

Table 1  
Meeting: the situation in the Great Lakes region

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
<a href="#">S/PV.8884</a> 20 October 2021	Report of the Secretary-General on the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region ( <a href="#">S/2021/836</a> )  Letter dated 13 October 2021 from the Permanent Representative of Kenya addressed to the Secretary-General ( <a href="#">S/2021/874</a> )		Angola, Burundi, Democratic Republic of the Congo, Rwanda, Uganda	Special Envoy of the Secretary-General for the Great Lakes Region, Assistant Secretary-General for Africa, Executive Secretary of the International Conference on the Great Lakes Region	All Council members, <sup>a</sup> all invitees <sup>b</sup>	<a href="#">S/PRST/2021/19</a>

<sup>a</sup> Kenya (President of the Council) was represented by its Cabinet Secretary for Foreign Affairs; and Ireland was represented by its Minister for Overseas Development Aid and Diaspora.

<sup>b</sup> Angola was represented by its Minister for Foreign Affairs; and the Democratic Republic of the Congo was represented by the High Representative of the President of the Republic and Coordinator of the National Monitoring Mechanism.

Table 2  
Videoconference: the situation in the Great Lakes region

<i>Videoconference date</i>	<i>Videoconference record</i>	<i>Title</i>	<i>Decision, vote (for-against-abstaining) and record of written procedure</i>
12 April 2021	<a href="#">S/2021/351</a>	Letter dated 14 April 2021 from the President of the Security Council addressed to the Secretary-General and the Permanent Representatives of the members of the Security Council	

## 4. The situation concerning the Democratic Republic of the Congo

In 2021, the Council held five meetings and adopted two resolutions, both under Chapter VII of the Charter, in connection with the situation concerning the Democratic Republic of the Congo. More details on the meetings, including on participants, speakers and outcomes, are provided in table 1 below. The Council also held one private meeting with countries contributing troops and police to the United Nations Organization Stabilization

Mission in the Democratic Republic of the Congo (MONUSCO), pursuant to resolution [1353 \(2001\)](#).<sup>78</sup> In

<sup>78</sup> The private meeting was held on 3 December in connection with the item entitled “Meeting of the Security Council with the troop- and police-contributing countries pursuant to resolution [1353 \(2001\)](#), annex II, sections A and B”; see [S/PV.8916](#) and [A/76/2](#), part II, chap. 20.

2021, Council members also held one open videoconference in connection with the item. More information on the videoconference is provided in table 2 below. In addition, during the year under review Council members held informal consultations of the whole and closed videoconferences to discuss the situation concerning the Democratic Republic of the Congo.<sup>79</sup> In 2021, the Secretary-General appointed a new Special Representative of the Secretary-General and Head of MONUSCO.<sup>80</sup>

In 2021, in connection with the quarterly reports of the Secretary-General,<sup>81</sup> the Council heard regular briefings by the Special Representative and Head of MONUSCO, as well as briefings by civil society representatives, namely, the Executive Coordinator of Women's Solidarity for Peace and Integral Development, the Deputy Head of the Laboratory of Medical Biology at Ngaliema Clinic in Kinshasa, the Coordinator of Voice of Congolese Women, and a member of the African Women Leaders Network.<sup>82</sup> Consistent with prior practice, the Council also heard briefings by the Chair of the Committee established pursuant to resolution 1533 (2004) concerning the Democratic Republic of the Congo.<sup>83</sup>

On 30 March, in her first briefing to Council members since taking office,<sup>84</sup> the Special Representative explained that the electoral process of 2023 represented a new, critical stage in the process of democratic transition, institutional consolidation and stabilization in the country. In that connection, she discussed the opportunities that the political situation in the Democratic Republic of the Congo offered and the risks that it entailed. Among the opportunities, the Special Representative mentioned the formation of the new Government and the work of the United Nations in partnership with it to support the implementation of much-needed reforms, the process of the transition of MONUSCO to increase cooperation within the United Nations family and with other partners, and the assumption of the chairmanship of the African Union by President Tshisekedi, making it possible to demonstrate the commitment of the Democratic

Republic of the Congo and the region to silencing the guns once and for all in that part of the continent. In closing, she underlined three core tasks of MONUSCO under her leadership: (a) the deployment of good offices and political strategies to support the protection of civilians and stabilization efforts; (b) supporting the Democratic Republic of the Congo in its regional and continental leadership to enhance peace and stability in the Great Lakes region; and (c) the implementation of the Mission's transition strategy.

