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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 Council decided to extend the mandate of the United Nations Assistance Mission for Iraq (UNAMI) for a final 19-month period until 31 December 2025 and requested the Secretary-General to report to the Council every six months on progress made towards fulfilling the mandate of UNAMI.

2. As the mandate of UNAMI is scheduled to conclude on 31 December 2025, this is the final report of the Secretary-General covering key developments relating to Iraq and providing an update on the activities of the United Nations in Iraq since the previous report of 30 May 2025 ([S/2025/323](#)) and the briefing to the Security Council on 10 June 2025 by the Special Representative for Iraq and Head of UNAMI.

II. Summary of key political developments

A. National developments

3. On 11 November, Iraq held elections for the Council of Representatives for the sixth time under the 2005 Constitution. The Independent High Electoral Commission opened a total of 43,883 polling stations in 9,539 polling centres for general voting on 11 November, and for special voting for Iraqi security forces personnel and internally displaced persons on 9 November. After casting his vote on 11 November, the Prime Minister of Iraq, Mohammed Shia' Al Sudani, congratulated the Iraqi people for their participation in the elections and described the elections as an important step in consolidating democratic governance in Iraq.

4. Media reports indicated an orderly and peaceful voting process with a small number of security incidents before the polls closed after general voting had concluded. Isolated instances of small arms fire were reported near a small number of polling centres, with no reports of serious injuries. The Supreme Security Committee for Elections stated that no major security incidents affected the integrity of the electoral process.

5. The Independent High Electoral Commission reported accrediting about 1 million domestic observers, 450,000 political party agents and more than 1,346 international observers. In total, the United Nations deployed 14 teams (comprising



104 personnel) to visit polling centre operations. UNAMI teams were deployed in Baghdad, Basra, Erbil, Kirkuk, Mosul and Sulaymaniyah.

6. The Independent High Electoral Commission released preliminary results on 12 November. The provisional results, including seat allocations, are expected to be published once the Commission completes audits of the polling stations under quarantine and after all complaints are adjudicated.

7. According to the Commission, official registered voter turnout reached 56.11 per cent, exceeding 2021 voter turnout by 12.57 per cent, with 12 million out of 21.4 million registered voters participating in the elections. Of the 329 seats, 25 per cent were reserved for women, (83 female Members of Parliament) and nine seats for minorities.

8. Ahead of the elections, several parties and political leaders called for peaceful campaigning and for the elections to be free and fair and conducted in a safe and orderly manner. Under the electoral law, parties and coalition lists were required to field at least a minimum of 25 per cent women candidates and nine parliamentary seats were reserved for candidates from minority groups. There was widespread encouragement of broad voter participation by the President, Abdullatif Rashid, the Prime Minister, the Speaker of the Council of Representatives, Mahmoud al-Mashhadani, as well as leaders of political parties and electoral candidates. In March, National Shi'a Trend leader Moqtada al-Sadr instructed his followers not to participate in the elections as either voters or candidates.

9. On 20 September, the Prime Minister launched Iraq's 2050 Vision for Development and the Future, which aims to establish a vibrant, productive society with a diversified and sustainable economic base. The Prime Minister continued to prioritize advancing the Development Road Project, the Government's flagship initiative designed to link Iraq to regional and global markets through new transport and logistics corridors spanning over 1,200 km from the Al-Faw Grand Port in Basra Governorate to the border with Türkiye. In June, the World Bank approved approximately \$930 million of financing over seven years to upgrade 1,047 km of existing railways, contributing to the goals of the Development Road Project.

10. Dialogue between the federal Government and the Kurdistan Regional Government remained focused on negotiations related to the federal budget, the transfer of federal funds to enable the regional government to fulfil its financial obligations to public sector employees and other beneficiaries, and the resumption of oil exports from the Kurdistan Region of Iraq. The salaries of civil servants in the Kurdistan Region of Iraq for the month of July were disbursed in October, following the submission by the Kurdistan Regional Government to the federal Government of approximately 120 billion Iraqi dinars, representing half of its non-oil revenues for July. Federal authorities had previously transferred funds to cover the payment of the region's civil servants for May and June on the same basis.

11. On 25 September, the Prime Minister announced an agreement between the federal Government, the Kurdistan Regional Government, and a consortium of international oil companies that paved the way for the resumption two days later of oil exports from the Kurdistan Region of Iraq through the Iraq-Turkey pipeline, which had been halted since March 2023.

12. The two largest political parties in the Kurdistan Region of Iraq, the Kurdistan Democratic Party and the Patriotic Union of Kurdistan, continued negotiations to form a new regional government following the regional parliamentary elections held on 20 October 2024. Party leaders expressed confidence in a positive outcome, although the allocation of senior posts has remained a persistent obstacle, and a government has yet to be formed.

