



Security Council

Eightieth year

9997th meeting

Wednesday, 17 September 2025, 10 a.m.

New York

Provisional

<i>President:</i>	Mr. Sangjin Kim	(Republic of Korea)
<i>Members:</i>	Algeria	Mr. Bendjama
	China	Mr. Geng Shuang
	Denmark	Ms. Landi
	France	Mr. Bonnafont
	Greece	Mrs. Balta
	Guyana	Mrs. Rodrigues-Birkett
	Pakistan	Mr. Ahmad
	Panama	Mr. Alfaro de Alba
	Russian Federation	Mr. Nebenzia
	Sierra Leone	Mr. Totangi
	Slovenia	Mrs. Blokar Drobič
	Somalia	Mr. Osman
	United Kingdom of Great Britain and Northern Ireland . .	Mr. Kariuki
	United States of America	Mr. Kelley

Agenda

The situation between Iraq and Kuwait

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The meeting was called to order at 10.05 a.m.

Adoption of the agenda

The agenda was adopted.

The situation between Iraq and Kuwait

The President: In accordance with rule 37 of the Council's provisional rules of procedure, I invite the representatives of Iraq and Kuwait to participate in this meeting.

The Security Council will now begin its consideration of the item on its agenda.

Members of the Council have before them document S/2025/579, which contains the text of a draft resolution submitted by the United Kingdom of Great Britain and Northern Ireland.

The Council is ready to proceed to the vote on the draft resolution before it. I shall put the draft resolution to the vote now.

A vote was taken by show of hands.

In favour:

Algeria, China, Denmark, France, Greece, Guyana, Pakistan, Panama, Republic of Korea, Russian Federation, Sierra Leone, Slovenia, Somalia, United Kingdom of Great Britain and Northern Ireland, United States of America

The President: The draft resolution received 15 votes in favour. The draft resolution has been adopted unanimously as resolution 2792 (2025).

I shall now give the floor to those members of the Council who wish to make statements after the voting.

Mr. Kariuki (United Kingdom): The United Kingdom welcomes the unanimous support shown by Council members for this resolution (resolution 2792 (2025)). We welcome the Council's decision to authorize a senior representative with a mandate to support cooperation to locate and return missing Kuwaiti and third-country nationals and missing Kuwaiti property. We hope the implementation of this resolution will support positive progress to resolve the fate of the missing. In doing so, we hope it will further build and deepen trust between Iraq and Kuwait. The United Kingdom stands ready to support these endeavours, including as a member of the Tripartite Commission.

The United Kingdom thanks all Council members for their flexible and cooperative approach to negotiating on this resolution. The unanimous adoption demonstrates our shared commitment to the humanitarian imperative of enabling families to know the fate of their loved ones, following conflicts. We also thank the parties for their constructive engagement throughout the process, and we encourage continued constructive engagement in that same spirit with the senior representative, once they are appointed.

Mr. Bonnafont (France) (*spoke in French*): France welcomes the presence of the representatives of Iraq and Kuwait among us today. France thanks the United Kingdom for its sustained efforts, which have resulted in a balanced text that takes into account the positions of all Security Council members and the expectations of Iraq and Kuwait.

The unanimous adoption of this resolution (resolution 2792 (2025)), which we welcome, reflects those efforts.

The issue of missing Kuwaiti persons and property has been a major focus of the work of the United Nations Assistance Mission for Iraq (UNAMI). It will continue to deserve the Council's attention, including after the Mission's closure, scheduled for the end of 2025 under resolution 2732 (2024). It was therefore crucial to organize an orderly transition, in close coordination between Iraq, Kuwait and the United Nations.

France voted today in favour of this resolution, which provides for appropriate international follow-up on this issue, in accordance with the recommendations made by the Secretary-General in his report published in May (S/2025/323). France welcomes the creation, through this resolution, of the post of senior representative whose mandate will be to support and facilitate efforts to locate and repatriate missing persons — whether Kuwaiti or third-country nationals — and to return Kuwaiti property, including national archives.