In her subsequent briefing, on 7 July,<sup>85</sup> the Special Representative informed the Council about the joint working group set up on 5 July between the Government, MONUSCO and relevant agencies, which would support the implementation of the Government's action plan and oversee the Mission's transition process. She reported on the political and security situation in the country, stressing in that regard the importance of ensuring that the 2023 elections were held within the constitutional time frame. The state of siege declared in North Kivu and Ituri on 6 May remained in effect following parliamentary approval. The Special Representative concluded by referring to the immediate primary tasks for the United Nations concerning the need to: (a) actively support the implementation of the Government's programme of action; (b) intensify good offices encouraging the establishment of the conditions that would permit the holding of the 2023 elections on time and in a consensual manner; (c) intensify political engagement in the quest for non-military solutions to the conflict in eastern Democratic Republic of the Congo; and (d) reach an agreement with the Government on a set of conditioned benchmarks that clearly linked the Government's programme of action to the adjustment of the Mission's presence.

Addressing the Council ahead of the renewal of the mandate of MONUSCO in October,<sup>86</sup> the Special Representative expressed the view that the joint transition plan<sup>87</sup> constituted a road map that could help to guide the work of the Mission in the coming years and prepare the ground for its orderly and responsible withdrawal. In her final briefing of the year, on 6 December,<sup>88</sup> the Special Representative informed the Council about the joint military operations of the Armed Forces of the Democratic Republic of the Congo and the Ugandan army against the Allied Democratic Forces in the eastern parts of the Democratic Republic of the Congo. In that regard, she

<sup>79</sup> See [A/76/2](#), part II, chap. 11. See also [S/2021/1032](#) and [S/2022/174](#). In 2021, some informal consultations of the Council were held in the form of closed videoconferences. For more details on the procedures and working methods developed during the COVID-19 pandemic, see part II, sect. I, and *Repertoire, Supplement 2020*, part II, sect. I.

<sup>80</sup> See [S/2021/34](#) and [S/2021/35](#).

<sup>81</sup> See [S/2021/274](#), [S/2021/587](#), [S/2021/807](#) and [S/2021/987](#).

<sup>82</sup> See [S/2021/316](#), [S/PV.8813](#), [S/PV.8873](#) and [S/PV.8918](#).

<sup>83</sup> See [S/PV.8873](#) and [S/PV.8918](#).

<sup>84</sup> See [S/2021/316](#).

<sup>85</sup> See [S/PV.8813](#).

<sup>86</sup> See [S/PV.8873](#).

<sup>87</sup> [S/2021/807](#), annex.

<sup>88</sup> See [S/PV.8918](#).

noted that mechanisms of cooperation were being put in place to ensure the security of the United Nations peacekeepers and to allow MONUSCO to continue to support the Armed Forces of the Democratic Republic of the Congo in the protection of civilians and the neutralization of armed groups. The Special Representative also reflected on the challenges facing the Government in implementing the state of siege in North Kivu and Ituri, which had been extended for the thirteenth time, during which period there had been a 10 per cent increase in the number of violations and abuses of human rights.

During their deliberations in 2021, Council members discussed the political developments, including preparations for the 2023 elections, the security situation in eastern Democratic Republic of the Congo, the reports of violations of human rights, the humanitarian conditions and the transition plan for the progressive drawdown of MONUSCO.

