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Implementation of resolution [2732 \(2024\)](#)

Report of the Secretary-General

I. Introduction

1. The present report is submitted pursuant to Security Council resolution [2732 \(2024\)](#), in which the Secretary-General was requested to report to the Council every six months on the progress made towards fulfilling the mandate of the United Nations Assistance Mission for Iraq (UNAMI). The report covers key developments relating to Iraq and provides an update on the activities of the United Nations in Iraq since the previous report of 26 November 2024 ([S/2024/857](#)) and the briefing given to the Security Council by the Special Representative of the Secretary-General for Iraq and Head of UNAMI on 6 December 2024.

II. Summary of key developments

A. National developments

2. During the reporting period, the Council of Representatives adopted several pieces of legislation, namely on establishing Halabjah as the nineteenth Governorate of Iraq, the amendments to the 2023–2025 Federal Budget Law, Personal Status Law and General Amnesty Law, and a bill to enact the Property Restitution Law.

3. While the adoption of those three laws marked an important milestone, persistent opposition to the General Amnesty Law led to several cases being filed with the Federal Supreme Court, which on 4 February decided to suspend the implementation of the laws pending its ruling. The Supreme Judicial Council, at a meeting on 5 February, concluded that the preliminary injunction issued by the Federal Supreme Court went beyond the scope of the Court's jurisdiction. The matter was concluded on 11 February, when the Federal Supreme Court dismissed the cases on grounds of inadmissibility. All three laws were published in the *Official Gazette* of Iraq on 18 February.

4. At a 24 February press conference, the Deputy Prime Minister and Minister of Planning, Mohammed al-Tamim, announced the results of the 2024 general population and housing census, the country's first comprehensive census since 1987. Iraqi political leaders praised the census as an essential step towards enhancing the accuracy of economic planning and resource allocation. The results show that the population has reached 46.1 million.



5. On 9 April, the Cabinet voted to set 11 November 2025 as the date for Council of Representatives elections. Before that decision was taken, on 8 January, the Supreme Judicial Council extended the term of the Board of Commissioners of the Independent High Electoral Commission for two years. The Council of Representatives endorsed that decision on 13 January. In an announcement made on 27 March, Moqtada al-Sadr instructed his followers not to participate in the election as either voters or candidates. On 25 March, the Independent High Electoral Commission opened the voter registration process for one month, allowing eligible voters to update their registry or register for the first time. On 15 April, the Commission opened the registration period for parties, coalitions and individual lists.

6. As part of the Government's efforts to attract foreign investment, modernize the energy sector and drive development through strategic projects, the Prime Minister, Mohammed Shia' Al Sudani, inaugurated the 2025 Iraq Energy Conference in Baghdad on 28 January and the forty-eighth Baghdad International Fair on 1 February. On both occasions, the Prime Minister highlighted his Government's achievements since taking office, including reducing gas flaring by 70 per cent, investing in natural gas and developing petroleum production. He added that the Development Road project is aimed at driving development across multiple sectors and attracting investment, including through partnerships with the private sector, in order to better connect the Iraqi economy to the region and the world.

7. From February to April, the Prime Minister chaired meetings of the Cabinet, the National Renewable Energy Task Force and other governmental committees, with a view to approving the implementation of projects aimed at conserving energy in government facilities, expanding the adoption of renewable energy sources, improving the efficiency of the country's electricity transmission network and strengthening the electrical infrastructure. During that same period, the Prime Minister and other senior Government officials engaged with leaders and senior officials from the Islam Republic of Iran, Jordan, Saudi Arabia, Türkiye, Turkmenistan and other countries, in order to enhance the electricity connectivity of Iraq and promote investment in its energy sector. The sanctions waiver from the United States of America permitting Iraq to import electricity from the Islamic Republic of Iran, most recently extended for 120 days on 7 November 2024, expired on 8 March. At a 6 March press conference, a spokesperson for the Department of State of the United States welcomed the Prime Minister's commitment to achieving energy independence, but confirmed the expiration date of the waiver. On 5 April, the Prime Minister chaired a high-level meeting to assess the implications of the United States administration's decision to "increase customs duties on imports of goods", directing the negotiating team to build "balanced economic and trade relations that guarantee mutual interests".

8. Following the certification on 24 November of the results of the Kurdistan Region parliamentary elections, the Parliament of the Kurdistan Region held its inaugural session on 2 December. Since late November, the two largest parties of the Kurdistan Region, the Kurdistan Democratic Party and the Patriotic Union of Kurdistan, have been engaged in negotiations to form a new regional government. Those negotiations are ongoing.

9. Negotiations between the federal authorities and the Kurdistan Regional Government over the payment of civil servant salaries and other entitlements continued. The Kurdistan Regional Government maintains that the federal Ministry of Finance has not transferred the full amount of funds due, while the federal authorities have conducted audits to verify the accuracy of public payroll data. On 12 February and 17 March, the Kurdistan Regional Government announced the transfer of non-oil revenues to the federal authorities. On 26 March, the Kurdistan

Region of Iraq authorities announced that the federal authorities had transferred funds to cover civil servant salaries and other entitlements for March. Meanwhile, public demonstrations, including a hunger strike by a group of teachers in Sulaymaniyah, were held in the Kurdistan Region of Iraq in January and February to call for the payment of overdue civil servant salaries.

