 2010	Twenty-third progress report of the Secretary-General on the United Nations Operation in Côte d'Ivoire (UNOCI) (S/2010/15)		Côte d'Ivoire	Special Representative of the Secretary-General and Head of UNOCI	All invitees	
6267 28 January 2010	Twenty-third progress report of the Secretary-General on UNOCI (S/2010/15)	Draft resolution submitted by France (S/2010/41) Letter dated 15 January 2010 from the Secretary-General concerning the reinforcement of security arrangements in the context of the presidential election (S/2010/42)	Côte d'Ivoire			Resolution 1911 (2010) 15-0-0
6284 17 March 2010			Côte d'Ivoire	Special Representative of the Secretary-General	All invitees	
6323 27 May 2010	Twenty-fourth report of the Secretary-General on UNOCI (S/2010/245)	Letter dated 26 April 2010 from the Secretary-General concerning a 1-month technical roll-over of the mandate of UNOCI (S/2010/220) Draft resolution submitted by France (S/2010/253)	Côte d'Ivoire			Resolution 1924 (2010) 15-0-0
6329 3 June 2010	Twenty-fourth report of the Secretary-General on UNOCI (S/2010/245)		Côte d'Ivoire	Special Representative of the Secretary-General	Special Representative of the Secretary-General	
	Twenty-fourth report of the Secretary-	Draft resolution submitted	Côte d'Ivoire			Resolution 1933

<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>Decision and vote (for-against-abstaining)</i>
6350 30 June 2010	General on UNOCI (S/2010/245)	by France (S/2010/338)				(2010) 15-0-0
6393 29 September 2010	Letter dated 14 September 2010 from the Secretary-General addressed to the President of the Security Council (S/2010/485)	Draft resolution submitted by France (S/2010/499)	Côte d'Ivoire			Resolution 1942 (2010) 15-0-0
	Letter dated 17 September 2010 from the President of the Security Council addressed to the Secretary-General (S/2010/486)					
	Letter dated 23 September 2010 from the Secretary-General addressed to the President of the Security Council (S/2010/493)					
6402 15 October 2010		Draft resolution submitted by France (S/2010/525)	Côte d'Ivoire			Resolution 1946 (2010) 15-0-0
6415 3 November 2010	Progress report of the Secretary-General on UNOCI (S/2010/537)		Côte d'Ivoire	Special Representative of the Secretary-General	Special Representative of the Secretary-General	
6431 24 November 2010	Letter dated 22 November 2010 from the Secretary-General addressed to the President of the Security Council (S/2010/601)	Draft resolution submitted by France and United States (S/2010/602)	Côte d'Ivoire			Resolution 1951 (2010) 15-0-0
6437 7 December 2010	Twenty-sixth progress report of the Secretary-General on UNOCI (S/2010/600)		Côte d'Ivoire	Special Representative of the Secretary-General	Special Representative of the Secretary-General	
6458 20 December 2010	Twenty-sixth progress report of the Secretary-General on UNOCI (S/2010/600)	Draft resolution submitted by Austria, Bosnia and Herzegovina, France, Gabon, Germany, Nigeria,	Germany			Resolution 1962 (2010) 15-0-0

<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>Decision and vote (for-against-abstaining)</i>
6469 19 January 2011	Letter dated 7 January 2011 from the Secretary-General addressed to the President of the Security Council (S/2011/5)	Turkey, Uganda, United Kingdom, United States (S/2010/644) Draft resolution submitted by Bosnia and Herzegovina, France, Gabon, Germany, Lebanon, Nigeria, South Africa, United Kingdom, United States (S/2011/15)	Côte d'Ivoire			Resolution 1967 (2011) 15-0-0
6482 16 February 2011		Draft resolution submitted by France (S/2011/75)	Côte d'Ivoire			Resolution 1968 (2011) 15-0-0
6506 25 March 2011			Côte d'Ivoire	Assistant Secretary-General for Peacekeeping Operations	All invitees	
6508 30 March 2011		Draft resolution submitted by France and Nigeria (S/2011/202)	Côte d'Ivoire		9 Council members ^a and Côte d'Ivoire	Resolution 1975 (2011) 15-0-0
6513 13 April 2011	Twenty-seventh progress report of the Secretary-General on UNOCI (S/2011/211)		Côte d'Ivoire	Special Representative of the Secretary-General, Under-Secretary-General for Humanitarian Affairs, United Nations High Commissioner for Human Rights	All invitees	
6525 28 April 2011	Letter dated 20 April 2011 from the Chair of the Security Council Committee established pursuant to resolution 1572 (2004) concerning Côte d'Ivoire	Draft resolution submitted by France (S/2011/273)	Côte d'Ivoire		Côte d'Ivoire	Resolution 1980 (2011) 15-0-0

<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>Decision and vote (for-against-abstaining)</i>
	addressed to the President of the Security Council (S/2011/271)					
	Letter dated 20 April 2011 from the Chair of the Security Council Committee established pursuant to resolution 1572 (2004) concerning Côte d'Ivoire addressed to the President of the Security Council (S/2011/272)					
6535 13 May 2011	Letter dated 11 May 2011 from the Secretary-General addressed to the President of the Security Council (S/2011/297)	Draft resolution submitted by France and Lebanon (S/2011/299)	Côte d'Ivoire		United States and Côte d'Ivoire	Resolution 1981 (2011) 15-0-0
		Letter dated 9 May 2011 from the Secretary-General addressed to the President of the Security Council (S/2011/295)				
6570 29 June 2011	Letter dated 10 June 2011 from the Secretary-General addressed to the President of the Security Council (S/2011/351)	Draft resolution submitted by France (S/2011/394)	Côte d'Ivoire			Resolution 1992 (2011) 15-0-0
6584 18 July 2011	Twenty-eighth report of the Secretary-General on UNOCI (S/2011/387)		Côte d'Ivoire	Special Representative of the Secretary-General	All invitees	
6591 27 July 2011	Twenty-eighth report of the Secretary-General on UNOCI (S/2011/387)	Draft resolution submitted by France and United States (S/2011/458)	Côte d'Ivoire		Côte d'Ivoire	Resolution 2000 (2011) 15-0-0

^a Brazil, Colombia, Gabon, Germany, India, Nigeria, South Africa, United Kingdom and United States.