With regard to the political situation, early in the year Council members welcomed the formation of the new Government and commended the increase in the representation of women in the Council of Ministers.<sup>89</sup> Specifically concerning the 2023 electoral process, several Council members affirmed throughout 2021 the importance of electoral reform to ensure inclusive, credible, peaceful, free and fair elections to take place within the constitutional timeline.<sup>90</sup> In that context, the representative of India expressed appreciation for the progress made towards the holding of elections in 2023, welcomed the advances in women's participation in political processes and expressed hope that the Government and the opposition parties in the country would maintain the positive trajectory in the run-up to the 2023 elections.<sup>91</sup> Similarly, the representative of Mexico welcomed the legislative progress in electoral matters and noted that it was essential for the Council to call on the various political actors to maintain an inclusive political dialogue, which clearly implied the full, equal and meaningful participation of women in all aspects of political life.<sup>92</sup> According to the representative of China, electoral reform was essential for the national unity of the Democratic Republic of

the Congo.<sup>93</sup> The representative of Viet Nam noted the ongoing tensions between political parties and civil society actors and called for differences to be settled through dialogue and for ensuring the participation of women in the political process.<sup>94</sup> At the meeting in December,<sup>95</sup> the representative of Kenya, speaking also on behalf of the Niger, Saint Vincent and the Grenadines and Tunisia, was encouraged by President Tshisekedi's commitment to holding elections in line with the constitutional timelines and welcomed the establishment of the Independent National Electoral Commission, the promotion of freedom of expression and democratic space and the meaningful participation of women and youth in decision-making positions. The representative of Norway underlined the need for the inclusion of women at all levels and in all political and conflict-prevention processes, including in the electoral reform and the 2023 election, and the representative of Ireland expressed the view that MONUSCO should continue to engage with key actors to promote timely, transparent, inclusive and peaceful political processes.

On the security front, Council members continued to express concern over the deteriorating situation in eastern Democratic Republic of the Congo and referred to the need to tackle illicit exploitation of natural resources, continue with the disarmament, demobilization and reintegration process and promote regional cooperation as a means of overcoming those challenges. Council members also took note of the declaration by the Government of the Democratic Republic of the Congo on 6 May of the state of siege in the provinces of North Kivu and Ituri. In that regard, several Council members underlined the importance of respecting human rights and ensuring humanitarian access in those areas.<sup>96</sup> Furthermore, some Council members voiced their concern over the increased use of improvised explosive devices.<sup>97</sup> Throughout the year, many Council members noted with concern the reports of grave human rights violations, in particular in the eastern provinces of the Democratic Republic of the Congo, including instances of sexual and gender-based

<sup>89</sup> See [S/PV.8813](#) (India, Mexico, United States, Estonia, Norway, Viet Nam and Ireland).

<sup>90</sup> See [S/2021/316](#) (United Kingdom); [S/PV.8813](#) (Estonia, Norway, United Kingdom and France); [S/PV.8873](#) (France, Ireland, Norway and Estonia); and [S/PV.8918](#) (France, Kenya (also on behalf of Niger, Saint Vincent and the Grenadines and Tunisia), United States and Estonia).

<sup>91</sup> See [S/PV.8813](#), [S/PV.8873](#) and [S/PV.8918](#).

<sup>92</sup> See [S/PV.8873](#) and [S/PV.8918](#).

<sup>93</sup> See [S/PV.8873](#).

<sup>94</sup> See [S/PV.8873](#) and [S/PV.8918](#).

<sup>95</sup> See [S/PV.8918](#).

<sup>96</sup> See [S/PV.8813](#) (United States, Estonia, Norway, United Kingdom, Ireland and France); [S/PV.8873](#) (France, Ireland, United Kingdom, Norway and Mexico); and [S/PV.8918](#) (Ireland, Estonia and United Kingdom).

