



Security Council

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Letter dated 30 December 2024 from the Chair of the Working Group on Peacekeeping Operations addressed to the President of the Security Council

I have the honour to transmit herewith the report of the Working Group on Peacekeeping Operations for the period from 1 January to 31 December 2024, as endorsed by the members of the Working Group.

I should be grateful if the present letter and the report could be circulated as a document of the Security Council.

(Signed) Joonkook **Hwang**

Chair

Working Group on Peacekeeping Operations



Report on the activities of the Working Group on Peacekeeping Operations for the period from 1 January to 31 December 2024

I. Introduction

1. The present report is submitted to inform the Security Council of the activities of the Working Group on Peacekeeping Operations in 2024.

II. Organizational matters

2. The Working Group on Peacekeeping Operations was established pursuant to the statement by the President of the Security Council adopted on 31 January 2001 ([S/PRST/2001/3](#)).

3. The Permanent Representative of the Republic of Korea to the United Nations, Joonkook Hwang, was elected Chair of the Working Group for the period from 1 January to 31 December 2024.

III. Summary of the activities of the Working Group in 2024

4. The present report contains summaries of statements or interventions made by the briefers and representatives of Member States during the meetings of the Working Group on Peacekeeping Operations. Its content is not intended to reflect the consensus position of the Security Council on peacekeeping issues.

A. Security of peacekeepers

5. On 10 May, the Working Group held a meeting to discuss the security of peacekeepers. The meeting was aimed at promoting triangular cooperation between the Security Council, troop- and police-contributing countries and the Secretariat, with a view to improving coordination between peacekeeping partners.

6. The Director of the Office of Coordination and Shared Services of the Department of Political and Peacebuilding Affairs and the Department of Peace Operations, Fatemeh Ziai, gave a briefing to the Working Group on the efforts of the Secretariat to improve the security of peacekeepers in four main areas, namely: accountability for crimes against peacekeepers; countering the threats posed by improvised explosive devices; the integrated defence of peacekeeping bases; and the use of technology. She urged the Working Group to support the Secretariat's continuous efforts to enhance the security of peacekeepers, including through political support, advocacy and technical and material assistance.

7. In subsequent interventions, Working Group members stressed the importance of holding perpetrators accountable for crimes against peacekeepers. In that regard, a delegation noted the need for missions to improve information-sharing and cooperation, and for the Secretariat to support the efforts of host countries and update the Security Council in a regular and timely manner. Another delegation suggested that the Group of Friends to Promote Accountability for Crimes against Peacekeepers could contribute to deepening understanding and furthering engagement on that issue through broader outreach efforts. The delegation also stressed that the question of ensuring accountability after mission transitions deserved critical attention. Some delegations welcomed the progress made since the adoption of Security Council

resolution [2589 \(2021\)](#) and the positive developments in the Central African Republic, the Democratic Republic of the Congo, Lebanon and Mali, where several alleged perpetrators had been detained.

8. The members recognized the importance of countering threats posed by improvised explosive devices and encouraged continued cooperation and further improvements to contingent-owned equipment. They noted the Security Council's critical role in ensuring the safety and security of peacekeepers. The need for mandatory funding for initiatives to support the safety and security of peacekeepers was also highlighted. Furthermore, they emphasized the importance of maintaining the infrastructure budget to provide secure accommodation in the missions, noting that some peacekeepers had been residing in temporary operating bases for lengthy periods.

9. Some members acknowledged the rise of disinformation and misinformation in mission settings and encouraged peacekeeping operations to cooperate more closely with host Governments to address that issue. A delegation suggested that proactive strategic communications could be an effective tool to pre-emptively counter threats to peacekeepers, host States and local communities.

10. Some delegations commended the efforts of the Secretariat to introduce new technologies to missions and welcomed the introduction of Unite Aware, while one stressed that the specificities of mission contexts should be taken into account when implementing new technologies. A delegation highlighted the need for new technologies to be secure and reliable and for missions to ensure data security and respect State sovereignty. Some participants underscored the importance of predeployment training and encouraged Member States, including Security Council members, to consider providing training support through the Secretariat or bilaterally to troop- and police-contributing countries. One delegation said that it had integrated explosive hazards awareness training into its training programmes on the triangular partnership programme for troop- and police-contributing countries. The delegation expressed support for the development of integrated bases and the roll-out of smart camps in all missions. Another delegation emphasized the importance of the issue of peacekeeper safety in a context marked by the malicious use of new technologies.

11. Responding to comments and questions, Ms. Ziai explained, with regard to the human resources capacities of missions for digital transformation, that in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) and the United Nations Peacekeeping Force in Cyprus most of the specialized personnel had been provided through extrabudgetary funding, but that funding was temporary and resources were limited.