10. During a Council of Representatives session on 3 December, the Prime Minister called for the swift adoption of the amendment to the 2023–2025 Federal Budget Law, noting its importance for addressing the issue of oil exports from the Kurdistan Region of Iraq. On 2 February, the Council of Representatives adopted the amendment, thereby removing some obstacles to the resumption of oil exports from the Kurdistan Region. On 5 February, the Cabinet of the Kurdistan Region approved measures to resume oil exports in coordination with the federal State Organization for the Marketing of Oil, in line with the Federal Budget Law. On 22 February, the federal Ministry of Oil announced that procedures for the resumption of oil exports had been completed. Negotiations between the federal and the Kurdistan Regional Governments regarding resumption of oil exports from the Kurdistan Region of Iraq are ongoing. On 3 March, the Minister of Energy and Natural Resources of Türkiye, Alparslan Bayraktar, reaffirmed that the pipeline was “ready” to facilitate oil exports.

B. Regional developments

11. The Prime Minister and the Government of Iraq continued to engage with regional and international partners to advocate dialogue and peaceful solutions to regional conflicts and promote efforts to bolster regional stability. In that connection, Iraqi officials participated in various forums, including the Ministerial Conference to Enhance the Humanitarian Response in Gaza on 2 December in Cairo, the meeting of the Arab Ministerial Contact Committee on Syria on 14 December in Aqaba, the Riyadh Conference on Syria on 12 January, the Paris Conference on Syria on 13 February, the Munich Security Conference on 14 and 15 February, the seventh Arab Parliament Conference on 22 February in Cairo, the extraordinary League of Arab States (LAS) summit on 3 and 4 March in Cairo, the high-level meeting of representatives from the neighbours of the Syrian Arab Republic on 9 March in Amman and the Antalya Diplomacy Forum from 11 to 13 April.

12. On 15 January, the Ministry of Foreign Affairs welcomed the ceasefire agreement in Gaza. The Ministry commended the efforts of Egypt, Qatar and the United States to establish the ceasefire, stressing the importance of international cooperation to ensure regional stability. On 18 March, the Ministry condemned the resumption of violence in Gaza, calling on the international community to assume its “moral and legal responsibilities” and take urgent action to protect civilian lives. During the reporting period, the Government took measures to provide relief to populations affected by regional conflicts, including by delivering humanitarian aid to Gaza, supplying fuel to Lebanon and providing wheat to Yemen.

13. On 8 January, the Prime Minister led a high-level delegation to the Islamic Republic of Iran, where he met with the country’s Supreme Leader, Ayatollah Ali Khamenei, the President, Masoud Pezeshkian, and the Speaker of the Islamic Consultative Assembly, Mohammed Baqer Qalibaf, among other officials. The Speaker of the Council of Representatives, Mahmoud al-Mashhadani, also visited the Islamic Republic of Iran, meeting with senior Iranian leaders in Tehran from 2 to 4 February. Amid regional and international tensions, Iraqi leaders continued to engage with their Iranian counterparts, including through telephone calls on 24 March and 14 April between the Ministers for Foreign Affairs of Iraq and the Islamic Republic of Iran, a telephone call on 1 April between the Prime Minister of Iraq and

the President of the Islamic Republic of Iran and a telephone call on 11 April between the two countries' Presidents.

14. Following the developments in the Syrian Arab Republic, the Director of the National Intelligence Service of Iraq, Hamid al-Shatri, visited Damascus on 26 December in the first official engagement between the Government of Iraq and the Syrian interim authorities. On 13 March, the interim Minister for Foreign Affairs of the Syrian Arab Republic, Asaad al-Shaibani, became the first Syrian official to visit Baghdad, where he met with the President, the Prime Minister, the Speaker of the Council of Representatives and the Minister for Foreign Affairs, Fuad Hussein, among other officials. Media reports indicated that the Prime Minister of Iraq and the interim President of the Syrian Arab Republic had held joint talks on 15 April in Doha with the Amir of Qatar, Sheikh Tamim bin Hamad Al Thani.

15. On 1 December, the Supreme Council of the Cooperation Council for the Arab States of the Gulf (GCC) convened its forty-fifth session in Kuwait. The Supreme Council, in its closing statement, reaffirmed its support for the security, stability, sovereignty and territorial integrity of Iraq. The Supreme Council affirmed its commitment to advancing the electricity interconnection project aimed at linking Iraq with the GCC regional electricity grid. In addition, the Supreme Council emphasized the "importance of Iraq respecting [the] sovereignty and territorial integrity [of Kuwait], adhering to bilateral and international commitments and all relevant United Nations resolutions".