As UNAMI approaches its closure, France would like to commend the essential role played by this Mission and its staff in providing assistance to Iraq, with full respect for its sovereignty.

France stresses the importance of close cooperation between Iraq and Kuwait being maintained on not only the issue of missing persons and property but also all outstanding issues. It welcomes the progress already made by Iraq and Kuwait in normalizing their relations, which demonstrates their willingness to turn the page on their disagreements. These advances contribute to bolstering confidence and stability in the region. France encourages Iraq and Kuwait to continue this positive momentum in a spirit of dialogue, in order to achieve a definitive resolution of their differences.

Mr. Kelley (United States of America): I would like to thank the United Kingdom for leading negotiations on this resolution (resolution 2792 (2025)). We also congratulate Iraq and Kuwait for reaching an agreement on this follow-on mechanism.

In 2024, the United States welcomed the unanimous adoption of resolution 2732 (2024), which streamlined the mandate of the United Nations Assistance Mission for Iraq (UNAMI) and paved the way for its closure by the end of 2025. Resolution 2732 (2025) reflects that Iraq has changed dramatically in recent years, and UNAMI's mission needed to be realigned as part of our commitment to fostering a safe, strong, prosperous and sovereign Iraq. Closing UNAMI is a step forward that makes clear that no United Nations political mission is meant to be permanent.

The United States continues to support specific international organizations and their activities that make America safer and more secure. We expect, however, that international organizations, including the United Nations, contain costs and share the funding burden more fairly among members.

The new mechanism authorized today is streamlined and time-bound, in line with the political realities in the region and the Trump Administration's approach to United States resourcing. We will continue to press for responsibility when it comes to length, cost and clear end states for this and other United Nations missions.

Through this resolution, the Council has expressed its intent to review the progress of this Mission and the efforts of all parties. We expect all stakeholders to undertake serious and good faith efforts to make sufficient progress on outstanding issues so the new mechanism's work can be concluded as quickly as possible and ideally considerably before the end of the mission's mandate in December 2030.

We also expect the new Senior Representative to use their good offices to spur progress on both sides, strengthening trust and confidence and urging action towards clear benchmarks.

We hope future reports to the Security Council will assess the mechanism's work and make clear what needs to be done to ensure further progress towards a complete resolution of outstanding missing persons and property issues.

As the new Senior Representative prepares to start their mission, the Council and United Nations leadership must use their collective influence to keep its work focused on the United Nations imperative to streamline operations and optimize resource allocation.

Mr. Osman (Somalia): I have the honour to deliver this statement on behalf of the three African members of the Security Council, namely, Algeria, Sierra Leone and my own country, Somalia, plus Guyana (A3+).

I also want to welcome the participation of the representatives of Iraq and Kuwait.

The A3+ welcomes the unanimous adoption today of resolution 2792 (2025) on the repatriation and return of all Kuwaitis and third-country nationals or their remains, as well as the return of Kuwaiti property, including the national archives. Today's adoption demonstrates the Council's steadfast commitment to resolving this important humanitarian file and ensuring that families know the fate and whereabouts of their loved ones, consistent with international humanitarian law and the relevant resolutions on the protection of civilians in armed conflict.

The A3+ notes with appreciation the willingness to cooperate of Iraq and Kuwait, as supported by the United Nations and the international community and the International Committee of the Red Cross, which has led to the progress in the recovery and identification of the remains and in their return of Kuwaiti property.

At the same time, however, further progress is still needed. The return of the national archives and the determination of the fate of persons still missing remain outstanding tasks. The A3+ believes that these efforts must continue with serious determination so that families who have waited for decades may finally receive the closure and dignity they deserve.

We therefore welcome the request made in today's resolution for the appointment of a Senior Representative for the Secretary-General. This mechanism is crucial for maintaining momentum, building confidence and facilitating the resolution of all outstanding issues. The A3+ believes that the mandate of the Senior Representative must be used actively to encourage cooperation, maintain political attention and ensure that the surge efforts are pursued with urgency.

