

Meetings: peacebuilding and sustaining peace, 2022

<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>
S/PV.9101 27 July		Annual report of the Peacebuilding Commission on its fifteenth session (S/2022/89)		Former Chair of the Peacebuilding Commission, Chair of the Peacebuilding Commission	All Council members, all invitees	
S/PV.9181 and S/PV.9181 (Resumption 1) 3 November	Integrating effective resilience-building in peace operations for sustainable peace Letter dated 24 October 2022 from the Permanent Representative of Ghana to the United Nations addressed to the Secretary-General (S/2022/799)		32 Member States ^a	Assistant Secretary-General for Africa, Commissioner for Political Affairs, Peace and Security of the African Union, Chargé d'affaires a.i. of the Delegation of the European Union to the United Nations, Chair of The Elders, Executive Director of Security Council Report	Secretary-General, all Council members, ^b all invitees ^c	

^a Algeria, Argentina, Austria, Bangladesh, Canada, Chile, Ecuador, Egypt, Germany, Indonesia, Italy, Japan, Lebanon, Malta, Morocco, Netherlands, Nigeria, Peru, Poland, Portugal, Republic of Korea, Rwanda, Sierra Leone, Slovakia, Slovenia, South Africa, Sudan, Sweden, Switzerland, Thailand, Tunisia and Ukraine.

^b Gabon was represented by its Deputy Minister for Foreign Affairs; Ghana (President of the Council) was represented by its Minister for Foreign Affairs and Regional Integration; India was represented by its Foreign Secretary; Ireland was represented by its Minister of State for European Affairs; and the United States was represented by its Permanent Representative to the United Nations and Member of the President's Cabinet.

^c The Commissioner for Political Affairs, Peace and Security participated in the meeting by videoconference. The representative of Sweden spoke on behalf of the Nordic countries; and the representative of the European Union spoke also on behalf of Albania, Bosnia and Herzegovina, Georgia, North Macedonia, Montenegro, the Republic of Moldova, Serbia and Ukraine.

34. Threats to international peace and security

In 2022, the Security Council held 22 meetings under the item entitled “Threats to international peace and security”, of which 21 were public (open) meetings and 1 was a private (closed) meeting. Among the public meetings, 17 took the form of briefings, 2 were convened to adopt a decision, and the remaining 2 were held in a debate format.¹²²⁴ The Council adopted one decision under the item and failed to adopt one draft resolution, owing to the lack of the required number of votes. More information about the meetings, including on participants, speakers and outcomes, is provided in the table below. In addition, Council members held informal consultations of the whole to discuss different topics under the item.¹²²⁵

¹²²⁴ For more information on the format of meetings, see part II.

¹²²⁵ See [A/77/2](#), part II, chap. 29.

During the period under review, various topics were considered under the item. Most of the meetings held under the item in 2022 were focused on the conflict in Ukraine and its implications on the humanitarian situation in the country as a result of the war, the alleged use and manufacturing of biological weapons in Ukraine (in connection with which a draft resolution was proposed, but the Council failed to adopt it), the safety of nuclear facilities in the context of the armed conflict and the Initiative on the Safe Transportation of Grain and Foodstuffs from Ukrainian Ports (Black Sea Initiative).¹²²⁶ In addition, one meeting held under the item was focused on the gas leaks detected in the Nord Stream submarine pipelines in the Baltic Sea, one was focused on the investigation conducted into the forced landing of Ryanair flight FR-4978 by Belarus on 23 May 2021, and two were focused on Africa, one with regard to climate and security and one with regard to counter-terrorism. Lastly, consistent with prior practice, the Council held three meetings and adopted one resolution under the item, in connection with the United Nations Investigative Team to Promote Accountability for Crimes Committed by Da'esh/Islamic State in Iraq and the Levant (UNITAD), established pursuant to resolution 2379 (2017).¹²²⁷