16. The Supreme Council also urged the Government of Iraq "to adhere to the agreement on regulating maritime navigation in Khor Abdullah", the ratification of which by the Council of Representatives in 2013 was invalidated by the Federal Supreme Court in 2023. In addition, the Supreme Council rejected the "unilateral action" taken by Iraq to "terminate the security protocol" signed in 2008 and called on Iraq to "undertake serious efforts to complete the demarcation of maritime borders between [Iraq and Kuwait] beyond maritime marker 162".

17. On 16 December, the Deputy Prime Minister and Minister for Foreign Affairs of Iraq, Mr. Hussein, met with Deputy Minister for Foreign Affairs of Kuwait, Sheikh Jarrah Jaber Al-Ahmad Al-Sabah, in Baghdad to discuss regional developments and bilateral relations. On the same day, the joint Kuwait-Iraq technical and legal committee to delimit the maritime boundary beyond point 162 held its seventh meeting. That meeting was the committee's first since 2023. The committee, chaired by the Deputy Minister for Foreign Affairs of Kuwait and the Deputy National Security Advisor of Iraq, Issam al-Saadi, held its eighth meeting in Kuwait on 12 February and its ninth meeting in Baghdad on 13 April.

18. On 24 December, the Undersecretary for Bilateral Relations of the Ministry of Foreign Affairs of Iraq, Mohammed Hussein Bahr Aluloom, visited Kuwait in his capacity as a special envoy of the Prime Minister. During this visit, he presented a letter to the Crown Prince of Kuwait, Sheikh Sabah Khaled Al Hamad Al Sabah, in which Iraq expressed its readiness to resolve all outstanding issues between the two countries. Kuwait appointed Mohammed Abdullah Abdulhasan, Adviser to the Amir, as its counterpart to Mr. Bahr Aluloom.

19. On 17 May, Baghdad hosted the thirty-fourth summit of LAS. The Prime Minister welcomed the holding of the summit, noting that it marked a milestone for the re-emergence of Iraq as a regional convener, and he pledged \$20 million to support reconstruction in each of Gaza and Lebanon. The participants in the summit adopted the Baghdad Declaration, in which they called for an immediate ceasefire in Gaza, reaffirmed support for Palestinian statehood and addressed the conflicts in Lebanon, Libya, the Sudan, the Syrian Arab Republic and Yemen.

C. Security situation

20. During the reporting period, Da'esh continued to conduct asymmetric attacks, primarily in Anbar, Baghdad, Diyala, Kirkuk and Salah al-Din Governorates, while Iraqi security forces continued to carry out counter-terrorism operations in response to Da'esh activity. From 1 November 2024 to 31 March 2025, a total of 23 attacks were attributed to Da'esh. Most of those attacks were directed against Iraqi security forces. Attacks attributed to Da'esh declined for a fourth consecutive quarter.

21. According to a United States Central Command statement issued on 15 January, the international counter-Da'esh coalition had conducted more than 325 partnered operations and 40 air strikes in Iraqi territory in 2024. In statements issued on 4 and 12 February, the United States Central Command announced that 10 Da'esh fighters had been killed in air strikes conducted by the Iraqi security forces, with support from coalition forces, in Kirkuk and Anbar Governorates. Statements issued by the Prime Minister and the United States Central Command confirmed the death of two senior Da'esh operatives following a partnered operation on 13 March, including the "Wali of Iraq and Syria", who served as the deputy leader of the global Da'esh organization and its chief of global operations.

22. From November to March, the Ministry of Defence of Türkiye continued to report ground and air operations against Kurdistan Workers' Party (PKK) targets in northern Iraq. On 27 February, the imprisoned founder of PKK, Abdullah Öcalan, issued a statement in which he instructed the group's fighters to lay down their arms and dissolve the group. The statement was welcomed by Iraqi officials and leading political figures, with the Ministry of Foreign Affairs noting that it was a critical step for regional stability. On 1 March, the PKK declared a ceasefire. Local media subsequently reported continued air strikes and armed clashes in northern Iraq. On 8 May, the President of Türkiye, Recep Tayyip Erdoğan, and the Prime Minister of Iraq reaffirmed their commitment to strengthening security cooperation. On 12 May, PKK announced that it had decided to dissolve itself and disarm.

III. Update on the activities of the Mission and the United Nations country team

A. Mission leadership activities

23. The Special Representative continued to meet with government officials, judicial actors, political party leaders, women's rights groups and religious leaders, as well as regional and international stakeholders. In his engagements, he stressed the importance of strengthening and preserving the security and stability of Iraq, legislative processes that respect the international obligations of Iraq, the safe, dignified and voluntary return of Iraqi nationals from the north-eastern part of the Syrian Arab Republic and taking steps to resolve all outstanding issues between Iraq and Kuwait.

24. During the reporting period, the Special Representative conducted visits to Basrah, Dhi Qar, Kirkuk, Najaf and Salah al-Din Governorates, where he met with local government representatives, tribal leaders and local communities, and visited United Nations projects in support of the communities of Iraq.

25. The Special Representative travelled to the Kurdistan Region of Iraq on 19 December, from 3 to 5 February and from 15 to 18 April. Among the items discussed were the evolving situation in the Syrian Arab Republic, the return of Iraqi nationals from the north-eastern part of the Syrian Arab Republic and the return of

internally displaced persons. In his meetings, the Special Representative stressed the importance of forming, without delay, a government that serves the needs and meets the aspirations of the Kurdistan Region of Iraq.