13. During the reporting period, energy policy remained at the forefront of the Government's agenda, including efforts to boost domestic energy and electricity production, reduce reliance on imports and shift oil exports towards high-value derivatives. Speaking at the Baghdad International Energy Forum held on 6 and 7 September in Baghdad, Minister of Oil, Hayan Abdul-Ghani, framed the energy agenda of Iraq within global climate commitments, highlighting the goal of reducing its carbon emissions and increasing the share of renewables in domestic energy production to 30 per cent.

B. Regional developments

14. The escalation of hostilities between Israel and the Islamic Republic of Iran in June raised serious concern in Iraq regarding possible ramifications for the country's stability, economy and security. The Government of Iraq continuously expressed its determination to shield the country from conflict and called for de-escalation and dialogue, underscoring the commitment by Iraq to regional stability. Government and political leaders in Iraq issued strong condemnations of violations of Iraqi airspace, amid reports of debris from Israeli and Iranian munitions falling on Iraqi territory.

15. Bilateral engagement with Iran continued. From 11 to 13 August, the Secretary of the Supreme National Security Council of the Islamic Republic of Iran, Ali Larijani, visited Baghdad, where he held meetings with Iraqi leaders. The Office of the National Security Advisor of Iraq announced that the visit aimed to follow up on the bilateral security agreement signed between the two countries in March 2023.

16. On 9 September, Prime Minister Al Sudani and the President of the United States of America, Donald Trump, in separate statements, announced the release and handover to the Embassy of the United States in Baghdad of Israeli-Russian citizen Elizabeth Tsurkov, captured in Baghdad in March 2023. The Secretary of State of the United States of America, Marco Rubio, thanked the Prime Minister for his support in securing the release.

17. Throughout the reporting period, the Prime Minister and the Government of Iraq have remained in close contact with key regional and international leaders calling for a ceasefire in Gaza, addressing pressing humanitarian needs and de-escalating tensions across the region. On 9 September, Iraqi leaders and the Ministry of Foreign Affairs condemned the strikes by Israel in Doha, earlier that day. At the extraordinary joint session between the League of Arab States and the Organization of Islamic Cooperation in Doha on 15 and 16 September, Iraq continued to affirm its readiness to support humanitarian and reconstruction efforts in Gaza. On 9 October, the Ministry of Foreign Affairs welcomed the "regional and international efforts that led to an agreement on Gaza ... stressed the need for an immediate ceasefire ... and ensuring the unimpeded delivery of humanitarian aid to those affected" and reiterated its support for continued efforts aimed at achieving a durable ceasefire, easing civilian suffering and promoting conditions conducive to lasting regional stability. The Prime Minister reaffirmed Iraq's support during engagements on the sidelines of the Gaza Peace Summit held in Sharm el-Sheikh, Egypt, on 13 October.

18. Constructive engagement with the authorities in the Syrian Arab Republic also continued. On 14 June, the Border Ports Authority of Iraq announced the reopening of the border crossing connecting Al-Qa'im in Iraq and Albu Kamal in the Syrian Arab Republic, which had been closed since December 2024. On 28 August, the Director of the National Intelligence Service of Iraq, Hamid al-Shatri, made his third visit to Damascus since December 2024, meeting with the President, Ahmed al-Sharaa, and other Syrian authorities to discuss counterterrorism, border management and economic ties. On 12 and 13 August, the Minister of Energy of the

Syrian Arab Republic, Mohammed al-Bashir, visited Baghdad to discuss energy cooperation with the Prime Minister and other Iraqi officials, including prospects to revive a disused oil pipeline between the two countries.

19. On 2 June, the Ministerial Council of the Cooperation Council for the Arab States of the Gulf convened its 164th session in Kuwait. In its closing statement, the Ministerial Council stressed the need for Iraq to respect the sovereignty and territorial integrity of Kuwait and to abide by its bilateral and international commitments and agreements, as well as relevant United Nations resolutions, including Security Council resolution [833 \(1993\)](#). It also called for the completion of the delineation of the maritime boundary between Iraq and Kuwait beyond maritime marker 162. In addition, the Ministerial Council called on the Government of Iraq to abide by the Agreement Regulating Maritime Navigation in Khor Abdullah signed in 2012, expressing its “complete rejection of the contents of the ruling of the Federal Supreme Court of Iraq in 2023,” as well as its rejection of the “unilateral action”, also taken in 2023 by Iraq, to “cancel the Security Exchange Protocol signed in 2008 and its map adopted in the Joint Plan to Ensure the Safety of Navigation in Khor Abdullah”.

