



Security Council

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Letter dated 7 May 2025 from the Secretary-General addressed to the President of the Security Council

I have the honour to refer to Security Council resolution [2767 \(2024\)](#) of 27 December 2024, by which the Council requested that I submit, by 1 May 2025, a report detailing the progress made in preparations for the implementation of the framework established by resolution [2719 \(2023\)](#) for the African Union Support and Stabilization Mission in Somalia (AUSSOM) under the hybrid implementation, taking into account the independent strategic review of the United Nations Support Office in Somalia (UNSOS). I also refer to my letter dated 1 May 2025, in which I requested an extension of the deadline until no later than 7 May 2025. I am pleased to transmit herewith the report, as requested by the Council (see annex).

In the report the findings and assessment of the independent strategic review are examined. It informs on the status of the 25 per cent of the annual budget of AUSSOM to be jointly mobilized by the African Union and the United Nations from the international community as extrabudgetary resources and provides an update on preparations for the orderly and practical application of the hybrid implementation of the framework established by resolution [2719 \(2023\)](#) for AUSSOM from 1 July 2025.

I would be grateful if you could bring the present letter to the attention of the members of the Security Council.

(Signed) António Guterres



Annex

Report submitted pursuant to paragraph 43 of Security Council resolution 2767 (2024)

I. Introduction

1. The present report is submitted pursuant to paragraph 43 of Security Council resolution 2767 (2024). The report details the progress made in preparations for the implementation of the framework established by Security Council resolution 2719 (2023) for the African Union Support and Stabilization Mission in Somalia (AUSSOM) under the hybrid implementation, as detailed in the joint report submitted on 26 November 2024 by the African Union and the United Nations and pursuant to Security Council resolution 2748 (2024), taking into account the independent strategic review of the United Nations Support Office in Somalia (UNSOS). The present report also provides details on the status of the 25 per cent of the annual total budget of AUSSOM to be jointly mobilized by the African Union and the United Nations from the international community as extrabudgetary resources. It also provides an update on preparations for the orderly and practical application of the hybrid implementation of the framework established by resolution 2719 (2023) for AUSSOM from 1 July 2025.

II. Context

2. By its resolution 2767 (2024), the Security Council endorsed the decision by the African Union Peace and Security Council to replace the African Union Transition Mission in Somalia (ATMIS) with AUSSOM, and authorized, for an initial period of 12 months beginning on 1 January 2025, the member States of the African Union to take all necessary measures to inter alia support the Federal Government of Somalia to degrade Al-Shabaab and affiliates linked to ISIL/Da'esh. By the same resolution, the Council requested the Secretary-General to implement, following the completion of an independent strategic review of UNSOS and within existing resources made available by the rightsizing of UNSOS, the hybrid implementation of the framework established by resolution Security Council 2719 (2023) for AUSSOM, starting from 1 July 2025 and including access to United Nations assessed contributions not exceeding 75 per cent of the annual total budget of AUSSOM, if the Council confirmed the request to the Secretary-General by 15 May 2025. The African Union-United Nations joint report, outlined the overall mission design for AUSSOM and recommended the hybrid implementation of Security Council resolution 2719 (2023) as the only solution for AUSSOM. This option suggests a streamlined division of responsibilities between the African Union and the United Nations, aiming to optimize operational efficiency while ensuring that the Mission receives sustainable and predictable funding.

3. Under this hybrid framework, AUSSOM would benefit from predictable and sustainable financing through United Nations assessed contributions, with continued United Nations logistical support, ensuring Mission continuity.

III. Outcome and recommendations of the independent strategic review of the United Nations Support Office in Somalia

A. Findings of the independent strategic review

4. The independent strategic review was conducted pursuant to Security Council resolution [2767 \(2024\)](#), by which the Council requested that an independent strategic review of UNSOS be submitted by 1 April 2025. The Security Council subsequently approved the extension of the deadline to 30 April 2025 to allow for further consultations and assessments regarding the recommendations of the independent strategic review. By a letter dated 30 April 2025 addressed to the President of the Security Council (S/2025/268), the Secretary-General submitted the independent strategic review.

5. The independent strategic review noted that the joint report had recommended that the hybrid model for the implementation of Security Council resolution [2719 \(2023\)](#) be achieved within the overall cost of UNSOS and the African Union Transition Mission in Somalia (ATMIS) (approximately \$655 million). The Security Council decided, however, in its resolution [2767 \(2024\)](#), that the hybrid model for the implementation of resolution [2719 \(2023\)](#) should instead be achieved within existing UNSOS resources (\$499.8 million).