26. In addition, the Special Representative engaged in a series of high-level meetings in the region. In his visits to Kuwait, Saudi Arabia and Qatar, the discussions were focused on the efforts of UNAMI to facilitate progress towards the resolution of outstanding issues between Iraq and Kuwait, and also on regional developments and the repatriation of Iraqi nationals from the north-eastern part of the Syrian Arab Republic. During his visits to Kuwait, the Special Representative welcomed the resumption of the work of the joint Kuwait-Iraq technical and legal committee to delimit the maritime boundaries beyond point 162. In the Islamic Republic of Iran, the Special Representative discussed regional developments and their impact on the security and stability of Iraq.

27. During the reporting period, the Special Representative participated in key events, including the International Day of Persons with Disabilities, the launch of the national policy on the protection of civilians, the Baghdad International Dialogue Conference and the launch of the updated “One United Nations” plan for the return of Iraqi nationals from the north-eastern part of the Syrian Arab Republic. In those engagements, he emphasized the need to uphold humanitarian principles and promote accountability. He also called for meaningful and constructive national dialogue rooted in mutual respect and national unity. At the launch of the updated “One United Nations” plan, the Special Representative commended leadership of Iraq for its decision to accelerate the return, rehabilitation and reintegration of Iraqi nationals from the north-eastern part of the Syrian Arab Republic, and he reaffirmed the commitment of the United Nations to support the completion of all such returns by the end of 2025.

28. The Special Representative also engaged with women’s advisory groups and civil society organizations and participated in activities marking International Women’s Day, during which he reaffirmed the commitment of the United Nations to enhancing women’s participation in elections and ensuring that legislative amendments safeguard women’s rights.

B. Support to electoral processes

29. UNAMI continued its technical assistance activities and to provide advisory support to the Independent High Electoral Commission as it commenced preparations for the Council of Representatives elections, which are scheduled to be held on 11 November. The Commission, with UNAMI support, made progress in developing the electoral operational plan and timeline needed to firm up milestones and activities on the electoral calendar.

30. UNAMI provided advice to the Commission on options for upgrading election technology systems, including voter verification devices, polling station optical scanning devices and election result transmission systems. The Commission decided to proceed with an upgrade of the various components, so that they can be used in the 2025 Council of Representatives elections. The upgrades are to be carried out in the Republic of Korea, the country of origin of those components. The Commission began updating the voter registry on 25 March. In that connection, UNAMI provided the Commission with information technology support in developing tools for analysing, cross-checking and reporting voter registry data, as well as for preparing the deployment plan of polling locations. UNAMI also supported the Commission in updating electoral regulations and procedures in accordance with the electoral law,

including the regulations and procedures for voter registration and the registration of alliances, political parties and candidates intending to participate in the elections.

31. UNAMI also provided inputs to the Commission's public outreach and media plan, with an emphasis on targeted activities to enhance voter education, participation and inclusion, and made recommendations regarding the use of improved technologies for disseminating information and addressing instances of hate speech and disinformation and misinformation regarding the elections. UNAMI also worked with the Commission and other Iraqi institutions in developing a strategy to promote women's meaningful and safe participation in the electoral process as voters and candidates.

32. In addition, UNAMI continued to engage with the Commission in its work with other Iraqi institutions on various matters, including the national identification and civil registry, the audit of the Kirkuk voter registry, harnessing the potential of artificial intelligence technologies for voter information and public education, the coordination of election security for the Commission's facilities and the storage and transportation of electoral materials.

C. Humanitarian and development assistance

33. As at 10 April 2025, the number of internally displaced persons who had returned stood at 5.1 million, as a result of Government efforts and the coordinated support of the United Nations in Iraq. More than 1 million people remained internally displaced, including 834,078 internally displaced persons across multiple governorates in Iraq, 107,549 individuals residing in 20 formal camps for internally displaced persons throughout the Kurdistan Region and another 84,552 individuals living in critical shelters and informal sites under precarious conditions. The southern governorates of Iraq continue to face severe climate-related challenges, including prolonged drought, water scarcity and increasing soil salinity, that have significantly affected agriculture, livestock and fisheries. The International Organization for Migration (IOM) reported that, as at March 2025, 28,701 families (172,206 individuals) remained displaced owing to climatic factors across 12 governorates, indicating the urgent need for integrated climate adaptation strategies, including sustainable water resource management, rural livelihood support and urban planning to mitigate the long-term impacts of climate-induced displacement.

34. In 2024, a total of 10,724 families (51,996 individuals) left internally displaced person camps in the Kurdistan Region, representing about 34 per cent of internally displaced persons who were registered as living in these camps at the beginning of the year. From 1 January to 10 April 2025, another 421 families (1,810 individuals) left the camps. The majority returned to their areas of origin, primarily Ninawa, Salah al-Din and Erbil Governorates. As at 10 April 2025, the 20 remaining internally displaced person camps, all in Dohuk and Erbil Governorates, hosted 22,184 families (107,549 individuals, of whom 90 per cent are Yazidis). Since the decision to indefinitely postpone the closure of all camps beyond the July 2024 deadline, government services in the camps have remained operational, but in-kind assistance, including food, hygiene kits and fuel, is being provided irregularly because of funding shortfalls, exacerbating the already worsening living conditions, in particular in the east Mosul camps.