12. On the implementation of Unite Aware in MINUSCA, Ms. Ziai said that United Nations Headquarters was providing data expertise on leveraging Unite Aware for the needs of the Mission, such as patrol planning, situational awareness, and data management and information-sharing across the Mission.

13. On the support required to ensure accountability for crimes against peacekeepers in contexts where missions had been closed, a Senior Policy Officer for Rule of Law in the Justice and Corrections Service of the Office of Rule of Law and Security Institutions of the Department of Peace Operations, Charles Briefel, said that in Mali, for instance, 10 investigations had remained open after the closure of the United Nations Multidimensional Integrated Stabilization Mission in Mali. In the Democratic Republic of the Congo, given that the forensic capacity needed to support the host Government's investigations would cease to exist after the closure of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), there was a need to examine other ways of continuing to provide such expertise. Ensuring accountability in such contexts also required the

progress made on cases to be tracked through the database on accountability for crimes against peacekeepers. The Group of Friends to Promote Accountability for Crimes against Peacekeepers, which was composed of 40 Member States, would be a suitable platform for ensuring continued support.

14. The Secretariat provided written responses on the update regarding the investigation into the downing of a MONUSCO helicopter in eastern Democratic Republic of the Congo, an incident that had resulted in the deaths of several peacekeepers. It reported that a judicial investigation had been opened by the Congolese military justice authorities and that MONUSCO had continued to follow up and had provided information if requested. On 22 October 2022, the prosecutor had requested technical, medical and other reports from MONUSCO. The Mission had shared with the prosecutor extracts of the board of inquiry report and the death certificates of all victims through notes verbales dated 4 May and 24 August 2023. The Mission had continued to liaise with the military prosecutor on the next steps.

15. On the timely delivery of contingent-owned equipment, particularly to Abyei, the Secretariat noted a series of overlapping challenges that had resulted in delays in the arrival of contingent-owned equipment since the reconfiguration of the United Nations Interim Security Force for Abyei (UNISFA) into a multinational force. The recent Sudanese conflict had rendered the northern route through the Sudan unviable, and all contingent-owned equipment in transit through the Sudan had had to be stopped and rerouted. The southern route through South Sudan had served as the only means for transporting contingent-owned equipment since April 2023. Convoys moving along that route had faced several challenges resulting in slower movement. Most recently, from 28 April the host government military forces had withheld 57 trucks of contingent-owned equipment from troop-contributing countries in Nesitu, just outside Juba, at significant and increasing cost to UNISFA. No valid reason had been provided for the detention of the equipment. During the first quarter of 2024, the movement of multiple convoys had been inhibited as they awaited security assurance from the host Government to travel through South Sudan to Abyei. That issue had been resolved by April 2024.

16. In addition, the introduction by the host Government on 1 March 2024 of a new electronic cargo tracking note and related charges, mandatory for all cargo entering the country, had resulted in increased wait times for such cargo.

17. To ensure the safety and security of personnel and equipment, it had been necessary to provide security escorts to convoys carrying contingent-owned equipment, particularly between Wau, South Sudan, and the Abyei box. That had required the United Nations Mission in South Sudan (UNMISS) and UNISFA to coordinate and UNMISS to hand over the provision of escorts to UNISFA. The sharing of information between UNMISS, UNISFA and the Government of South Sudan on arrangements for the convoy escorts had taken approximately two weeks to process, which had led to delays in the delivery of contingent-owned equipment from Wau to Abyei. In addition, the involvement of contractors in the advance planning of convoy escorts had been limited and occasionally presented challenges. However, those issues had been resolved.

18. From the end of 2023 to early 2024, a significant amount of contingent-owned equipment had been withheld in Mombasa by the Kenya Revenue Authority, accruing charges until a waiver could be obtained. That issue had been resolved when the necessary waiver had been obtained in March 2024. In addition, some United Nations freight-forwarding contractors had not performed according to United Nations standards, a situation that had, in some cases, further contributed to long delivery lead times. Poor road conditions during the rainy season from approximately June to December in South Sudan had not facilitated the movement of contingent-owned

equipment. All contingent-owned equipment typically must be moved in a limited three- to four-month period. Missing that window due to logistical and other challenges had resulted in significant and unavoidable delays.

19. On measures taken or planned to support injured peacekeepers, the Secretariat explained that, in accordance with General Assembly resolutions, the United Nations provided compensation for the death and disability claims, including post-traumatic stress disorder claims, of uniformed personnel who had been deployed to United Nations peace operations. The claims received from Member States for compensation were processed following the procedures established in section II of the report of the Secretary-General on death and disability benefits ([A/52/369](#)), approved by the Assembly in its resolution [52/177](#).