In 2022, a total of 15 meetings convened under the item were devoted to the conflict in Ukraine, including with regard to tensions prior to the outbreak of war. On 31 January, at the request of the United States, the Council held a meeting to discuss the threat to international peace and security posed by the build-up of Russian forces on the border of Ukraine.¹²²⁸ Upon request by the Russian Federation, the provisional agenda was put to the vote and adopted, with 10 votes in favour, 2 votes against and 3 abstentions.¹²²⁹ During the meeting, the Council heard a briefing by the Under-Secretary-General for Political and Peacebuilding Affairs, who expressed great concern over the tensions that continued to escalate, in a dangerous military build-up in the heart of Europe, citing reports of more than 100,000 troops and heavy weaponry from the Russian Federation positioned along the border with Ukraine, with unspecified numbers also reportedly deployed to Belarus ahead of large-scale joint military exercises in February on the borders with Ukraine, Poland and the Baltic States. She added that members of the North Atlantic Treaty Organization (NATO) were reportedly planning additional deployments in its Eastern European member States and that 8,500 troops were currently on high alert. The Under-Secretary-General conveyed the Secretary-General's strong belief that there should not be any military intervention in that context, that diplomacy should prevail and that any such intervention by one country in another would be against international law and the Charter of the United Nations. She reiterated the full commitment of the United Nations to the sovereignty, political independence, unity and territorial integrity of Ukraine within its internationally recognized borders, in accordance with relevant General Assembly resolutions, and stressed the Secretary-General's appeal to all concerned to take immediate steps to de-escalate tensions and continue on the diplomatic path.

In the discussion, most speakers expressed concern about the situation on the borders of Ukraine and urged respect for the principles set out in the Charter, in particular the principles of sovereignty, independence and territorial integrity and the prohibition on the threat or use of force. Council members called for de-escalation and the peaceful resolution of the situation through preventive diplomacy and political dialogue. The representative of the United States expressed the view that the aggression by the Russian Federation threatened not only Ukraine, but also Europe and the international order that the Council was charged with upholding. If the Russian Federation further invaded Ukraine, the consequences would be horrific and the current dire humanitarian situation in eastern Ukraine would pale in comparison to the impact of the full-scale land invasion that it was currently planning. She expressed the belief that there was a diplomatic path out of the crisis and noted that, if the situation was truly about security concerns, the United States was offering the Russian Federation an opportunity to address those concerns at the negotiating table. The representative of China opposed the holding of the public meeting, noting that it was not conducive to creating a favourable environment for dialogue or defusing tensions. The representative of the Russian Federation rejected the allegations of a planned military invasion of Ukraine and noted that the Russian troops had been deployed within the territory of the Russian Federation. Among his country's security concerns were that Ukraine should not join NATO and that no foreign troops should be deployed on its territory. He said that his delegation agreed with the calls for a

¹²²⁶ For more information on the items relating to Ukraine, see sect. 19 above.

¹²²⁷ For more information on the establishment of UNITAD, see *Repertoire, Supplement 2016–2017*.

¹²²⁸ See *S/PV.8960*.

¹²²⁹ For more information about the procedural vote on the provisional agenda, see part II.

settlement of the crisis surrounding Ukraine, but noted that it was an internal matter. The representative of Ukraine stated that the situation at the border of his country, where the Russian Federation continued its military build-up, constituted a grave threat to international peace and security. He reiterated the absence of any aggressive intention from the Government of Ukraine and noted that the Council needed to take into account the information it heard at the meeting to make an informed decision, when appropriate, on acting swiftly and decisively in employing preventive diplomacy under Chapter VI of the Charter.

Following the outbreak of war, in two additional briefings in March,¹²³⁰ the Under-Secretary-General for Political and Peacebuilding Affairs reported on the growing number of casualties and the attacks on civilian infrastructure, including through the use of cluster munitions, noting that such acts were prohibited under international law and calling for investigations and accountability. In both briefings, she appealed for a cessation of hostilities to allow for the safe passage of civilians and humanitarian aid and welcomed diplomatic efforts aimed at ending the war. At the second briefing, the Council also heard updates from the Assistant High Commissioner for Operations of the Office of the United Nations High Commissioner for Refugees (UNHCR), who reported that the number of refugees from Ukraine in neighbouring countries had risen to more than 3.1 million, in what had become the fastest-growing refugee crisis in Europe since the Second World War.¹²³¹ More than 90 per cent of the refugees fleeing Ukraine were women and children, and at least 2 million people were believed to have been displaced internally. Despite all its efforts, UNHCR was unable to respond to the sheer scale of the rapidly growing needs of the Ukrainian people and systematically deliver much-needed life-saving assistance. He called for civilians and civilian infrastructure to be protected, for international humanitarian law to be upheld and for safe passage to be enabled for civilians. At the same meeting, the Director General of the World Health Organization urged the Council to work towards an immediate ceasefire and a political solution and for all donors to support the response to humanitarian and health needs in Ukraine and neighbouring countries. Although Ukraine was rightly the focus of the world's attention, the Director General urged Council members not to lose sight of the many other crises in which people were suffering.