35. A specialized national committee was established in late 2024 in order to develop a comprehensive plan for the return and reintegration of displaced persons, including reconstruction efforts, in coordination with the United Nations in Iraq. The committee, which was assigned this task by the Prime Minister, is chaired by the Deputy National Security Advisor and includes representatives of federal and

Kurdistan Region authorities among its membership. The committee did not submit a finalized plan during its initial mandate, which came to an end in April 2025. The committee has requested a two-month extension from the Office of the Prime Minister to complete its work. The approval of the Prime Minister was pending at the time of writing.

36. Political, legal and security challenges, including the stalled implementation of the Sinjar Agreement between the Kurdistan Regional Government and the federal Government, have contributed to the delayed return of Yazidi internally displaced persons, many of whom remain displaced in the Kurdistan Region of Iraq. In addition, approximately 870 individuals, primarily from Hawijah in Kirkuk Governorate, who currently reside in the east Mosul camps are facing legal uncertainty. Although those individuals had been tried previously on terrorism-related charges in courts in the Kurdistan Region of Iraq, they might be retried by the federal judiciary if they return to areas under federal jurisdiction.

37. Ahead of the Chwarshama Sur holiday marking Yazidi new year, in a ceremony held on 14 April at the Sinjar Municipal Directorate in Ninawa Governorate, the Real Estate Registration Department authorities launched the process of distributing 1,338 ownership letters and issued approximately 100 title deeds to Yazidi residents in the collective towns (*mujamma'at*) of Dugure and Tall Uzayr. As a result, these Yazidi beneficiaries, who have been displaced since the 1970s in collective towns and were historically denied the right to register land in their names, are now officially recognized as landowners for the first time in generations. All ownership letters will be distributed and upgraded to title deeds. The additional land occupancy certificates issued by the United Nations Human Settlements Programme, which serve as the legal basis for the issuance of deeds pursuant to the relevant decision adopted by the Cabinet in 2023, will also be converted to title deeds by the Real Estate and Registration Department and relevant local authorities in the near future.

38. As at 10 April, 336,485 refugees and asylum-seekers were registered with the Office of the United Nations High Commissioner for Refugees (UNHCR) in Iraq, of whom 300,563 are from the Syrian Arab Republic and 35,922 from other countries. In all, 84 per cent of the refugees registered with UNHCR reside in the Kurdistan Region of Iraq, while the rest reside in the central and southern governorates of Iraq.

39. On 30 January 2025, the United Nations and the Government of Iraq launched the second iteration of the “One United Nations” plan (2025–2027), the aim of which is to support the Government in facilitating the return of all Iraqi nationals, including those in detention, from the north-eastern part of the Syrian Arab Republic by the end of 2025. The plan covers a period ending in mid-2027, in order to ensure that the reintegration process can be completed once the returnees have made their way back to Iraq.

40. Since the start of the return process in May 2021, 3,741 households comprising 14,487 individuals have arrived in Iraq from Hawl and Rawj camps in the north-eastern part of the Syrian Arab Republic. In the light of the developments in the Syrian Arab Republic, the Government of Iraq, through a high-level committee composed of the Office of National Security Advisor, Ministry of Migration and Displacement and the National Intelligence Service of Iraq and other security bodies, has committed to accelerating the return of Iraqi nationals from Hawl camp. In January 2025, the committee decided to accelerate the pace of returns to as many as 900 households per month. At the time of writing, eight rounds of returns had occurred in 2025, with 1,127 households comprising 4,267 individuals having returned. Those numbers reflect a significant scaling-up of return operations compared with the four rounds that were conducted in 2024. Recognizing the need for increased capacity to host returnees and following the high-level committee's

recommendation, the National Security Council of Iraq allocated 5 billion Iraqi dinars (approximately \$3.8 million) to recommission the former Jad'ah 5 camp, near the Amal Rehabilitation Centre (formerly known as Jad'ah 1) in Ninawa Governorate. The United Nations in Iraq has advised expanding the Amal Rehabilitation Centre rather than commissioning an additional camp. The Ministry of Migration and Displacement has begun preparations to operationalize the Jad'ah 5 site, but additional technical and financial support are required to ensure adequate services.

