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**New Partnership for Africa's Development:  
progress in implementation and international support**

**Security Council  
Sixty-eighth year**

## **Causes of conflict and the promotion of durable peace and sustainable development in Africa**

### **Report of the Secretary-General**

#### *Summary*

The present report is submitted in compliance with General Assembly resolution [65/278](#), adopted following the Assembly's consideration at its sixty-fifth session of the report of the Secretary-General ([A/65/152-S/2010/526](#)) reviewing the implementation of the recommendations contained in his 1998 report on the causes of conflict and the promotion of durable peace and sustainable development in Africa ([A/52/871-S/1998/318](#)).

The report provides an assessment of major developments with regard to peace, security and development in Africa in the period from July 2012 to July 2013. It also examines the implementation by the United Nations system of key priority areas identified in the review report, namely, increasing institutional cooperation with Africa, conflict prevention, peacekeeping and conflict management, post-conflict peacebuilding and recovery, sustainable economic growth and development, human rights, rule of law and the administration of justice, and support for security sector reform, disarmament, demobilization and reintegration. Furthermore, in keeping with the mandate of General Assembly resolution [65/278](#) to develop policy proposals on emerging challenges, the report addresses how good governance and the rule of law can be instrumental in ensuring better outcomes for electoral processes in Africa, so that democratic processes such as elections



## I. Introduction

1. In 1998, in response to a request by the Security Council, the Secretary-General undertook a comprehensive analysis of the causes of conflict and the promotion of durable peace and sustainable development in Africa and issued a report in which he proposed specific measures aimed at reducing conflict, building durable peace and promoting sustainable development in Africa ([A/52/871-S/1998/318](#)).

2. As a follow-up to that report, in 2009, in its resolution [63/304](#), the General Assembly requested a report reviewing the status of the implementation of the recommendations contained in the 1998 report, focusing on new and emerging

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West African States (ECOWAS), the Security Council adopted resolution [2100 \(2013\)](#), by which it established, on 1 July 2013, the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA). The United Nations, through MINUSMA, will support the Malian authorities and the northern armed groups in the implementation of the transitional road map, which includes the holding of elections, the return of State authority to the north of the country and the facilitation of national dialogue and reconciliation at the national and local levels.

9. In April 2012, the Democratic Republic of the Congo saw a deterioration of the situation in the eastern part of the country following a mutiny and subsequent conflict between the Mouvement du 23 mars (M23) and Government forces. The conflict also triggered increased activities by other Congolese and foreign armed groups in North and South Kivu. The recurring cycles of violence, which have plagued the Kivus for many years, prompted the development of a new comprehensive approach that would not only deal with the current violence, but also address its root causes through a set of commitments made at the national, regional and international levels.

10. Following in-depth consultations among countries of the region, the International Conference on the Great Lakes Region, the Southern African Development Community (SADC), the African Union and the United Nations, an agreement was reached on a comprehensive approach — the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the region — to address the instability in the eastern part of the country. Endorsing this approach, the Security Council, in resolution [2098 \(2013\)](#), authorized the strengthening of the political and military role of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and the deployment of an intervention brigade within MONUSCO to address the threats posed by armed

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Federal Government needs time to build capacity, collect and manage revenue and expand its authority. I call on the international community to continue to support Somalia at this critical time.

14. In April 2012, a coup d'état in Guinea-Bissau was staged by elements of the armed forces two weeks before the second round of presidential elections. The coup exacerbated the continuing unrest in the country since 2010. The United Nations will continue to work to support the country in its transition to stability, together

moderately, to \$47.3 billion in 2012 from \$51.7 billion in 2011. The decline in aid may be attributable in part to fiscal tightening in many donor countries, especially in Europe, because of the lingering effects of the global financial crisis and the turmoil in the euro zone economies.<sup>3</sup>

20. Going forward, it is crucial that the African private sector be strengthened with the necessary skills, capacities and financial support to meet market requirements and product standards, while developing viable businesses. This will allow the private sector to add value through labour-intensive industrialization, beneficiation and diversification, thereby contributing to poverty reduction through job creation. Other areas requiring support include the empowerment of women and young people, the development of infrastructure, environmental sustainability and the development of sustainable projects and effective public-private partnerships to address the challenge of youth unemployment.

### **III. Enhanced focus on the intertwined linkages between peace and development**

21. In resolution [66/287](#), the General Assembly reques

by those organizations to advancing peace, security and economic development on the continent.<sup>4</sup>

24. In line with the priorities of the African Union's strategic plans, the Department of Peacekeeping Operations, under the framework of the Peace and

30. The border between Liberia and Côte d'Ivoire remains an area of concern, in particular given the presence in Liberia of some 60,000 Ivorian refugees, as well as an uncertain number of Ivorian fighters and Liberian mercenaries who participated in the Ivorian conflict. The United Nations is helping both Governments to strengthen their cooperation and joint activities aimed at addressing those border challenges.

31. In Guinea-Bissau, the key drivers of instability continue to be the absence of civilian control and oversight over the military, organized crime and drug trafficking, as well as deep-seated impunity. The United Nations Integrated Peace building Office in Guinea-Bissau has initiated a five-year United Nations strategy to help the national authorities strengthen state capacity to combat drug trafficking and organized crime.

32. In Libya, the post-conflict democratic transition continues to be affected by various challenges, including regional tensions, and the marginalization of certain groups, especially civil society. In addition, limited economic opportunities and an inefficient public sector continue to hinder efforts to absorb and integrate revolutionaries into the army and progress towards reforming and rebuilding the security sector.