20. On 8 July, the President and the Prime Minister announced the withdrawal of their separate claims filed earlier in the year, which requested the Federal Supreme Court to “reverse” its 2023 ruling on the Khor Abdullah Agreement, citing legal and constitutional grounds. A presidential statement on the withdrawal of the claims underlined “the necessity for the Council of Representatives to take the required legislative action in accordance with the decision of the Federal Supreme Court”. The Court had ruled in 2023 that a two-thirds majority vote was required for the Agreement’s ratification by the Council of Representatives, rather than the simple majority adopted in 2013. To date, the Council of Representatives has not held a vote on the re-ratification of the Agreement.

21. The joint Kuwait-Iraq technical and legal committee to delimit the maritime boundary beyond point 162 held its tenth session in Kuwait on 17 July and its eleventh session in Baghdad on 16 September. The committee is chaired by the Deputy Minister for Foreign Affairs of Kuwait, Sheikh Jarrah Jaber Al-Ahmad Al-Sabah, and the Undersecretary for Bilateral Relations of the Ministry of Foreign Affairs of Iraq, Mohammed Hussein Bahr Aluloom.

C. Security situation

22. During the reporting period, Da’esh continued to conduct asymmetric attacks, primarily in Anbar, Baghdad, Diyala, Kirkuk, Ninawa and Salah al-Din Governorates, while Iraqi security forces continued to carry out counter-terrorism operations in response to Da’esh activity. From 1 April to 20 October 2025, a total of 21 attacks were attributed to Da’esh. Most of those attacks were directed against Iraqi security forces.

23. On 27 July, armed individuals stormed the Karkh office of the Agriculture Directorate of Baghdad Governorate, holding staff inside the building until Iraqi security forces restored order following a clash that resulted in the deaths and injuries of both security personnel and civilians. The incident was reportedly linked to disputes over appointments and contracts. On 9 August, the spokesperson for the Prime Minister issued a statement announcing the findings of an official investigation into the incident, ordered by the Prime Minister, as Commander-in-Chief of the Armed Forces. According to the statement, the investigation concluded that the “armed elements responsible” for the incident had “acted without orders or authorization” and “belong to Kata’ib Hezbollah, affiliated with the 45th and 46th Brigades of the Popular Mobilization Forces”. The statement added that based on the

committee's findings, the Prime Minister approved the dismissal of senior commanders of the Popular Mobilization Forces and the referral of those involved to the judiciary; ordered accountability for leadership failures; and reaffirmed strict enforcement of military regulations to prevent any recurrence of such violations.

24. Regional tensions and sporadic unclaimed attacks continued to affect Iraq. On 24 June, as the ceasefire between Iran and Israel began to take effect, unclaimed drone strikes targeted radar and air defence assets in Baghdad and Dhi Qar Governorates, causing significant damage to radar equipment, while additional drone interceptions were reported in Baghdad, Anbar, and Salah al-Din Governorates, according to the Media Office of the Prime Minister. On 30 June, four rockets targeted the Kirkuk international airport complex, while two drones were intercepted approaching the Baiji Refinery in Salah al-Din. Between 14 and 16 July, a series of drone attacks targeted oil fields and related energy infrastructure in the Kurdistan Region of Iraq, while one drone was intercepted on 14 July near the Erbil international airport. On 15 July, the Government of Iraq announced that the Prime Minister had ordered an immediate investigation into these incidents, promising accountability and assuring that all necessary steps would be taken to protect "vital infrastructure". On 18 July, the Office of the Prime Minister announced that the investigation launched earlier into the attacks targeting Iraqi air defences in late June had concluded that the attacks had been executed by a single party, which was not named, and launched from inside Iraqi territory.

25. Turkish military activity against the Kurdistan Workers' Party (PKK) in northern Iraq continued to decrease throughout the reporting period. On 9 July, jailed PKK leader Abdullah Öcalan declared the end of the PKK armed struggle in a video message. Two days later, the PKK held a disarmament ceremony in Sulaymaniyah Governorate, following its announcement in March of a unilateral ceasefire and its decision in May to dissolve and disarm.

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

A. Mission leadership activities

26. During the reporting period, the Special Representative engaged extensively with government officials, judicial authorities, political party leaders, women's rights organizations and religious leaders to conclude UNAMI activities and pave the way for a successful transition to the United Nations country team by 31 December. In his engagements, the Special Representative commended the efforts by the Government of Iraq to maintain balanced relations with key partners and to prevent the country from being drawn into regional escalation, thereby preserving Iraq's security and stability amid regional turmoil.

27. The Special Representative and the Deputy Special Representative for Political Affairs and Electoral Assistance closely followed preparations for the national parliamentary elections held on 11 November, engaging regularly with the Independent High Electoral Commission. The Deputy Special Representative also coordinated broader United Nations engagement with the Commission and other Iraqi institutions to enhance women's participation in the electoral process, both as candidates and as voters.