We encourage Iraq and Kuwait to continue their constructive engagement, guided by the principles of good neighbourliness and the peaceful resolution of disputes, and make full use of the good offices of the Senior Representative. Bilateral dialogue remains central for achieving a lasting solution and building trust between the two countries.

The A3+ underscores the importance of intensified search efforts, the excavation of all sites of interest and the use of advanced scientific technological tools to accelerate the results. We welcome the capacity-building initiatives, including training, workshops and technical cooperation, and encourage Member States with relevant expertise to provide information, technical assistance and financial support to advance this process.

The A3+ reiterates its strong support for the commitment to reconciliation and the constructive engagement by both Iraq and Kuwait. We encourage both parties to maintain the spirit of cooperation that has characterized their work thus far and to take all steps necessary to bring this chapter of their shared history to a close.

Mr. Geng Shuang (China) (*spoke in Chinese*): China welcomes the unanimous adoption of resolution 2792 (2025) by the Security Council and expresses its appreciation to the penholder, the United Kingdom, for its efforts.

The issue of missing Kuwaiti persons and property is a legacy of the Gulf War. Over the years, Iraq and Kuwait have maintained active cooperation and worked together with the International Committee of the Red Cross in establishing the Tripartite Commission to advance the search, which has yielded remarkable results.

In 2013, the Council mandated the United Nations Assistance Mission for Iraq to provide support in this regard. With the Mission's scheduled withdrawal by the end of the year, it is the shared expectation of all parties that efforts to settle the issue will continue. The Secretary-General has also recommended options for a follow-on mechanism.

The adoption today of resolution 2792 (2025) takes on board the Secretary-General's recommendations, fully considers the views of both Iraq and Kuwait and makes arrangements to continue advancing the settlement of the issue. We expect both Iraq and Kuwait to maintain their momentum of engagement, guided by the principles of mutual respect and friendly consultation, so as to jointly promote an early and satisfactory settlement of the issue.

Iraq and Kuwait are neighbours that cannot move away from each other. Resolving the issue of missing Kuwaiti persons and property holds significant importance for both countries. As a good friend and partner of Iraq and Kuwait, China will continue to support these efforts and play a constructive role in promoting the sustained improvement of bilateral relations, strengthening regional solidarity and cooperation, and deepening good neighbourliness.

Mr. Alfaro de Alba (Panama) (*spoke in Spanish*): We appreciate and commend the work of the United Kingdom in drafting and negotiating resolution 2792 (2025), which presents a balanced text and reflects a genuine commitment.

Our vote is in line with our firm belief that the restoration of memory and national identity are essential pillars for building strong relations. The failure to recover the memories hidden in cases of missing persons affects the peace of mind of their families, prevents the healing of wounds and hinders reconciliation between brotherly peoples. It is essential to give all families the opportunity to close this painful chapter of their history as a necessary step towards reparation, reconciliation and the building of a common future.

In this regard, we urge the parties to work together and provide all necessary support to the new mandate so that it can achieve its objectives.

The President: I now give the floor to the representative of Iraq.

Mr. Al Faily (Iraq) (*spoke in Arabic*): At the outset, allow me to thank you, Mr. President, for the opportunity to participate in this meeting. I once again wish you every success in your work as President of the Security Council for the month of September.

I reaffirm my country's principled position, based on its humanitarian and objective view of the issue of the missing persons and the principles of Iraq's foreign policy based on respect for international law and international humanitarian law, the promotion of dialogue and bilateral and multilateral cooperation, and the strengthening of regional and international security and stability.