In their discussions during both of the aforementioned meetings in March, Council members focused on the humanitarian crisis in Ukraine and the attacks on civilians and civilian infrastructure.¹²³² At the meeting on 17 March, members also discussed the order issued the previous day by the International Court of Justice, in which the Court requested, *inter alia*, the suspension of military operations by the Russian Federation in Ukraine.¹²³³

In addition, in 2022, the Council heard six briefings by the High Representative for Disarmament Affairs and her Deputies concerning allegations of a biological weapons programme in Ukraine¹²³⁴ and reports of supplies of lethal weapons to Ukraine.¹²³⁵ In four of those briefings, the High Representative and her Deputies, as representatives of the Office for Disarmament Affairs, reiterated that the United Nations was not aware of biological weapons programmes in Ukraine.¹²³⁶ They recalled on those occasions that the Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on Their Destruction of 1972 contained several measures to which concerned States parties could have recourse for addressing situations in which States parties had concerns or suspicions about the activities of their peers, such as the possibility of convening a formal consultative meeting to consider such matters or lodging a complaint with the Council to initiate an investigation. In their briefings, the representatives of the Office continued to note that the Convention needed to be operationalized and institutionalized and to recall that the ninth Review Conference of the States Parties to the Biological Weapons Convention, to be held in November and December 2022, presented an opportunity for States parties to strengthen the Convention. In his briefing in October, the Director and Deputy to the High Representative reported that the Office was aware that the Russian Federation, pursuant to its earlier request for the convening of a formal consultative meeting under article V

¹²³⁰ See S/PV.8991 and S/PV.8998.

¹²³¹ See S/PV.8998.

¹²³² See S/PV.8991 and S/PV.8998.

¹²³³ See S/PV.8998.

¹²³⁴ See S/PV.8991, S/PV.8999, S/PV.9033 and S/PV.9171.

¹²³⁵ See S/PV.9127 and S/PV.9216.

¹²³⁶ See S/PV.8991, S/PV.8999, S/PV.9033 and S/PV.9171.

of the Convention, had filed an official complaint, in line with the provisions of its article VI, regarding the allegations of biological weapons programmes in Ukraine.¹²³⁷ He noted that the provisions of article VI had not been invoked since the entry into force of the Convention, which did not contain any guidance on the type of investigation that the Council might initiate. Were the Council to initiate an investigation, the Office stood ready to support it.

At a meeting held on 2 November, a draft resolution submitted by the Russian Federation was not adopted, owing to the lack of the required number of votes.¹²³⁸ Under the draft resolution, the Council would have established a commission consisting of all Council members to investigate the claims against the United States and Ukraine contained in the complaint by the Russian Federation (see [S/2022/796](#)) regarding compliance with obligations under the Biological Weapons Convention in the context of the activities of biological laboratories in the territory of Ukraine.¹²³⁹ In explaining their votes, Council members exchanged views on the conditions for an investigation by the Council, as laid out in article VI of the Convention.¹²⁴⁰

In her briefings in September and December, the High Representative focused on the reported supply of lethal weapons to Ukraine and their consequences and noted that, since the invasion of Ukraine by the Russian Federation on 24 February, a number of States had transferred weapons systems and ammunition to Ukraine for its defence forces, which was a matter of public record.¹²⁴¹ The High Representative noted that any large-scale influx of weapons into any armed conflict situation raised many concerns, including the possible diversion of those weapons and, in that context, referred to the available mechanisms for enhancing transparency of arms transfers and measures to mitigate risks of weapons and ammunition diversion.

During the discussions concerning the allegations of a biological weapons programme, Council members underscored the importance of the Biological Weapons Convention as a key mechanism for dealing with that topic.¹²⁴² The representative of the Russian Federation continued to raise concerns about the possible use of such programmes by Ukraine with the support of the United States, while the representatives of Ukraine and the United States continued to reject those allegations and to deny any involvement in such activities. At a meeting held on 9 December,¹²⁴³ on the reported transfer of weapons systems and ammunition to Ukraine, speakers¹²⁴⁴ also addressed other topics, such as arms control and the importance of the Arms Trade Treaty, with some Council members¹²⁴⁵ also raising the issue of weapons from the Islamic Republic of Iran being used by the Russian Federation in contravention of resolution [2231 \(2015\)](#). In the context of the war in Ukraine, several speakers¹²⁴⁶ also addressed the issue of the right to self-defence as enshrined in Article 51 of the Charter.¹²⁴⁷