41. UNHCR, the United Nations Children's Fund (UNICEF) and the IOM, in cooperation with the Ministry of the Interior, continued to support returnees at the Amal Rehabilitation Centre in obtaining civil documentation, including through the provision of relevant legal support. Between January 2024 and January 2025, a total of 1,686 returnees received their civil documents. United Nations agencies continued to provide access to essential services, economic livelihood opportunities and mental health and psychosocial support for returnees. UNICEF improved access to essential services for 1,856 children (including 1,058 girls), while 7,425 returnees benefited from water, sanitation and hygiene services. The United Nations Development Programme supported the socioeconomic reintegration of 4,377 households, benefiting more than 23,000 individuals, and rehabilitated 162 housing units for returnees and community members, benefiting more than 1,300 individuals. The World Food Programme (WFP) provided essential food assistance to the entire population of the Amal Rehabilitation Centre and more than 38,500 Syrian refugees in camps through mobile cash transfers. In addition, WFP provided multipurpose cash assistance to household that lacked civil documentation and were enrolled in the civil documentation programmes of IOM and UNHCR, which currently serve more than 1,700 households (9,000 individuals).

42. The overall reduction in foreign assistance has significantly affected United Nations activities in Iraq. The United Nations in Iraq and the Government are jointly assessing how to address declining international humanitarian funding for United Nations activities in Iraq and other funding gaps.

43. In October, the Green Climate Fund approved a six-year, \$29.2 million FAO-led project to enhance water usage efficiency and food security in rural areas of Iraq through climate-resilient agriculture and by addressing water shortages and agrifood challenges, while empowering women as community-level climate risk managers.

44. The exposure of Iraq to the effects of climate change exacerbates existing challenges related to water scarcity, desertification, rising temperatures and agricultural productivity. On 11 March, the Ministry of Environment and the United Nations country team discussed the formation of an environment and climate change advisory group to address pressing environmental issues, including air pollution. The advisory group would serve as a platform for identifying environmental priorities, coordinating national and international efforts and enhancing global partnerships.

45. The Mine Action Service cleared 531,366 m² of land and 1,287 items of explosive ordnance, facilitating peacebuilding efforts, the safe return of displaced families and releasing agricultural land for productive use. In addition, the Mine Action Service supported Iraqi non-governmental organization demining teams, 40 per cent of the members of which are women, in Sinjar and Mosul Districts of Ninawa Governorate. In addition, 12 Ministry of Interior police officers, including 6 women police officers, were trained through train-the-trainer courses on explosive awareness, with a view to ensuring sustainable responses to the explosive ordnance threat.

46. In December 2024, the United Nations Educational, Scientific and Cultural Organization (UNESCO) completed the rehabilitation and rebuilding of the Hadba'

minaret and the reconstruction of the Tahirah church, the Sa'ah convent and 124 historic residences in Mosul. The work on the Nuri mosque was completed in March, and the Government is expected to officially inaugurate it in the near future. The Director-General of UNESCO visited the sites on 5 February and met with community leaders, civil society representatives and the architects and engineers who took part in the "Revive the Spirit of Mosul" initiative of UNESCO.

47. In November 2024, the Deputy Special Representative, Resident Coordinator and Humanitarian Coordinator submitted the draft of the United Nations Sustainable Development Cooperation Framework 2025–2029 to the Government for endorsement. The draft framework, which was being reviewed by a government committee at the time of writing, takes into account UNAMI activities that will be handed over to the United Nations country team in accordance with the UNAMI transition and liquidation plan ([S/2024/966](#), annex).

D. Human rights and rule of law developments and activities

48. On 27 January, at its forty-eighth session, the Working Group on the Universal Periodic Review conducted a review of Iraq as part of the fourth universal periodic review cycle. The delegation of Iraq was led by the Minister of Justice. A total of 93 Member States participated in the review and made 263 recommendations aimed at improving the situation of human rights in Iraq. Those recommendations will be reviewed and considered by Iraq, with a view to their adoption at the fifty-ninth session of the Human Rights Council, which will be held in June and July 2025.

49. On 21 January, the Council of Representatives voted to adopt a law amending the Personal Status Law (No. 188 of 1959), which serves as the primary legal framework governing family and personal matters for Muslims in Iraq. The amendment retains law's provision on the minimum age of marriage (18, or 15 with judicial and guardian approval, and it stipulates the establishment of a Shiite personal status code, which is to be drafted by the Shiite Endowment Office with the assistance of legal experts. Iraqi citizens would continue to retain the option of marrying under the 1959 law. The United Nations in Iraq has underscored the importance of ensuring that legal reforms, including any code to be established by the amendment to Personal Status Law, align with the international human rights obligations of Iraq, in particular with regard to safeguarding the rights and well-being of women and children.

50. An amendment to the General Amnesty Law (No. 27 of 2016), adopted on 21 January, retains provisions under which a judicial committee can reopen investigations and trials that were allegedly based on confessions extracted under torture, evidence provided by anonymous informants or confessions provided by third parties, and extends the applicability of the Law to cover crimes committed up to January 2025. In addition, the amendment expands the list of terrorist offences that are explicitly excluded from amnesty, including crimes of incitement, assistance or recruitment that were committed before 10 June 2014.

51. On 7 April, as part of ongoing efforts to ensure the protection of journalists and promote a structured dialogue on freedom of expression, UNAMI facilitated a round-table discussion in Erbil for journalists, civil society, representatives of media regulatory bodies and the Independent Human Rights Commission of the Kurdistan Region.