28. During the reporting period, the Special Representative visited Basrah, Karbala, Kirkuk, Mosul and Najaf, where he met with local officials, tribal leaders and

community representatives, and visited United Nations projects advancing initiatives of the Government of Iraq.

29. The Special Representative made several visits to Erbil and Sulaymaniyah in the Kurdistan Region of Iraq, encouraging the Region's two largest political parties to resolve their differences and move forward with the formation of a regional government. He also engaged on issues related to the delayed payment of salaries of the civil servants in the Kurdistan Region of Iraq. In his meetings with Kurdish political party leaders, the Special Representative further emphasized that any security operations must be carried out in full respect of human rights and in line with applicable national and international legal standards.

30. Over the past six months, the Special Representative travelled to Ankara, Kuwait, Moscow, Muscat and Riyadh, where he met senior officials to urge their continued support for the stability of Iraq as the UNAMI mandate nears completion. He also discussed the safe, dignified and voluntary return of Iraqi nationals from camps in north-east Syria, as well as outstanding issues between Iraq and Kuwait.

31. The Special Representative and Deputy Special Representative participated in the commemorations of the eleventh anniversary of the Da'esh attack on Sinjar and the ensuing international crimes committed against the community by Da'esh, encouraging closer cooperation between federal and Kurdistan Region of Iraq institutions working on the issue of missing Yazidis. They also engaged with representatives of Iraqi minority communities to discuss United Nations support in addressing their human rights concerns.

32. The Deputy Special Representative continued his engagements with the Government of Iraq Transition Committee, senior officials in the Kurdistan Region of Iraq, and the diplomatic community on the implementation of the transition and liquidation plan of the United Nations Assistance Mission for Iraq.

B. Support to electoral processes

33. Pursuant to its mandate, UNAMI continued to provide advice, support and technical assistance to the Government of Iraq, the Independent High Electoral Commission and other Iraqi institutions in strengthening electoral preparations and processes for the Council of Representatives elections held on 11 November. The Commission advanced, with support from UNAMI, the implementation of its electoral operational plan in accordance with the published electoral calendar.

34. Candidate registration closed on 24 June with 7,926 candidates registered for the 329 seats in the federal Parliament, including nine seats reserved for minorities. Of the candidates, 2,225 were women, representing 28 per cent of the total. The Commission reviewed candidate eligibility based on the applicable legal criteria and vetting carried out by the relevant institutions in Iraq, including the Accountability and Justice Commission. The vetting process resulted in a higher number of disqualifications compared to previous elections. UNAMI encouraged the Commission to increase transparency, including by publishing its decisions clarifying the vetting process and the legal basis for disqualifications. Following the completion of vetting, appeals and substitutions, the Commission released the final list of candidates on 1 October, comprising 7,768 approved candidates.

35. On 9 August, the Commission conducted the ballot lottery that determined the order and assigned ballot numbers for the 31 electoral alliances, 38 political parties and 76 independent candidates participating in the elections. In conducting the lottery, the Commission made use of equipment and systems provided by UNAMI ahead of

previous elections. The Commission informed representatives of the alliances, political parties, media and domestic observer groups about the electoral process.

36. UNAMI also supported the Commission in its logistical and technical preparations. The Commission finalized the voter register following the de-duplication and cleaning of biometric data. The register contained 21,404,291 biometrically registered voters, out of 29,253,258 eligible voters, allocated across 43,883 polling stations in 9,539 polling centres. Of the total number of registered voters, 20,063,773 are regular voters, while 1,313,980 Iraqi security forces personnel and 26,538 internally displaced persons were registered for special voting.

37. Similarly, UNAMI advised the Commission in developing and implementing the procedures and information technology systems for the online recruitment of polling staff and their training on polling and counting procedures. A total of 826,315 applications were received countrywide, of which 235,437 were selected by lottery, including 73,527 women (31.2 per cent). UNAMI provided advice to the Commission on enhancing measures, including for the electronic lottery mechanism, to increase the number of women polling staff.

38. The Commission conducted four testing and simulation exercises on the use of upgraded electoral devices for polling, counting and transmission of election results, witnessed by electoral stakeholders including political parties, candidates, observers and the media. After being upgraded in the Republic of Korea, 70,688 voter verification devices, 70,960 optical scanning devices for polling station counting and 9,875 results transmission systems had been returned to Iraq by 14 September.

39. UNAMI provided input and worked with Commission counterparts in implementing its media plan and other public outreach, voter education and stakeholder engagement strategies. These included the formulation of a media and outreach plan, the development of new mobile applications, the production of audiovisual and printed materials and the use of digital and social media partnerships with Iraqi media and communications institutions. UNAMI advised the Commission in developing regulations, procedures and a code of conduct for the accreditation of domestic and international observers and media representatives.