During the year, the Council also heard two briefings by the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, once in March, jointly with the Executive Director of the United Nations Children's Fund (UNICEF), and once in October, jointly with the Secretary-General of the United Nations Conference on Trade and Development (UNCTAD).¹²⁴⁸ In his briefing in March, the Emergency Relief Coordinator noted that, as the unthinkable had become the reality, the United Nations and its humanitarian partners had started a scalable and agile, adaptable and resilient humanitarian operation fit for the changing situation.¹²⁴⁹ He outlined the three priorities that he had conveyed to the Ukrainian and Russian authorities, namely, for the parties to take constant care to spare

¹²³⁷ See [S/PV.9171](#).

¹²³⁸ See [S/PV.9180](#). See also [S/2022/821](#).

¹²³⁹ For more information, see part IX, sect. VIII.

¹²⁴⁰ See [S/PV.9180](#). For more information on the discussion and about investigative and fact-finding functions acknowledged by the Council, see part VI, sect. II.

¹²⁴¹ See [S/PV.9127](#) and [S/PV.9216](#).

¹²⁴² See [S/PV.8991](#), [S/PV.8999](#), [S/PV.9033](#), [S/PV.9171](#) and [S/PV.9180](#).

¹²⁴³ See [S/PV.9216](#).

¹²⁴⁴ Russian Federation, China, United Arab Emirates, United States, Mexico, Brazil and Ukraine.

¹²⁴⁵ Norway, United Kingdom, France, Albania, United States and Ireland.

¹²⁴⁶ Norway, United Kingdom, Ghana, Albania, United States, Mexico, Brazil, Ireland and Ukraine.

¹²⁴⁷ For more information about discussions relating to Article 51 of the Charter, see part VII, sect. X.

¹²⁴⁸ See [S/PV.8988](#) and [S/PV.9176](#).

¹²⁴⁹ See [S/PV.8988](#).

civilians and civilian homes and infrastructure in their military operations, including by allowing safe passage for civilians to leave areas of active hostilities on a voluntary basis, in the direction they chose; for them to enable safe passage for humanitarian supplies into areas of active hostilities; and for a system of constant communication with parties to the conflict to be put in place, with assurances to enable the delivery of humanitarian aid. In her briefing, the Executive Director of UNICEF focused on the impact of the conflict on children and called upon Council members to remind all parties of their legal and moral obligation to protect children and spare them from attack and to refrain from targeting civilian infrastructure. In that regard, she appealed to all parties to avoid the use of explosive weapons in populated areas. She also asked the Council to send a strong message to all parties of their obligation to ensure the safety of humanitarian personnel and equipment and to ensure that sanctions and other restrictive measures did not impede humanitarian action. She added that UNICEF had renewed its call for an immediate suspension of ongoing military actions in Ukraine. After the briefings, Council members discussed the humanitarian impact of the war, the question of ensuring safe humanitarian corridors and the protection of civilians and the need for the cessation of hostilities.

In his briefing in October, in the aftermath of reports of the Sevastopol attacks and damage to Russian military vessels and infrastructure, the Emergency Relief Coordinator focused on the implementation of the Black Sea Initiative in the light of the decision of the Russian Federation to suspend its participation.¹²⁵⁰ On the alleged connection between those attacks and the Initiative, he underscored that military vessels, aircraft and assets belonging to any party were prohibited from approaching closer than 10 nautical miles to the cargo ships and that the corridor provided neither cover for nor protection from offensive or defensive military action. Turning to the alleged misuse of cargo vessels in the Initiative for military purposes, the Emergency Relief Coordinator affirmed that none had been in the corridor on the night of 29 October, when the reported attacks had taken place. Expressing readiness to consider an inquiry into any evidence, he stated that all sides had decided, within the Joint Coordination Centre, that the Initiative would be entirely civilian in nature and that the safety of shipping was protected by the commitments of Ukraine and the Russian Federation not to attack ships and related port facilities.

In her briefing, the Secretary-General of UNCTAD noted that the impact of two initiatives – the Black Sea Initiative and the Memorandum of Understanding between the Russian Federation and the Secretariat of the United Nations on promoting Russian food products and fertilizers to world markets – had been made clear in a short period of time, with massive effects on global welfare. She referred to the chilling effect of sanctions on the private sector and noted that transaction costs on insurance premiums, financial payments, shipping costs and transport costs for Russian food and fertilizer exports were very high, leading to continued high global food and fertilizer prices. Adding that a lot of work remained to be done even with clear exemptions to the sanctions, she urged all parties to make every effort to resume and extend the Black Sea Initiative and implement both agreements to their fullest extent.