52. During the reporting period, UNAMI documented 16 cases in which activists and journalists were charged pursuant to the defamation provisions of the Penal Code (1969) for criticizing government officials or policies. Civil society representatives continued to face threats and intimidation for expressing views critical of public

officials. In one example, a human rights activist received an anonymous death threat after criticizing a deterioration in basic services and alleging corruption. In addition, in a series of incidents in February, at least 12 social media users were arrested in the Kurdistan Region of Iraq for posting content deemed contrary to public morals and were charged under article 2 of the Prevention of Misuse of Telecommunications Equipment Act in the Kurdistan Region of Iraq.

53. On 6 March, as part of the efforts of the United Nations in Iraq to mark International Women's Day around the country, UNAMI organized a round-table discussion in Erbil. The event brought together representatives from the Kurdistan Regional Government, civil society, the Independent Human Rights Commission of the Kurdistan Region and key partners from the United Nations, including the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and UNFPA, to discuss collaborative efforts to strengthen the protection and promote the empowerment of women in the Kurdistan Region of Iraq.

54. From 1 December to 31 March, UNAMI documented 25 conflict-related incidents resulting in at least 52 civilian casualties (22 fatalities, including 14 children and 2 women, and 30 injured, including 12 children and 1 woman). The majority of these civilian casualties were caused by explosive remnants of war, followed by aerial attacks, indirect fire and small arms fire.

55. From 1 December to 31 March, the country task force on monitoring and reporting on grave violations against children in armed conflict verified the killing and maiming of 26 children (17 boys and 9 girls) aged between 2 and 17 years by explosive remnants of war (14 killed and 12 maimed). The incidents occurred in areas that were previously under the control of Da'esh.

56. Enforced disappearances remain an ongoing concern in Iraq, with estimates suggesting that between 250,000 and 1,000,000 individuals have gone missing over the past five decades, while victims' families continue to seek answers about the fate and whereabouts of their loved ones.

IV. Security and operational issues

A. Update on security arrangements

57. The Department of Safety and Security supported an average of 28 field missions per day across the country in areas where the risk was assessed as medium or high. Close coordination with the Government continued to ensure the necessary security support for United Nations operations.

B. Update on the Mission's transition activities

58. In line with Security Council resolution [2732 \(2024\)](#), the transition and liquidation plan of the Secretary-General for UNAMI ([S/2024/966](#), annex) was submitted to the Security Council on 24 December 2024. The plan was developed in close consultation with the Government of Iraq. Three strategic transition priorities are identified in the plan to guide the work of the United Nations system in Iraq as UNAMI withdraws by 31 December 2025 and to reconfigure the United Nations presence after the departure of the Mission: (a) effective mandate delivery, with a focus on electoral assistance, including support for women's participation; facilitation of progress towards a final resolution of outstanding issues between Iraq and Kuwait, including missing Kuwaiti and third-country nationals and missing Kuwaiti property; facilitation of development and humanitarian tasks; and the promotion of

accountability and protection of human rights; (b) transfer of tasks to ensure preservation of gains and sustained United Nations support; and (c) safe and gradual Mission drawdown, to be completed by 31 December 2025.

59. In accordance with the transition and liquidation plan, UNAMI began the process of transferring tasks, where possible and as relevant, to the country team in the areas of electoral assistance, human rights, women and peace and security, and climate security, making use of the coordination mechanisms and strategic objectives established in the United Nations Sustainable Development Cooperation Framework 2025–2029. Accordingly, UNAMI has transferred its role as leader of the United Nations Theme Group on Gender to UN-Women; its role as chair of the monitoring and reporting arrangement on the prevention of conflict-related sexual violence to UNFPA; and its roles as chair of the Women Advisory Group and co-chair of the country task force on monitoring and reporting on grave violations against children in armed conflict to the Resident Coordinator Office in Iraq.

60. During the reporting period, the gradual drawdown of UNAMI began with a reduction of the Mission's staffing footprint, the closure of the field offices in Mosul and Kirkuk on 31 March and 30 April, respectively, and the development and implementation of a plan for the repatriation of the United Nations guard unit, in accordance with resolution [2732 \(2024\)](#). As a result, the Mission's gradual drawdown remains on schedule, with its footprint decreasing from 776 posts and 245 guard unit personnel as at December 2024 to 583 posts and 157 guard unit personnel by 31 July.

C. Mission facilities, logistics, aviation, financial and legal issues

61. The Mission continued to develop administrative closure processes and prepare for liquidation. It has developed an asset disposal plan to ensure that its asset disposal and the transfer of assets to the United Nations country team, or the donation of assets to the Government of Iraq, are documented, transparent and in full compliance with the relevant United Nations policies and procedures. At the time of writing, UNAMI had completed 25 per cent of its archiving and records management tasks and had begun physical verification of assets, environmental cleanup and other logistical tasks. The processes of liquidating and handing over the Mosul compound, which are being conducted in close coordination with local and national authorities, are under way. The transfer of the Mosul and Kirkuk compounds to national authorities is scheduled to be completed by 31 May and 31 July, respectively.