6. During the review process, the African Union reported that the estimated budget for AUSSOM from July 2025 to June 2026 would be \$190.2 million, covering military and police personnel costs at the new rate of troop reimbursement proposed by the joint report (\$1,000), civilian staff, operational expenses and programmatic activities. Therefore, in applying the framework established in resolution [2719 \(2023\)](#) for AUSSOM troop and police reimbursement (including death and disability), 75 per cent of that budget would amount to approximately \$142.7 million in assessed United Nations contributions, while the remaining 25 per cent, amounting to approximately \$47.5 million, would need to be jointly mobilized by the African Union and the United Nations as extrabudgetary resources (see section IV below). Meanwhile, in line with paragraph 56 of the joint report, the African Union has committed itself to covering civilian personnel costs (\$15.8 million) under the 25 per cent.

7. The independent strategic review identified \$61.6 million in savings, including \$43.2 million in operational costs and \$18.4 million in staffing.

B. Assessments from the United Nations and the African Union

8. In his letter dated 30 April 2025 addressed to the President of the Security Council, the Secretary-General noted that, in order to close the gap of \$81.1 million identified by the independent strategic review, extensive consultations were held between the United Nations and the African Union, resulting in an agreement to reduce the overall costs of UNSOS and AUSSOM by an additional \$63.3 million, beyond those already identified by the review.

9. The additional reductions include maintaining the current troop reimbursement rate of \$828 per month rather than the rate of \$1,000 proposed by the joint report; removing the payments pertaining to death and disability from assessed contributions; rationing military aviation capabilities and civilian aviation support; the financing of the Mine Action Service component through possible voluntary contributions rather than the assessed budget; and a commitment to align the contingent-owned equipment with new force levels.

10. In line with Security Council resolution [2767 \(2024\)](#), these figures exclude the possible one-off additional resource requirements for enabling the reconfiguration of UNSOS operations and the realignment of AUSSOM during phase 1 of its mandate. However, the exact costs associated with these additional requirements will be defined following detailed joint planning.

11. The proposed cost reductions from the independent strategic review (\$61.6 million) and the additional cost reduction identified as a result of further consultations between the African Union and the United Nations (\$63.3 million), amount to a total reduction of \$124.9 million. They reflect balanced and, in some cases, difficult trade-offs, to maintain the hard-earned gains already achieved. These reductions are considered operationally feasible and come at no additional cost for Member States.

IV. Status of the 25 per cent of the annual total budget of the African Union Support and Stabilization Mission in Somalia to be jointly mobilized by the African Union and United Nations from the international community as extrabudgetary resources

12. Since the establishment of AUSSOM on 1 January 2025, the financial situation of the Mission has been challenging, with only limited contributions received so far. Uncertainty regarding the funding mechanism for AUSSOM combined with the overall challenging financial environment have contributed to difficulties in securing additional funding.

13. The total annual budget for AUSSOM was originally estimated to be \$190.2 million, using the new rate proposed in the joint report for troop reimbursement of \$1,000. Taking into account the African Union's decision to maintain the current amount for troop reimbursement of \$828, the new estimate for the AUSSOM budget is now \$166.5 million. In line with the hybrid implementation of Security Council resolution [2719 \(2023\)](#), approximately \$41.6 million, would need to be jointly mobilized by the African Union and the United Nations as extrabudgetary resources to cover the additional 25 per cent.

14. To date, African Union member States have approved the use of \$10 million from the African Union Peace Fund to support the AUSSOM budget in 2025. In addition, Japan has contributed \$3 million specifically to the police component of AUSSOM, and the Republic of Korea has earmarked \$1.5 million for AUSSOM. This brings the total confirmed annual contributions toward the 25 per cent of the total annual budget to \$14.5 million.

15. The African Union and United Nations are actively continuing their efforts and engagements with partners to seek additional contributions towards the remaining \$27 million required to cover the remaining 25 per cent of the total annual budget. Other partners have indicated their willingness to provide continued financial support to AUSSOM. Although concrete pledges remain pending, they are expected to contribute to the required 25 per cent under the hybrid implementation of Security Council resolution [2719 \(2023\)](#).

16. Considering the dire financial situation of AUSSOM, the African Union and United Nations have actively continued their efforts and engagements with partners to ensure sustainable and predictable funding for the mission. Discussions regarding a potential fundraising conference for AUSSOM are also ongoing.