<sup>97</sup> See [S/PV.8813](#) (Kenya (also on behalf of Niger, Saint Vincent and the Grenadines and Tunisia) and Mexico).

violence against women and children.<sup>98</sup> Furthermore, several Council members called for greater efforts to be made to address the issue of hate speech, which they saw as contributing to intercommunal violence.<sup>99</sup>

With respect to the humanitarian conditions, Council members continued to express concern over the dire situation and noted the multiple challenges related to, inter alia, the re-emergence of the Ebola virus disease epidemic, the ongoing impact of the COVID-19 pandemic, food insecurity, displacement and the surge of violence in the eastern provinces of the Democratic Republic of the Congo. In addition, Council members noted that the humanitarian situation was further compounded by the volcanic eruption of Mount Nyiragongo in May 2021.<sup>100</sup>

Concerning the reconfiguration of MONUSCO, speakers discussed the joint transition plan for the gradual withdrawal of the Mission, noting the importance of various aspects of the plan, including the benchmarks and indicators for a responsible and conditions-based transition in line with the situation on the ground, as well as the financial, logistical and technical support for its implementation.<sup>101</sup> Several Council members also pointed to the need to ensure the participation of civil society, including women and youth, in the process of reconfiguration of the United Nations presence in the Democratic Republic of the Congo.<sup>102</sup> Furthermore, regarding the Force Intervention Brigade, several Council members welcomed its reinforcement and noted its role in

supporting the implementation of the mandate of MONUSCO.<sup>103</sup>

At the end of the year, on 20 December, the Council unanimously adopted resolution [2612 \(2021\)](#). Acting under Chapter VII of the Charter, the Council extended the mandate of MONUSCO and the Force Intervention Brigade for an additional period of one year, until 20 December 2022.<sup>104</sup> The Council reiterated the strategic priorities of MONUSCO, mandating it to focus on protecting civilians and supporting the stabilization and the strengthening of State institutions and key governance and security reforms.<sup>105</sup> The Council also welcomed the United Nations Strategy for Peace Consolidation, Conflict Prevention and Conflict Resolution in the Great Lakes Region, as well as its action plan, and urged MONUSCO to work with the Office of the Special Envoy of the Secretary-General for the Great Lakes Region to seek political solutions to stop the cross-border flows of armed combatants, arms and natural resources that threatened peace and stability in the Democratic Republic of the Congo.<sup>106</sup> The Council also authorized MONUSCO to take all necessary measures to carry out its mandate and requested the Secretary-General to immediately inform the Council were MONUSCO to fail to do so.<sup>107</sup> Concerning the Mission's exit strategy, the Council welcomed the transition plan on the basis of the joint strategy on the progressive and phased drawdown of MONUSCO endorsed by the Council in resolution [2556 \(2020\)](#).<sup>108</sup> In addition, the Council called upon MONUSCO to work closely with the United Nations country team to identify ways to address gaps in capabilities to prepare for the exit of MONUSCO and underscored the need to progressively transfer the Mission's tasks to the Government, the United Nations country team and other relevant stakeholders.<sup>109</sup>

<sup>98</sup> See [S/2021/316](#) (Estonia, Ireland, Mexico, Norway and United States); [S/PV.8813](#) (Kenya (also on behalf of Niger, Saint Vincent and the Grenadines and Tunisia), United States, Estonia and Ireland); [S/PV.8873](#) (France, Ireland, Norway, Estonia and Kenya (also on behalf of Niger, Saint Vincent and the Grenadines and Tunisia)); and [S/PV.8918](#) (Kenya (also on behalf of Niger, Saint Vincent and the Grenadines and Tunisia), Ireland and Estonia).

<sup>99</sup> See [S/2021/316](#) (Estonia and France); [S/PV.8813](#) (Mexico, Viet Nam and France); [S/PV.8873](#) (Mexico, Viet Nam and Estonia); and [S/PV.8918](#) (France, United States and Viet Nam).

<sup>100</sup> See [S/PV.8813](#) (China, Kenya (also on behalf of Niger, Saint Vincent and the Grenadines and Tunisia), India, Mexico, Estonia, Russian Federation and Ireland). See also [S/2021/1032](#).