40. UNAMI further supported activities by the High Committee to Support Women's Political Participation, as well as the Commission and other Iraqi institutions, to promote women's participation and the training of women candidates. Prior to and during the electoral campaign period that began on 3 October, the Commission established campaign monitoring committees at the national and governorate levels to document reports and address electoral violations, including hate speech, disinformation and misinformation.

41. UNAMI also continued its advisory support to the Commission on specific issues related to the electoral process, including the development of an electoral code of conduct for candidates, the upgrading of ballot scanners and the use of advanced technologies for disseminating election information, and the implementation of the election security plan in coordination with the Supreme Security Committee for Elections.

C. Humanitarian and development assistance

42. During the reporting period, the United Nations country team worked closely with the Government of Iraq to advance recovery, reintegration and long-term development priorities while addressing the persistent humanitarian needs of internally displaced persons, returnees and refugees. Progress was achieved in the areas of cultural heritage, housing, basic services, agriculture, health, protection and

governance. However, funding shortfalls and protracted displacement continued to pose challenges as Iraq transitions from emergency response to sustainable and inclusive development.

43. As of 1 October, 102,530 internally displaced persons remained in 20 formal camps in the Kurdistan Region of Iraq. Departures from such camps in 2025 were slower compared with 2024, with 1,221 families (5,580 people) leaving through 30 September, mainly to return to Ninawa. Obstacles included the suspension of new departure registrations, inconsistent in-kind assistance due to funding shortfalls, and restrictions at East Mosul camp, where approximately 500 families face heightened risks linked to allegations of past extremist affiliations.

44. The suspension of return grants since October 2024 and delayed and inequitable compensation processes pose challenges to many internally displaced persons who are unable to rebuild or sustain returns, including Yazidi families. Timely and accessible financial support is needed to help facilitate sustainable returns and prevent renewed displacement.

45. The announcement by the Ministry of Migration and Displacement in August that families remaining in camps could be considered “integrated” by the end of 2025 if they did not depart the camps underscores the political deadlock between Baghdad and Erbil. Rather than presenting a plan to assist families in rebuilding, this approach risks leaving tens of thousands of families in a policy vacuum, neither recognized as displaced nor supported in return. Unless the Government of Iraq addresses these gaps, through consistent assessments, equitable access to compensation, and a credible reintegration strategy, displacement risks becoming a protracted feature of the social and political landscape of Iraq.

46. By 1 October, the Government of Iraq had facilitated a total of 29 rounds of returns from Hawl camp and 2 from Rawj camp in the north-east of the Syrian Arab Republic, bringing back 4,915 families (18,830 individuals). The Amal Rehabilitation Centre provided short-term reception with health, education, psychosocial, food, legal aid and economic assistance services, prior to onward relocation to individuals’ area of origin or elsewhere in the country.

47. The High-level International Conference on the Repatriation of Persons from Al-Hol, Surrounding Camps and Places of Detention, convened by the Government of Iraq with technical support of the United Nations Office of Counter-Terrorism (UNOCT) at the United Nations Secretariat in New York on 26 September 2025, highlighted the leading role of Iraq in addressing the humanitarian, security and human rights crises linked to Hawl camp and other camps in the north-east of the Syrian Arab Republic. Iraq was recognized as a key example for other States undertaking repatriation efforts. Coordinated United Nations engagement in Iraq, particularly through the One UN Plan, was further commended as a model for effective repatriation strategies.

48. The United Nations supported civil documentation for returnees at the Amal Rehabilitation Centre in partnership with the Ministry of Interior. By 1 October, the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children’s Fund (UNICEF) and the International Organization for Migration had facilitated 2,940 applications for national identity cards, with 2,733 successfully issued.

49. The United Nations Population Fund and UNICEF sustained child protection, education, reproductive health and violence against women services at the Centre. The World Health Organization delivered 14.3 tons of essential medicines and supplies to the Directorate of Health in Ninawa, strengthening health services for returnee families. The International Organization for Migration assisted 266 Iraqi

returnees from the north-east of the Syrian Arab Republic with relocation and reintegration. It also contributed to transitional justice through the implementation of the Yazidi Survivors Law by the Government. More than 400 survivors accessed reparations, with civil society partners empowered to promote survivors' rights.

50. As of 1 October, 344,501 refugees and asylum seekers were registered in Iraq, including 304,342 Syrians. Approximately 80 per cent reside in the Kurdistan Region of Iraq. Between 1 January and 30 September, 6,300 of the Syrians registered with UNHCR voluntarily returned from Iraq to the Syrian Arab Republic. The United Nations continued to support essential services for refugee populations, despite persistent funding gaps.