V. Preparations for the orderly and practical application of the hybrid implementation of the framework established by Security Council resolution 2719 (2023) for the African Union Support and Stabilization Mission in Somalia

17. Building on the priorities outlined in the African Union-United Nations joint road map for the operationalization of Security Council resolution 2719 (2023) endorsed by the Chairperson of the African Union Commission and the Secretary-General on 21 October 2024, the African Union-United Nations joint task force convened regularly in both plenary and workstream configurations throughout the reporting period to continue to improve joint institutional readiness. Specific priorities were identified within each workstream to further strengthen joint mission planning, decision-making and reporting; mission support; financing and budgeting; and compliance and protection of civilians, all of which are essential to enhancing the effective and sustainable deployment of AUSSOM under the hybrid implementation of Security Council resolution 2719 (2023).

A. Workstream 1: joint planning, decision-making and reporting

18. Since the adoption of Security Council resolution 2767 (2024) on 27 December 2024, the workstream focused on advancing the joint planning modalities document for establishing new African Union-led peace support operations under the framework of Security Council resolution 2719 (2023). The document has now been finalized and agreed at the technical level by both the African Union and the United Nations. This foundational document streamlines the assessment, planning and decision-making processes, ensuring a more operational and efficient approach to the planning and deployment of any such operations to be considered in the future. It reflects a comprehensive and detailed review of all the steps necessary to ensure a smooth and coordinated response between the Secretariat and the Commission. The joint modalities also incorporate lessons learned from previous African Union-led peace support operations and United Nations peacekeeping operations, strengthening collaboration between the African Union and the United Nations and fostering greater alignment in their objectives. The finalization of the joint planning modalities document marks a significant step forward in the ongoing collaboration between the African Union and the United Nations, including the Security Council and African Union Peace and Security Council, setting the stage for the effective implementation of future peace support operations under this framework.

19. The existing operational support mechanism in Somalia, including the tripartite memorandum of understanding process for support categories negotiated between the troop-contributing countries, the African Union and the United Nations, would remain within the hybrid implementation framework established by resolution 2719 (2023) for AUSSOM. This process, which includes coordinating support requirements such as force enablers and multipliers based on the AUSSOM concept of operations and the UNSOS support concept, has proven effective through the ongoing United Nations-African Union operational partnership and will continue to play a crucial role in mitigating potential security and support gaps that could jeopardize the achievements made by previous African Union-led peace support operations in Somalia.

B. Workstream 2: Mission support

20. The workstream completed key activities under the logistics and operational alignment section of the joint roadmap. A primary focus was the development of the joint African Union-United Nations support planning modalities – a guidance document that operationalizes joint support planning processes, as referred to in paragraphs 8, 9, and 14 of Security Council resolution [2719 \(2023\)](#). This initiative was prioritized to ensure that strategic decisions are informed by operational realities, and vice versa, thereby mitigating potential operational challenges, which would apply to the hybrid implementation of the framework established in Security Council resolution [2719 \(2023\)](#) for AUSSOM. The document outlines a complete life cycle of the joint support planning process, defining roles and responsibilities based on an agreed process flow chart, referencing both organizations' key strategic planning frameworks. This foundational guidance will serve as a critical tool in identifying areas for continuous improvement, with a focus on enhancing visibility, operational integration and process simplification following its implementation.

C. Workstream 3: financing and budgeting

21. The workstream made progress in capacity-building and collaborative activities in budget and financial management processes, in preparation for the hybrid implementation of Security Council resolution [2719 \(2023\)](#). These ongoing efforts are designed to support African Union-led peace support operations deployed within this framework, including AUSSOM. A joint budgeting formulation and financial management workflow has been developed and is now being fine-tuned.

22. The Department of Management Strategy, Policy and Compliance has finalized a report on financial arrangements and procedures for the implementation of Security Council resolution [2719 \(2023\)](#) that is being submitted for the review of the relevant United Nations bodies. In the report there is an outline of the general financial arrangements and procedures for African Union-led peace support operations authorized by the Security Council under the framework of resolution [2719 \(2023\)](#). The intention of the report is to facilitate the review of budget proposals submitted under Security Council resolution [2719 \(2023\)](#) by the relevant legislative bodies, upon a decision of the Security Council.

D. Workstream 4: compliance and protection of civilians

African Union Compliance and Accountability Framework and United Nations human rights due diligence policy on support to non-United Nations security forces

23. The African Union and the United Nations, building on existing achievements, have taken additional steps to support AUSSOM in strengthening and systematically and mutually reinforcing measures to prevent, mitigate and address possible violations of international human rights and international humanitarian law. Working sessions have been organized on the contributions of the African Union human rights organs in the operationalization of the African Union Compliance and Accountability Framework, including their role in monitoring the human rights situation, ensuring accountability for violations perpetrated in African Union peace support operations, and providing guidance on interpreting relevant international and regional legal instruments.