In this spirit, Iraq has demonstrated unparalleled cooperation and a great deal of flexibility in the rounds of negotiations during all stages of discussion of the text, despite our great disappointment with the proposed text and the short and rushed course of the relevant discussions. Nevertheless, Iraq remains keen to reach a just,

sustainable and mutually satisfactory solution. We also reaffirm our principled and unwavering position on the relentless efforts to search for and find the missing persons or their remains. We look forward to the appropriate support of the United Nations and the international community for that humanitarian mission. We believe that the good offices of the Secretary-General are the proper mechanism through which to facilitate bilateral cooperation by requesting that the appropriate department in the Secretariat review this role, without the need for a resolution by the Council. We reiterate our reservations regarding the five-year term of the relevant mandate, as stipulated in the resolution, and we have significant reservations concerning the possibility of renewing that mandate for a second term. Iraq is of the view that the period mentioned in the text is not commensurate with the scale of the considerable efforts made by all parties.

We draw the attention of the Council to the fact that the current wording of the text undermines the noble humanitarian objective of the resolution, violates the principle of balance and makes my country, Iraq, a disadvantaged party. We also point out our concerns regarding the repercussions of this procrastination and politicization, which might harm and complicate efforts to close this humanitarian file in the best and most expeditious way. We also reiterate our country's position rejecting non-transparent efforts aimed at politicizing humanitarian issues, while the issue before the Council today does not necessarily constitute a threat to international peace and security, and neither does it necessarily fall within the competencies of the Council stipulated in the Charter of the United Nations. We underscore our demands related to the repercussions of bias towards one party's narrative over another and the adoption of a resolution of this type by the Council, which could open the way for complex dynamics for other similar situations in the future and disrupt the Council's work.

Iraq would like to take this opportunity to highlight two important issues.

First, the slow resolution of the missing persons file is not linked to any deliberate negligence on the part of Iraq. Here, we point out an important aspect, namely the insufficient international support by international partners. In addition, Kuwait has not responded to repeated requests from the Tripartite Commission to excavate potential sites on Kuwaiti territories in search of missing persons on both sides.

Secondly, the slow resolution of the issue of the Kuwaiti archives is due to Kuwait's failure to provide an accurate description of the missing documents, despite the fact that Iraq has returned tons of Kuwaiti archives. Iraq stresses its sincere intention to resolve this humanitarian file, just like other files. For example, Iraq has completed the full payment of compensation and has shown dedication to returning the remains of 294 missing Kuwaitis. The search is still ongoing to find the remaining 308 missing persons or their remains. Iraq is one of the countries that has suffered the most in terms of the number of missing persons, especially because of wars and the remnants and repercussions of terrorist organizations, such as Da'esh, Al-Qaida and their associated groups, which have committed the most heinous crimes against the Iraqi people, especially the Yazidis, the victims of Speicher and others. Iraq therefore understands the bitterness surrounding the issue of missing persons and will continue its sincere intentions to cooperate to close this humanitarian file. We also look to the council to urge Kuwait to cooperate in the search for the more than 1,000 missing Iraqis and to urge other States to provide assistance in ascertaining their fate and finding or returning the remains of the missing Iraqis.

In conclusion, Iraq stresses the need to return to the proposal that the Secretary-General submitted to both countries as a way out and an opportunity for cooperation, in accordance with paragraph 51 of the forty-second report submitted pursuant to paragraph 4 of resolution 2107 (2013) (S/2025/320), which stipulates that the two

States may at any time decide to establish a bilateral arrangement and inform the Security Council accordingly.

The President: I now give the floor to the representative of Kuwait.

Mr. Albanai (Kuwait) (*spoke in Arabic*): I have the honour to speak today at a meeting in which the Security Council adopted a decisive resolution (resolution 2792 (2025)) outlining the future follow-up mechanism on the issues of Kuwaiti prisoners, missing Kuwaiti and third-country nationals and Kuwaiti property, including the national archives, after the conclusion of the mandate of the United Nations Assistance Mission for Iraq (UNAMI) at the end of the year.

The State of Kuwait expresses its sincere appreciation and gratitude to all Member States for their constructive contributions to formulating this resolution and to the United Kingdom, the penholder on the situation between Iraq and Kuwait, for its tireless efforts and outstanding leadership role in facilitating the consultations and reaching consensus. This sincere cooperation reflects the spirit of international partnership that we cherish.