33. The United Nations Support Mission in Libya (UNSMIL) is supporting the country in its political transition, in particular the ongoing constitution-making process, and is providing technical support and assistance to the General National Congress on procedural and capacity-related issues, including support for initiatives aimed at allowing for a participatory and effective consultation mechanism. UNSMIL has also led efforts to support women members of Congress and raise awareness of women's political rights.

### **C. Post-conflict peacebuilding and recovery**

34. A fundamental challenge of post-conflict recovery is the creation of sustainable employment and other programmes for the reintegration of such vulnerable groups as ex-combatants, women and young people. In order to achieve this, the restoration of markets and economic infrastructure is critical, as is private sector development. Vocational education and training provide the necessary skills for the economic reintegration of those groups. Also important is the provision of decent work in both rural and urban communities.

35. In Côte d'Ivoire, a project on youth training for post-conflict recovery and peacebuilding and entrepreneurship development, implemented by the United Nations Industrial Development Organization (UNIDO), has helped improve the livelihoods of young people, including demobilized combatants, by renovating vocational training centres located in former conflict zones. In the Democratic Republic of the Congo, UNIDO is implementing a project entitled "Developing the agroprocessing sector for livelihood recovery, job diversification and peacebuilding", focusing on women and young people, internally displaced persons, refugees and returnees, former combatants and poor farmers.

36. In Guinea-Bissau, the Peacebuilding Fund, together with the United Nations Children's Fund and UNIDO, implemented a project that reintegrates former youth militia and potential recruits living in the country's poor cities. The project takes a preventive approach by targeting the young and unemployed and engaging them in











## **V. Persistent and emerging challenges facing Africa: election-triggered conflict**

61. In its resolution [65/278](#), the General Assembly requested the Secretary-General to develop policy proposals on persistent and emerging challenges facing the continent. One of those persistent challenges is ensuring that democratic processes such as elections prove to be a source of stability. The present section addresses how good governance and the rule of law can ensure better outcomes for electoral processes in Africa. In particular, the section explores how democratic elections can be a source of durable peace and stability and create an environment conducive to development activities rather than serving as a trigger for conflict on the continent.

### **A. Gains in democratization, good governance and the emergence of elected Governments in Africa**

#### **1. Overview**

62. Since the 1990s, multiparty democracy in Africa has become institutionalized. Today, nearly all countries in Africa view elections as the most appropriate way to choose their leaders and decision makers at the local, regional and national levels. Elections have also become tools for transition from conflict, often marking the point at which a country starts out on its path to stability.

63. Elections provide a legitimate way for individuals in a country to compete for leadership and political power. Where elections are based on the democratic principles of universal suffrage and political equality and their management is professional, impartial and transparent, citizens not only elect their leaders but also enforce accountability in political leadership through their “power of the vote”.

64. While not synonymous with democracy, elections are an indispensable tool of democracy, and the regularity and frequency of elections in Africa speaks of a generally positive trend towards democratic consolidation on the continent. This trend has fostered greater stability in recent decades. Elections have served as a powerful catalyst for better governance, security, peace and the consolidation of democracy in such countries as Angola, Burundi, Liberia, Mozambique, Sierra Leone, Somalia and South Sudan.

65. Conversely, elections have also acted as catalysts for or triggers of conflict. Contested elections led to social strife, discord and even outright violence in Kenya in 2007, Zimbabwe in 2008 and Côte d’Ivoire in 2010. In Guinea-Bissau and Mali, where planned elections were disrupted by military coups d’états, there have been serious democratic reversals. Failed electoral processes result in Governments that lack legitimacy, officials and institutions that are unaccountable to citizens and weakened public confidence. The exclusion from decision-making of disenfranchised

element of the democratization process and an essential ingredient for good governance, the rule of law and the maintenance and promotion of peace, security, stability and development.

67. The African Charter on Democracy, Elections and Governance, adopted in January 2007, called on African States to commit themselves to promoting best practices in the management of elections for the purposes of political stability and good governance and to a system of government that is representative. Article 8 of the

advocacy for good governance.<sup>6</sup> In some countries, its findings have warned of

77. Even more important, governance and rule-of-law institutions must be strong enough to respond quickly and effectively in instances when the electoral process has been fair but parties are seeking to block a legitimately elected Government from functioning. Increasingly, the African Union and subregional organizations, including ECOWAS and SADC, have refused to accept attempts to reject or overthrow legitimately elected Governments. This is an important step in the promotion of democracy and should be supported by the international community.

78. Addressing these multifaceted issues requires decision makers to work with legislatures, those responsible for law enforcement, political parties and civil society on legal frameworks that respond to the needs of each society in ways that help mitigate the potential for conflict. This includes adopting an electoral system and laws that foster inclusive outcomes, are simple enough to work in a society without high literacy rates and address the question of the inclusion of marginalized groups, including young people, women and the disabled.

**2. Fostering citizen participation, inclusivity, transparency and fundamental freedoms**

innovative software has helped to map and monitor political violence in elections. In Ghana, a movement monitoring the country's elections by means of social media called "@GhanaDecides" was credited with fostering a better informed electorate during the lead-up to the 2012 general election. It advocated free, fair and safe elections, ran online election-related campaigns and provided offline social media training for youth groups, civil society organizations and public institutions.

84. The relationship between technology and the level of confidence in an electoral process is a complex one, however. More is not necessarily better, and outcomes depend on what the technology is used for. Easy access to information and the ability of many people to participate at the same time is both a positive development and a challenge. It means that it is harder to hide flawed processes and disenfranchise people, and much easier for communities to organize around issues. This can be a gain and help to consolidate democracy. However, it can trigger violence if discontent spreads quickly, accentuating divisions within society.

**C. United Nations support for electoral processes with the goal of consolidating peace and stability**