62. The Mission continued to engage regularly with the Government of Iraq to explore the potential transfer of its assets and use of its premises. As the result of regular and positive discussions with the Government's Committee on Transition, the Government responded favourably to the United Nations country team's request that it be allowed to use the integrated compounds in Baghdad and Erbil following the departure of UNAMI. The Mission is preparing to hand over management of the integrated compounds to the United Nations country team, which will take charge of them effective 1 January 2026.

V. Observations

63. I commend the efforts of the Government of Iraq, led by the Prime Minister, Mr. Al Sudani, in its pursuit of peace, stability and development in Iraq, as well as its diplomatic engagement in the region. I also commend the efforts of political leaders in the Kurdistan Region of Iraq in this regard.

64. The decision of the Government of Iraq to hold parliamentary elections on 11 November is a welcome development. With electoral preparations under way, all Iraqis, political leaders in particular, should play their part in creating a conducive environment for the peaceful and orderly conduct of the elections, thereby consolidating the country's democratic gains. As in previous electoral cycles, the United Nations is committed to providing targeted electoral assistance through the Independent High Electoral Commission. In that regard, I urge the authorities to continue to provide all the support needed for organizing the elections, including by collaborating with other donors to fund United Nations electoral assistance activities.

65. In addition, I encourage Iraqi political parties and institutions to foster greater inclusion and meaningful participation of women, minorities and underrepresented groups at all stages of the electoral and political processes. The United Nations stands ready to support these efforts.

66. Following the parliamentary elections held in the Kurdistan Region of Iraq on 20 October, I call upon the political leaders of the Region to work together towards the swift formation of an effective regional government and to ensure the meaningful political participation of women at all levels, with a view to delivering concrete benefits to residents in the region.

67. I welcome the efforts of Iraq and Kuwait to develop stronger bilateral relations and resolve outstanding issues. The implementation of the agreement on the demolition of housing units along the Iraq-Kuwait border at Umm Qasr, the assignment of envoys by both Iraq and Kuwait to facilitate the resolution of outstanding issues between the two countries and the resumption of the meetings of the joint Kuwait-Iraq technical and legal committee are positive developments in that regard. I encourage the Government of Iraq to take further steps to restore trust and make progress on all outstanding issues between the two countries, including on the file of missing Kuwaiti and third-country nationals and missing Kuwaiti property, including the national archives. I will present my recommendations pursuant to paragraph 6 (b) of Security Council resolution [2732 \(2024\)](#) for an appropriate follow-on mechanism on this file separately in my forty-second report on the implementation of paragraph 4 of resolution [2107 \(2013\)](#) (S/2025/320).

68. I commend the concerted efforts of the Government of Iraq to accelerate the return of all Iraqi nationals from north-eastern part of the Syrian Arab Republic and call for international support for the Government of Iraq and the "One United Nations" plan, so that these returns can be completed by the end of 2025. I reiterate my appeal to all Member States to repatriate their nationals from the Hawl camp without further delay.

69. The continuing commitment of the Government of Iraq to expedite the reintegration of internally displaced persons into Iraqi society is commendable. I reiterate my call for durable solutions for the return of the remaining displaced population. Returns must be voluntary, safe and sustainable, and accompanied by broader efforts to improve living conditions in areas of return or resettlement, in line with international standards and commitments.

70. Iraq should ensure that any changes to the regulation of personal status matters are in alignment with its international human rights obligations, in particular with regard to safeguarding the rights and well-being of women and children. In that connection, I reaffirm the continued and steadfast support of the United Nations for Iraq in its aspirations towards a State based on upholding the rule of law and respecting human rights.

71. The right of freedom of expression is a cornerstone of a democratic society and plays a crucial role in maintaining the health and sustainability of democratic

governance. While defamation laws are intended to protect individuals from false and harmful statements, such laws should not infringe upon freedom of expression. I encourage Iraq to move towards decriminalizing defamation and instead adopt civil remedies, which can offer appropriate protection without violating the right to freedom of expression.

72. I encourage the Government of Iraq to increase its engagement with United Nations treaty body mechanisms, including, in particular, with regard to the issue of enforced disappearances. This would include implementing the comprehensive recommendations made by the Committee on Enforced Disappearances in the final report on its first visit to Iraq (CED/C/IRQ/VR/1 (Findings)), which the Committee adopted and shared with the Government in April 2023.

73. The United Nations remains committed to ensuring the successful implementation of the residual mandate of UNAMI and the Mission's orderly drawdown and closure by 31 December 2025. The United Nations family in Iraq is making every effort to consolidate and preserve the achievements made by UNAMI since 2003, and is committed to working closely with the Government of Iraq to support the continued advancement of the United Nations-Iraq partnership.

74. The cooperation the Government of Iraq with and its support of the United Nations has been essential during the Mission's transition process. I express my gratitude to the Government of Iraq for enabling the United Nations to retain the use of the integrated compounds in Baghdad and Erbil for its operations following the departure of UNAMI.

75. Finally, I would like to thank the Special Representative of the Secretary-General for Iraq and Head of UNAMI, Mohamed Al Hassan, and the United Nations staff in Iraq for their continued dedication to implementing the Organization's mandate in the country.