20. In that resolution, the General Assembly had requested the Secretary-General to settle the death and disability claims as soon as possible but not later than three months from the date of submission of a claim. The Assembly had set a single standard rate of compensation for a death claim, which the Assembly had increased most recently in its resolution [72/285](#), bringing it to \$77,000. The compensation for a disability claim was a percentage of the \$77,000 based on the degree of permanent loss of function.

B. Lessons learned from transitions in United Nations peacekeeping

21. On 20 August, the Working Group convened a joint meeting with the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa to discuss lessons learned from transitions in United Nations peacekeeping. The meeting was chaired by the Republic of Korea and Mozambique in their capacities as Chairs of the respective Working Groups.

22. The Working Groups heard briefings by the Chief of the Peace Operations Policy and Best Practices Service of the Policy, Evaluation and Training Division, Flaminia Minelli, the Deputy Director of the Central and Southern Africa Division, Ugo Solinas, and the Deputy Managing Editor of Security Council Report, Dawit Yirga.

23. Ms. Minelli emphasized the need for strong Security Council support, host State consent and inclusive strategies involving various stakeholders to ensure safe and sustainable transitions. With regard to the transition in the Democratic Republic of the Congo, Mr. Solinas underscored the importance of careful planning and coordination, sustained engagement with the host Government, the reinforcement of State authority during the transition and capacity-building for national defence and security forces and local authorities to ensure sustainable peace and development. He noted that, despite some progress, challenges had remained in the country, particularly with regard to protecting civilians and dealing with armed groups. Continued international support and Security Council engagement were therefore required to preserve the peacebuilding gains and ensure a successful transition. Mr. Yirga shared five key observations from recent research, namely: the importance of contingency planning for high-risk scenarios; the need to prioritize civilian protection during transitions; the need for robust host country engagement; the critical role of United Nations country teams in sustaining post-transition peace; and the need to broaden transition planning to involve regional organizations such as the African Union.

24. In the subsequent discussion, the Working Group members noted the importance of coordinated transition processes and inclusive approaches to building lasting peace, with host States playing a leading role.

25. Some members advocated regular updates on the status of transitions across United Nations peace operations, including those that have transitioned within the previous 24 months, as stipulated in Security Council resolution [2594 \(2021\)](#), and the systematic application of best practices in transition management, drawing from the extensive experience of the United Nations. They also advocated involving the host State and local communities in peace operations, adopting a gender-sensitive approach and ensuring collaboration between United Nations country teams, national authorities and international partners to sustain peace efforts post mission. They noted the importance of Security Council resolution [2719 \(2023\)](#) and called for missions to be flexible and adaptive to fluctuations in host State conditions.

26. Some Members called for adequate resources, including potential temporary increases in the United Nations police component, where and as mandated, to support host States in maintaining law and order during transitions, and for specialized training, particularly on the protection of civilians and human rights, during the handover to national forces.

27. Several members called for clear mandates for peacekeeping operations and carefully crafted exit strategies with realistic benchmarks and a focus on peacekeeper safety. The need for stronger cooperation with host countries and more investment in strategic communication with local populations, and the importance of the role of troop- and police-contributing countries during transitions were also highlighted.

28. Some members emphasized the importance of addressing the root causes of conflicts and maintaining good relations with host States, with a focus on mutual trust and understanding. Some members called for the Peacebuilding Commission to address the long-term needs of post-transition countries in accordance with the practices established in Security Council resolution [1645 \(2005\)](#) and General Assembly resolution [60/180](#). Reflecting on the comments made, Mr. Solinas highlighted the critical importance of alignment between host States, peacekeepers and troop- and police-contributing countries, especially in fluid environments. Ms. Minelli pointed out that meaningful planning and coordinated responses were challenging to implement on the ground, highlighting the gap between theory and practice. She stressed the importance of enhancing effectiveness and noted that the core mission of the Policy, Evaluation and Training Division was to bridge the gap between theory and practice. Mr. Yirga emphasized the importance of recognizing the challenges faced by regional forces and that they might not always be the ideal solution. He also underscored the crucial role of the Security Council Working Group on Peacekeeping Operations.

IV. Conclusion

29. The Chair of the Working Group on Peacekeeping Operations noted that the meeting convened by the Working Group to discuss the security of peacekeepers and the joint meeting convened with the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa to discuss lessons learned from transitions in United Nations peacekeeping had been useful and had provided an opportunity to facilitate information-sharing among Security Council members, troop- and police-contributing countries and Secretariat officials. Through the Working Group on Peacekeeping Operations, all stakeholders were able to deepen partnerships and address cross-cutting challenges facing peacekeeping. The Chair therefore recommended that the Working Group continue its important work in 2025, as mandated by the Security Council.