<sup>101</sup> See [S/PV.8873](#) (France, Ireland, United States, Kenya (also on behalf of Niger, Saint Vincent and the Grenadines and Tunisia) and Democratic Republic of the Congo); and [S/PV.8918](#) (Mexico, United States, Norway, India, Russian Federation and United Kingdom).

<sup>102</sup> See [S/PV.8813](#) (Mexico and Ireland); [S/PV.8873](#) (Ireland, United Kingdom, Norway and Mexico); and [S/PV.8918](#) (Norway, Ireland and Estonia).

<sup>103</sup> See [S/PV.8813](#) (United States, Estonia, United Kingdom and France); [S/PV.8873](#) (France, United Kingdom and Russian Federation); and [S/PV.8918](#) (United States, Russian Federation and United Kingdom).

<sup>104</sup> Resolution [2612 \(2021\)](#), para. 22.

<sup>105</sup> *Ibid.*, para. 24. For more information concerning the mandate of MONUSCO, see part X, sect. I. For more information on the past mandates of MONUSCO, see *Repertoire, Supplements 2010–2011, 2012–2013, 2014–2015, 2016–2017, 2018, 2019 and 2020*.

<sup>106</sup> Resolution [2612 \(2021\)](#), para. 26. For more information about the situation in the Great Lakes region, see sect. 3 above.

<sup>107</sup> Resolution [2612 \(2021\)](#), para. 27. For more information concerning the decisions of the Council relating to Article 42 of the Charter, see part VII, sect. IV.

<sup>108</sup> Resolution [2612 \(2021\)](#), para. 48.

<sup>109</sup> *Ibid.*, para. 51.

In 2021, Council members also heard briefings and deliberated on the work of the Committee established pursuant to resolution [1533 \(2004\)](#) concerning the Democratic Republic of the Congo. In connection with the final report of the Group of Experts on the Democratic Republic of the Congo, in which the Group concluded that armed groups continued to operate with near impunity in eastern parts of the country,<sup>110</sup> on 29 June<sup>111</sup> the Council unanimously adopted resolution [2582 \(2021\)](#). By that resolution, the Council renewed until 1 July 2022 the sanctions measures set out in resolution [2293 \(2016\)](#) and extended until 1 August 2022 the mandate of the Group of Experts on the Democratic Republic of the Congo set forth in resolution [2360 \(2017\)](#).<sup>112</sup> In 2021, the Chair of the Committee established pursuant to resolution [1533 \(2004\)](#) provided briefings to the Council before and after his visit to the Democratic Republic of the Congo. On 5 October,<sup>113</sup> he provided an overview of the work of the Committee for the previous 12 months and explained that the purpose of the visit to the country was to gather first-hand accounts of the effective implementation of the sanctions measures in place. Further to the Chair's briefing, only the representatives of Ireland, China and

the Democratic Republic of the Congo addressed the issue of sanctions. The representative of Ireland focused on the Group of Experts and noted that her country looked forward to the lifting of any restraints on the appointment of experts to the Committee. The representative of China said that as the drawdown of MONUSCO continued, the Government would gradually assume the main responsibility for maintaining national security and stability and the Council should actively respond to its concerns regarding the adjustment of sanctions measures to avoid their negative impact on the country's capacity-building in the area of security. The representative of the Democratic Republic of the Congo recalled the requests made by President Tshisekedi to lift the advance notification requirements concerning the shipments of arms or related materiel for the country's armed forces and to impose "harsh and exemplary sanctions on all mafia networks" that engaged in the illegal exploitation of the country's mines. On 6 December,<sup>114</sup> the Chair of the Committee established pursuant to resolution [1533 \(2004\)](#) provided an overview of his visit to the Democratic Republic of the Congo from 6 to 10 November. In his briefing, the Chair noted that in addition to gathering information about the effective application of the sanctions, the purpose of the visit was also to explore the possibility of holding consultations with the Government of the Democratic Republic of the Congo and with the representatives of MONUSCO, the diplomatic community and civil society groups in order to guarantee the full application of sanctions measures.