51. The United Nations Office for Project Services rehabilitated 56 war-damaged shelters in Anbar Governorate for 341 individuals and began construction of 230 additional shelters in Sinjar and al-Ba'aj in Ninawa Governorate to house 1,380 people. In Mosul, the Government of Iraq and the United Nations Educational, Scientific and Cultural Organization (UNESCO) inaugurated the rehabilitated al-Nouri Mosque complex and Al-Tahera Church on 1 September under the "Revive the spirit of Mosul" initiative.

52. UNESCO also advanced efforts to address harmful online content by supporting the establishment of Iraq's first national team to report on digital governance and freedom of expression. Ahead of the November 2025 elections, the United Nations Population Fund launched a programme to counter online violence, hate speech and negative campaigns targeting women candidates, supporting their safe political participation.

53. UNICEF supported both the federal and Kurdistan Region of Iraq Ministries of Education to prepare the 2025–2026 Back-to-Learning Campaign. Building on the identification of 290,000 out-of-school children, the Government of Iraq has committed itself to providing annual funding to reintegrate them into classrooms or alternative learning pathways.

54. The Food and Agriculture Organization of the United Nations expanded climate-smart agriculture, training 1,878 farmers (12 per cent of them women) on water management, conservation practices and drought-resistant crops. Livelihood support packages reached 3,100 households. Through the Climate Wise Women initiative, 750 rural women were trained in sustainable farming and advocacy.

D. Human rights and rule of law developments and activities

55. On 2 July, the Human Rights Council adopted the recommendations supported by Iraq during the fourth cycle of the universal periodic review. Iraq supported 181 out of 263 recommendations submitted by Member States, a decrease of 26 per cent of recommendations supported by Iraq compared with the third cycle of the review in 2019. Iraq supported virtually all recommendations related to economic and social rights, including the provision of improved access to food and education, as well as recommendations calling for the adoption of legislation to protect and safeguard minority communities from discrimination.

56. Iraq also supported numerous recommendations relating to protecting the right to freedom of expression and aimed at enhancing the participation of women in public and political life. However, Iraq did not accept recommendations calling for the criminalization of gender-based violence or for the repeal of provisions in the Penal Code which exempt alleged perpetrators of rape from prosecution if they marry their victim.

57. Between September and November, UNAMI and the Office of the United Nations High Commissioner for Human Rights (OHCHR), jointly with the Federal Commission of Integrity, organized four consultative workshops with journalists, lawyers, human rights defenders and representatives of civil society organizations on applying a human rights-based approach to anti-corruption efforts. The workshops aimed to promote cooperation by non-government actors with the Commission of Integrity.

58. At the request of the Government of Iraq, UNAMI and OHCHR engaged with the Secretariat of the Supreme Committee to Counter Hate Speech, established by the Prime Minister and chaired by the Minister of Communications, to support the drafting of a national strategy to counter hate speech.

59. On 19 August, a prominent journalist and critic of the authorities of the Kurdistan Region of Iraq was sentenced to four and a half years of imprisonment after having been found guilty of threatening an official. The journalist has been in prison since 2021, when he was convicted and sentenced to six years of imprisonment following a trial considered at the time by UNAMI as a miscarriage of justice. In 2022, the President of the Kurdistan Region of Iraq issued a decree ordering the sentence to be reduced, but in July 2023, the journalist was sentenced to a further four years of imprisonment after being convicted on separate charges.

60. The leader of the New Generation Movement, Shaswar Abdulwahid, was tried and convicted in absentia on charges pending since 2022. Following his arrest on 12 August 2025 and his unsuccessful challenge of the conviction, he was sentenced to five months' imprisonment on 2 September. The Court of Appeal upheld the sentence on 21 September. Separately, on 22 August, People's Front Party leader Lahur Sheikh Jangi Talabani was arrested following a security operation in Sulaymaniyah, which left several dead and dozens detained. Security forces also raided and closed the offices of Zoom Television, the main media outlet of the People's Front Party. UNAMI expressed concern regarding due process in these proceedings and called on all relevant authorities in the Kurdistan Region of Iraq to uphold the principles of justice. It also called for steps to ensure that those arrested in the security operation in Sulaymaniyah were protected from ill-treatment. The timing of these arrests fuelled perceptions that they were politically motivated to undercut the political momentum of opposition parties.

61. During the reporting period, UNAMI documented at least six criminal prosecutions of activists and journalists under the defamation provisions of the Penal Code (1969). UNAMI also continued to document the arrest and prosecution of journalists, social media users, human rights defenders and others critical of the authorities.

62. Between 1 August and 31 October, UNAMI organized trainings in Baghdad, Basrah, Karbala and Najaf Governorates on human rights monitoring in the context of elections for young Iraqi human rights defenders.