24. The United Nations has continued to make progress in defining processes, capacities and structures required for the United Nations human rights due diligence

policy on support to non-United Nations security forces to be implemented in line with Security Council resolution 2719 (2023). A United Nations task force and working group have been established at United Nations Headquarters to coordinate system-wide efforts, in order to ensure a structured and consistent approach with a focus on strengthening mitigation, compliance and accountability measures and capabilities. This process has been designed to align with the African Union-United Nations joint planning for African Union-led peace support operations, ensuring strategic coherence and operational effectiveness. A centralized United Nations decision-making and advisory structure is envisioned to oversee risk assessments, implementation of mitigation measures, and monitoring mechanisms, while field-level human rights due diligence policy monitoring capacities will be strengthened to enhance accountability and oversight. This includes exploring and agreeing on the way and manner human rights due diligence policy implementation will interface with African Union Compliance and Accountability Framework in the field, drawing on lessons learned from past practice.

Conduct and discipline

25. The United Nations and the African Union, including in the context of the workstreams, jointly identified modalities to support the hybrid implementation of the framework established by Security Council resolution 2719 (2023) for AUSSOM. The modalities address prevention, response and remedial actions, including support to victims; strengthening complaint reception mechanisms; operationalizing the newly developed African Union case management system; managing misconduct allegations, including following up on allegations with Member States; operationalizing selection and screening of personnel; and finalizing a policy on remedial action. A review of the African Union conduct and discipline policy adopted since 2018 is also under way.

Protection of civilians

26. The United Nations collaborated with the African Union to complete the two prioritized protection of civilians deliverables under the joint roadmap: to identify key strategic, and operational planning documents where protection of civilians needs to be mainstreamed and prioritized, and to assess gaps and/or needs for implementation of protection of civilians. Through extensive engagement, including in-person meetings in Addis Ababa and New York, the workstream jointly identified key strategic planning and operational documents where protection of civilians should be mainstreamed. These documents include mission-specific strategic planning documents such as concept of operations; rules of engagement; directives on the use of force; memorandums of understanding; mission protection of civilians strategy; and operational planning tools like the Force Commander's Directive, civilian harm tracking mechanisms, indirect fire policy and related operational templates. Protection considerations have already been mainstreamed in many of these documents in predecessor missions and are expected to be adapted under AUSSOM.

Women and peace and security

27. The African Union Commission continues to make significant progress in advancing the women and peace and security agenda and gender equality to enhance the role of women and ensure their full equal and meaningful participation in peace and security. A draft African Union policy on gender mainstreaming in peace support operations is being finalized and is expected to be adopted by the African Union.

VI. Observations

28. As highlighted in the joint report, the continued presence of AUSSOM remains indispensable for peace and security in Somalia and is pivotal to providing continued support to the Somali security forces in the final phase of the security transition as outlined in the Somali Security Development Plan. Moreover, it is our collective duty to support and sustain AUSSOM, in the interest of international peace and security by leveraging the steadfast partnership between the United Nations and the African Union.

29. Much experience has been built and consolidated in Somalia where the African Union deployed its first mission in 2007 and where the United Nations established its first stand-alone support office to an African Union mission in 2009. Key innovations have since taken place and valuable lessons learned. As conveyed in my letter dated 30 April to the President of the Security Council, the proposed cost reductions from the independent strategic review and the outcome of further consultations between the African Union and the United Nations (a total of \$124.9 million from the UNSOS budget) reflect balanced trade-offs to maintain the hard-earned gains made so far. These reductions are considered operationally feasible and come at no additional cost to Member States.

30. I remain deeply concerned by the lack of adequate and sustainable financing for AUSSOM. The current financial arrangement in place is plagued by significant funding shortfalls and forces us collectively to face the possibility of not being able to secure funding for AUSSOM, which would jeopardize the Mission's ability to implement its mandate and places the whole transition at risk. I urge the Security Council and partners to continue their efforts, including through advocacy and consultations, to resolve the issue of financing AUSSOM sustainably.

31. Finally, I would like to pay tribute to the African Union and Somali security forces and their vital contribution to peace and security in Somalia. We have a collective responsibility to ensure that the sacrifices they have been made will not be forgotten and that the hard-won gains are not reversed. I would also like to express my deep appreciation to all United Nations and African Union personnel working in Somalia for their unwavering commitment and tireless efforts in advancing peace, security and development within the country. Their work is carried out under challenging conditions, yet they continue to demonstrate exceptional resilience and professionalism. Their dedication plays a critical role in supporting Somalia on its path towards peace, stability and prosperity.
