

**Security Council**

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**Letter dated 2 May 2025 from the Permanent Representative of
the Democratic Republic of the Congo to the United Nations
addressed to the President of the Security Council**

On instructions from my Government, I have the honour to transmit the joint note on the transition in South Kivu and the disengagement of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), signed on 24 March 2025 by Thérèse Kayikwamba Wagner, Minister of State and Minister for Foreign Affairs, International Cooperation and Francophonie of the Democratic Republic of the Congo, for the Government of the Democratic Republic of the Congo, and by Bintou Keita, Special Representative of the Secretary-General for the Democratic Republic of the Congo and Head of MONUSCO, for MONUSCO (see annex).

I should be grateful if you would have the present letter and its annex circulated as a document of the Security Council.

(Signed) Zénon **Mukongo Ngay**
Ambassador
Permanent Representative



Annex to the letter dated 2 May 2025 from the Permanent Representative of the Democratic Republic of the Congo to the United Nations addressed to the President of the Security Council

Joint note on the transition in South Kivu and the disengagement of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, 24 March 2025

I. Background

1. The present note comes in response to Security Council resolution [2765 \(2024\)](#), in which the Council requested the Government of the Democratic Republic of the Congo and the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) to submit a joint report, by 31 March 2025, with a view to informing further steps for the Mission's gradual, sustainable and responsible withdrawal, with a focus on lessons learned and the protection of civilians. The note was prepared by the Government of the Democratic Republic of the Congo and MONUSCO within the framework of the Joint Working Group, which has also been tasked with defining the methodology and practical modalities for ensuring a gradual, sustainable and responsible disengagement of the Mission.
2. The parties note that the implementation of further steps in the disengagement process has been severely affected by the deterioration of the security situation in North Kivu following the offensive carried out by the Mouvement du 23 mars (M23) with the direct support and participation of the Rwanda Defence Force (RDF). This offensive has had serious repercussions for the security situation, in particular with regard to the protection of civilians and to human rights violations in the provinces of North Kivu and South Kivu, as detailed in the Secretary-General's forthcoming report to the Security Council [[S/2025/176](#)].

II. Assessment of the withdrawal of MONUSCO from South Kivu and lessons learned

3. To ensure the transfer of tasks to the Government and maintain peacebuilding gains following the disengagement of MONUSCO, the parties had developed a provincial road map and a United Nations support plan for the transition in South Kivu. Regular joint monitoring of the implementation of these instruments and of developments in the security situation in South Kivu was undertaken.
4. In accordance with Security Council resolution [2717 \(2023\)](#), the Mission's disengagement from South Kivu on 30 June 2024 was followed by a joint midway assessment of the transition, which was carried out in December 2024 and was the subject of a joint report dated 17 December 2024. The report noted, in particular, the need to continue increasing the size and capabilities of the defence and security forces in order to improve civilian protection, ensure State authority and enable the implementation of the Disarmament, Demobilization, Community Recovery and Stabilization Programme (P-DDRCS).
5. Despite the logistical and security challenges faced, the Government has demonstrated a firm commitment to taking ownership of the responsibilities transferred by MONUSCO, as set out in the joint report of 25 June 2024. Particularly significant progress has been made in support of children associated with armed groups, as a result of close collaboration between the Congolese authorities, the United Nations Children's Fund (UNICEF) and child protection actors, resulting in 1,936 children (1,119 boys and 817 girls) associated with armed groups being freed between July and December 2024. Furthermore, the Mission's early warning

transmission mechanisms have been maintained, and the United Nations country team has increased its surveillance from 9 to 54 routes in high-risk areas.

6. This positive progress was interrupted by the occupation of Bukavu by M23 on 14 February 2025, which has had repercussions for the human rights situation in South Kivu, where women and children remain most at risk. In addition, reduced human rights monitoring capacity and logistical problems following the disengagement of MONUSCO have hindered verification in remote areas, where some human rights abuses and violations occur.

7. With regard to lessons learned, the disengagement of the Mission has highlighted the importance of adopting a nuanced approach in future phases, taking into account the specificities of high-risk areas in terms of civilian protection. It has also been noted that early joint planning, to facilitate the mobilization of resources, is necessary for a successful transition.

III. New methodology for the disengagement of MONUSCO

8. The lessons learned in South Kivu have made it possible to take the disengagement strategy from a province-by-province model to a localized approach, focused on areas where the security situation is under control, as requested by the Government of the Democratic Republic of the Congo in its letter to the Security Council dated 11 December 2024 (No. 132.61/RDCONU/A2/694/24). Coordination efforts, led by the Joint Working Group, have enabled the Joint Technical Secretariat to develop criteria for sequencing a gradual, responsible and sustainable withdrawal, based on the capacities of national institutions, and in particular the national security forces, to assume the key tasks of the Mission, in particular the protection of civilians, in its areas of deployment in North Kivu and Ituri.

9. The parties noted that the presence of M23, which is actively supported by the Rwanda Defence Force, in South Kivu and North Kivu is preventing both the implementation of the transition plan in South Kivu and the planning of the envisaged disengagement, including in Ituri. However, the parties will continue to monitor developments on the ground, so that the processes can resume, in accordance with the criteria already agreed, as soon as the necessary security conditions are restored.

IV. Conclusion

10. The attacks by M23, which is supported by the Rwanda Defence Force, in violation of international law and the sovereignty and territorial integrity of the Democratic Republic of the Congo, are a threat to peace and security in the region. This situation has motivated the Government and the Mission to transmit this concern jointly to the Security Council, for its further consideration.

11. In the context of the implementation of Security Council resolution [2773 \(2025\)](#), in which the Council called, in particular, for an immediate and unconditional ceasefire and the immediate withdrawal of the Rwandan Defence Force without preconditions, and taking into account the resolutions of regional organizations such as the Economic Community of Central African States, the Southern African Development Community, the East African Community and the African Union, the Government would like MONUSCO to be entrusted with the task of supervising the ceasefire, particularly in view of its presence on the ground and its understanding of the political and security context in the area of operations.

12. The Government and MONUSCO will continue their discussions within the Joint Working Group so that the disengagement and transition processes can resume smoothly when the time comes.

Kinshasa, 24 March 2025

For the Government:

(*Signed*) Thérèse **Kayikwamba Wagner**
Minister of State and Minister for Foreign
Affairs, International Cooperation and
Francophonie

For MONUSCO:

(*Signed*) Bintou **Keita**
Special Representative of the Secretary-
General for the Democratic Republic
of the Congo and
Head of the United Nations Organization
Stabilization Mission in the Democratic
Republic of the Congo