63. During the election campaign period, UNAMI documented instances of election-related violence, primarily consisting of threats and intimidation directed at candidates and their campaign teams, both in person and online, as well as attacks on candidates and campaign events. On 15 October, a candidate was killed following the detonation of an improvised explosive device attached to his vehicle in northern Baghdad Governorate. The Prime Minister, as Commander-in-Chief of the Armed Forces, ordered an official investigation.

64. On 27 August, the Council of Representatives voted to endorse the personal status code based on Sharia Ja'afari Jurisprudence, drafted and submitted to the Council by the Shi'a Endowment Office pursuant to the January 2025 amendment to

the Personal Status Law. The Personal Status Law (No. 188 of 1959) serves as the primary legal framework governing family and personal status matters for Muslims in Iraq. Although the code is voluntary and does not lower the minimum age of marriage (18, or 15 with judicial and guardian approval), there are concerns over the code's broader compatibility with Iraq's international human rights obligations on the rights of women and children, particularly in relation to child custody, inheritance and the right to equality before the law.

65. From 1 April to 15 October, UNAMI documented 20 conflict-related incidents resulting in at least 33 civilian casualties (13 fatalities, including 5 children, and 20 injured, including 15 children). The majority of these civilian casualties were caused by explosive remnants of war, followed by improvised explosive devices.

66. From 1 April to 30 June 2025, the country task force on monitoring and reporting on grave violations against children in armed conflict verified the killing and maiming of 19 children (18 boys and 1 girl) by explosive remnants of war, and the killing of one child by small-arms fire during an operation by Iraqi security forces.

67. In the annual report of the Secretary-General on Children and Armed Conflict published on 17 June 2025 ([A/79/878-S/2025/247](#)), stated that, in view of the continued decrease in grave violations in Iraq and the measures adopted by the government to protect children, the situation of Iraq would be removed from the next annual report. Accordingly, Iraq was removed from the Children and Armed Conflict agenda and, with effect from 30 June 2025, the Iraq country task force on monitoring and reporting on grave violations against children in armed conflict was disbanded.

68. On 14 October, the General Assembly elected Iraq as a member of the Human Rights Council for a three-year term beginning on 1 January 2026.

IV. Security and operational issues

A. Update on security arrangements

69. The Department of Safety and Security supported an average of 42 field missions per day across the country. Close coordination with the Government of Iraq continued to ensure the necessary security support for United Nations operations.

B. Update on transition activities of the United Nations Assistance Mission for Iraq

70. In line with Security Council resolution [2732 \(2024\)](#) and the Secretary-General's Transition and Liquidation Plan ([S/2024/966](#)), the Mission's drawdown continues to advance. On 27 May and 31 July, UNAMI formally handed over its Mosul and Kirkuk compounds, respectively, to the Government of Iraq following environmental remediation, asset verification and the repatriation of the Guard Unit from Nepal. The remaining offices in Baghdad, Erbil, Basrah, and Tehran in the Islamic Republic of Iran are set to cease operations by 31 December 2025, with liquidation activities to be completed by September 2026.

71. The phased withdrawal of personnel remains on track in order for the Mission to deliver mandated tasks during its final period and complete its closure by 31 December 2025. Planning is underway for the repatriation of the Guard Unit from Fiji by 31 December 2025 in coordination with the Department of Safety and Security and the host authorities.

72. The progressive transfer of mandated activities to United Nations entities is also underway. Electoral support, human rights and advancing Iraq's National Action Plan on Women and Peace and Security are being transitioned to the United Nations country team and relevant agencies, funds and programmes to help preserve gains and sustain engagement with Iraqi counterparts.

C. United Nations Assistance Mission for Iraq facilities, logistics, aviation, financial and legal issues

73. The Mission is progressing with closure and liquidation preparations, including logistical arrangements, asset verification and disposal, as well as compliance with United Nations environmental standards. Assets are being transferred to other United Nations entities, sold at depreciated value, or disposed of in line with United Nations rules and regulations. As at 31 October, UNAMI has completed nearly 70 per cent of its archiving and records management tasks and continues to coordinate closely with relevant United Nations entities on transition, closure and liquidation matters.

V. Observations

74. Amid continued regional tensions, I commend the Government of Iraq for its sustained diplomatic engagement in the region, a reflection of its strong commitment to fostering cooperation in pursuit of regional peace and security.

75. I continue to urge parties and stakeholders within the Kurdistan Region of Iraq to work together to form a new regional government, now pending for over a year after the Region's parliamentary elections were held in October 2024. Both the formation of a new Cabinet and the resumption of parliamentary activity in the Region are essential to the governance institutions in the Region and to their ability to deliver for the public good.

76. I welcome the generally calm and orderly conduct of the 11 November parliamentary elections and commend the Government of Iraq and the Independent High Electoral Commission for their efforts in ensuring the effective preparation and conduct of the election.