The resolution adopted today in the Council complements a long series of relevant Security Council resolutions adopted since the 1990s, starting with resolutions 686 (1991) and resolution 687 (1991), which laid the legal basis to compel Iraq to ascertain the fate of prisoners and missing persons and return Kuwaiti property, through to resolutions 806 (1993) and 833 (1993), which affirmed Kuwaiti rights and Iraq's obligations, and resolution 1284 (1999), which established the position of high-level coordinator. Experience has shown the importance of having a mechanism dedicated exclusively to following up on these files. To complement this, resolution 2107 (2013) transferred the follow-up mission to UNAMI under a purely humanitarian umbrella. Resolution 2732 (2024) then reaffirmed the need for the United Nations to continue following up on these files after the end of UNAMI's mandate. Today the new resolution represents a key link in this process in order to complete the closure of these humanitarian and national files in a timely, effective and fair manner.

The State of Kuwait affirms that this resolution only aims to close the outstanding national humanitarian files fairly by appointing a high-level representative focusing solely on following up on these files and submitting periodic reports to the Security Council allowing for an objective assessment to ensure that momentum is maintained and guaranteeing international oversight. The existence of this mechanism enhances transparency, maintains the credibility of the efforts made and prevents any regression or slowdown, which could prolong the suffering of families who have been waiting for decades to know the fate of their loved ones.

Closing these files not only achieves humanitarian justice, but it also helps to enhance regional stability. Any file that is closed is an additional step towards building trust, and any step towards building trust is a cornerstone in achieving international peace and security, which is the core of the Council's mandate.

History has shown that effective cooperation with the United Nations, through the Security Council, has been an essential factor in achieving tangible successes between the State of Kuwait and the Republic of Iraq. That includes closing various issues and the latest breakthrough, namely closing the issue of compensation. Today, we believe that continuing this path would require sincere and serious efforts by all parties, most notably by our brethren in Iraq, to turn words into action and to allow for these issues to be fully closed. That would be the culmination of a bright chapter of cooperation between our two brotherly countries.

The State of Kuwait believes that its bilateral relations with the Republic of Iraq not only positively affect both brotherly peoples but that they have a broader impact on the region as a whole. The success of Iraq in closing these humanitarian issues

and continuing its cooperation with the State of Kuwait will directly contribute to creating a more open and complementary regional environment in the Gulf. It would enhance Iraq's opportunities to become naturally integrated into regional cooperation institutions.

Against this background, Kuwait believes that consolidating the pillars of commitment and trust between our two brotherly countries is fundamental to expanding the horizons of cooperation between Iraq and countries of the Cooperation Council for the Arab States of the Gulf. This would enhance stability in the region and would serve the interests of the whole region.

The State of Kuwait reiterates once again that it has stood by Iraq and it will continue to do so. We will continue to extend a helping hand, and we will continue to provide support to Iraq so that it can fulfil its international obligations and commitments to the Council, including in the issues of prisoners, missing persons and Kuwaiti property, and also the national archives.

We are committed to enabling Iraq to overcome all challenges because we firmly believe that the success of Iraq is the success of Kuwait and, furthermore, is the success of the region as a whole. However, the sustainability of this success remains contingent upon seriously committing to implementing relevant international resolutions and turning those resolutions into tangible, practical results that would allow for the closing of these humanitarian issues.

The State of Kuwait, over history, has proven that it does not seek confrontation or escalation. It seeks justice and peace. We stress that international transparency is the absolute guarantee to achieve just and durable results.

In conclusion, we reiterate our appreciation to all regional and international parties that contributed to this path. From this rostrum, we reiterate that the State of Kuwait will remain a committed partner. Our overarching goal is to achieve justice for the families of the victims, to recover the national archives, to close these issues and to do justice to the victims. That would be another chapter in the success of international cooperation under the umbrella of the Security Council.

The meeting rose at 10.35 a.m.