<sup>110</sup> For the final report, see the letter dated 10 June 2021 from the Group of Experts on the Democratic Republic of the Congo addressed to the President of the Security Council (S/2021/560).

<sup>111</sup> See [S/PV.8807](#).

<sup>112</sup> Resolution [2582 \(2021\)](#), paras. 1, 2 and 5. For more information on the mandate of the Committee and the Group of Experts, see part IX, sect. I.

<sup>113</sup> See [S/PV.8873](#).

<sup>114</sup> See [S/PV.8918](#).

**Table 1**  
**Meetings: the situation concerning the Democratic Republic of the Congo**

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
<a href="#">S/PV.8807</a> 29 June 2021	Letter dated 10 June 2021 from the Group of Experts on the Democratic Republic of the Congo addressed to the President of the Security Council (S/2021/560)	Draft resolution submitted by France (S/2021/605)	Democratic Republic of the Congo		One Council member (China), invitee	Resolution <a href="#">2582 (2021)</a> 15-0-0 (adopted under Chapter VII)
<a href="#">S/PV.8813</a> 7 July 2021	Report of the Secretary-General on the United Nations		Democratic Republic of the Congo	Special Representative of the Secretary-General and Head of	12 Council members, <sup>a</sup> all invitees	

## Repertoire of the Practice of the Security Council, 2021

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
	Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) (S/2021/587)			MONUSCO, Deputy Head of the Laboratory of Medical Biology at Ngaliema Clinic in Kinshasa		
<a href="#">S/PV.8873</a> 5 October 2021	Report of the Secretary-General on MONUSCO (S/2021/807)		Democratic Republic of the Congo	Special Representative of the Secretary-General, Coordinator of Voice of Congolese Women	13 Council members, <sup>b</sup> all invitees	
<a href="#">S/PV.8918</a> 6 December 2021	Report of the Secretary-General on MONUSCO (S/2021/987)		Democratic Republic of the Congo	Special Representative of the Secretary-General, member of the African Women Leaders Network	13 Council members, <sup>b</sup> all invitees	
<a href="#">S/PV.8936</a> 20 December 2021	Report of the Secretary-General on MONUSCO (S/2021/987)	Draft resolution submitted by France (S/2021/1063)				Resolution <a href="#">2612 (2021)</a> 15-0-0 (adopted under Chapter VII)

<sup>a</sup> China, Estonia, France, Ireland, India, Kenya (also on behalf of Niger, Saint Vincent and the Grenadines and Tunisia), Mexico, Norway, Russian Federation, United Kingdom, United States and Viet Nam.

<sup>b</sup> China, Estonia, France, Ireland, India, Kenya (also on behalf of Niger, Saint Vincent and the Grenadines and Tunisia), Mexico, Niger (in his capacity as the Chair of the Committee established pursuant to resolution [1533 \(2004\)](#) concerning the Democratic Republic of the Congo), Norway, Russian Federation, United Kingdom, United States and Viet Nam.

Table 2

### Videoconference: the situation concerning the Democratic Republic of the Congo

<i>Videoconference date</i>	<i>Videoconference record</i>	<i>Title</i>	<i>Decision, vote (for-against-abstaining) and record of written procedure</i>
30 March 2021	<a href="#">S/2021/316</a>	Letter dated 1 April 2021 from the President of the Security Council addressed to the Secretary-General and the Permanent Representatives of the members of the Security Council	

## 5. The situation in the Central African Republic

During the period under review, the Council held four meetings and adopted three resolutions, all under Chapter VII of the Charter, in connection with the situation in the Central African Republic. Two of the meetings were convened to adopt a decision of the

Council and the remaining two took the form of briefings.<sup>115</sup> More information on the meetings,

<sup>115</sup> For more information on the format of meetings, see part II, sect. II.