77. As electoral authorities finalize the process, I reiterate the importance of a timely and peaceful government formation process that reflects the will of the people of Iraq and addresses their aspirations for stability and development.

78. I also take this opportunity to reiterate my appreciation for the efforts and hard work of the Commission, with UNAMI support, in all aspects of electoral preparations. I recognize the presence of domestic and international observer organizations and the media, which diligently followed the electoral process and contributed towards the promotion of transparency and integrity in this election. As UNAMI concludes its mandate, the national electoral authorities, together with government institutions and civil society partners, now have the primary responsibility to sustain the gains made and to further strengthen institutions and processes for future elections.

79. I welcome the engagement of Iraq with the Human Rights Council universal periodic review process and, in particular, its support for the recommendations made by Member States on economic, social and cultural rights, as well as recommendations on the adoption of comprehensive legislation to protect members of religious and ethnic minorities from discrimination. However, it is of concern that Iraq did not support recommendations to criminalize gender-based violence. I urge

Iraq to expedite the enactment of the draft Anti-Domestic Violence Law, which has been pending in the Council of Representatives since 2018. Enacting this Law is key to upholding the rights of survivors and providing accountability for perpetrators. It could also act as a deterrent to potential offenders, ultimately contributing to a safer family environment.

80. Freedom of expression is critical to maintaining the transparency and accountability necessary in a healthy democratic society. While laws on defamation can legitimately protect individuals from false or harmful statements, they must not be abused. I encourage Iraq to decriminalize defamation and instead provide civil remedies that offer appropriate protection without violating the right to freedom of expression.

81. I commend the ongoing efforts of the Government to strengthen child protection systems in Iraq and encourage the institutionalization of the national child protection framework. It is vital that the Government work with the United Nations in Iraq to strengthen multi-sectoral rehabilitation and reintegration support to children affected by armed conflict, including those repatriated from the north-eastern part of the Syrian Arab Republic.

82. As UNAMI approaches the conclusion of its mandate, it is timely to reflect on its contributions since its establishment in 2003. The legacy of UNAMI is defined by more than two decades of steadfast support to Iraq and its people through profound transitions. Through the good offices of my Special Representatives, UNAMI played a pivotal role in the restoration of sovereignty to the Government and people of Iraq, supporting electoral processes, facilitating political dialogue, and advancing reconciliation. UNAMI has also been instrumental in strengthening national institutions and laying the foundations for lasting peace. In addition, the Mission made significant contributions to the protection and promotion of human rights, the coordination of humanitarian efforts, and the advancement of sustainable development while consistently advocating that international support remains aligned with Iraq's national priorities.

83. During periods of political instability and security crises, UNAMI provided vital support to the Government and people of Iraq. This included reinforcing institutional cooperation between the federal Government and the Kurdistan Regional Government during the fight against Da'esh, supporting the dignified, safe and voluntary return of displaced populations, aiding reconstruction in liberated areas, and working to bridge sectarian divides. The Mission also actively promoted social cohesion and fostered peaceful coexistence across Iraq's diverse communities.

84. The legacy of UNAMI is marked not only by its contributions to peace and stability but also by profound sacrifice. The United Nations family honours the memory of the 22 colleagues who lost their lives in the tragic attack on UNAMI headquarters in Baghdad on 19 August 2003. Their courage, commitment and ultimate sacrifice continue to inspire United Nations personnel to serve this Organization with unwavering commitment to peace, stability and human dignity in Iraq and beyond.

85. I extend my sincere gratitude to my Special Representative and Head of UNAMI, Mohamed Al Hassan, and the United Nations staff in Iraq for their remarkable service and dedication to implementing the Organization's mandate in Iraq.

86. I also wish to express my deep appreciation to the Government of Iraq, the Kurdistan Regional Government, and the people across the country's diverse communities for their steadfast partnership with the United Nations for over more than two decades. Their cooperation, resilience and commitment to dialogue have enabled meaningful progress and remain a strong foundation for Iraq's path forward.

87. Looking ahead, the conclusion of the mandate of UNAMI comes at a time when Iraq is undergoing profound political, economic, security, and societal transformations amid an increasingly complex regional environment. The United Nations remains committed to supporting Iraq's sovereignty, stability and sustainable development. The conclusion of the Mission's mandate does not mark an end, but rather a transition to a new chapter rooted in Iraq's leadership of its own future. The United Nations will continue to provide technical expertise, policy advice and programmatic support in areas such as governance, inclusive economic growth, climate resilience, justice and rule of law, human rights, and ensuring the full and meaningful participation of women and youth. The United Nations looks forward to deepening its partnership with Iraq to help realize the aspirations of all Iraqis for a peaceful and prosperous future.