During the discussion that followed, the representative of the Russian Federation stated that his country had suspended its participation in the Black Sea Initiative following the air and sea strikes against its fleet and infrastructure. He added that the implementation of the Initiative was not possible and that the decisions made by the Joint Coordination Centre without the participation of the Russian Federation were not binding. In the discussion that ensued, Council members exchanged views on the decision of the Russian Federation to suspend its participation in the agreement and urged the continued implementation of the Initiative, noting its importance for global food security.

In connection with the reported attacks on nuclear facilities in Ukraine, the Council heard one briefing by the Under-Secretary-General for Political and Peacebuilding Affairs in August¹²⁵¹ and three briefings by the Director General of the International Atomic Energy Agency (IAEA), in August, September and October, the last of which was conducted during a private meeting.¹²⁵² In her briefing in August, the Under-Secretary-General stated that, despite numerous calls and appeals, instead of de-escalation, alarming incidents involving the Zaporizhzhia nuclear plant continued to be reported on a near-daily basis.¹²⁵³

¹²⁵⁰ See [S/PV.9176](#).

¹²⁵¹ See [S/PV.9114](#).

¹²⁵² See [S/PV.9109](#), [S/PV.9124](#) and [S/PV.9172](#).

¹²⁵³ See [S/PV.9114](#).

She urged the parties to provide the IAEA mission with immediate, secure and unfettered access to the site and noted that any potential nuclear incident would have catastrophic consequences not only for the immediate vicinity, but for the region and beyond. The Under-Secretary-General further underscored that it was imperative to receive the express commitment of the parties to stop any military activities around the plant to enable its continued safe and secure operations.

In his open briefings in August and September, the Director General of IAEA reported on the situation at the nuclear facilities in Ukraine, focusing on the Zaporizhzhia nuclear power plant and called for any military actions that would jeopardize nuclear safety to be stopped immediately.¹²⁵⁴ Since 24 February, IAEA had activated its Incident and Emergency Centre, had established regular contact with the Ukrainian authorities and had closely monitored both the situation at the facilities and activities involving radioactive sources and nuclear material in Ukraine.¹²⁵⁵ In the wake of the shelling of the Zaporizhzhia nuclear power plant on 5 August, the Director General asked both sides to cooperate with IAEA and allow a mission to the site to proceed as soon as possible, so that the Agency could corroborate facts and develop and provide an independent assessment of the nuclear safety and security risks. In September, the Director General reported on the mission conducted by IAEA to the plant, including on the proposed establishment of a nuclear safety and security protection zone.¹²⁵⁶ He reported that IAEA inspectors had remained at the site, to be able to directly and immediately evaluate the situation on the ground as it developed. At the same meeting, the Secretary-General delivered remarks, in which he welcomed the IAEA mission and requested the Russian and Ukrainian forces to commit not to engage in any military activity towards or from the plant site. He also called for an agreement on a demilitarized perimeter, which would include a commitment by Russian forces to withdraw all military personnel and equipment from that perimeter and a commitment by Ukrainian forces not to move into it. The Secretary-General expressed regret about the failure of the tenth Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons to reach consensus on its outcome document, which had been intended to address the issue of the safety and security of nuclear power plants in armed conflict zones, including in Ukraine.

In their discussions concerning the reported attacks involving the nuclear facilities in Ukraine, Council members expressed concern about the risks of nuclear incidents and called for the demilitarization of the areas around all nuclear sites in Ukraine.¹²⁵⁷ Council members also discussed the need for a cessation of hostilities, the importance of avoiding any actions that could lead to nuclear disasters and of pursuing dialogue to end the conflict. They expressed support for the seven pillars of nuclear safety and security and both support for an IAEA mission to Ukraine and appreciation for its having been conducted in September, as well as for the continued presence of its inspectors on the ground. Several Council members urged the Russian Federation to withdraw its troops from the territory of Ukraine and to return full control of nuclear facilities to the Ukrainian authorities.¹²⁵⁸

On 30 September, the Council held a meeting under the item focused on the gas leaks detected in the Nord Stream submarine pipelines in the Baltic Sea.¹²⁵⁹ At the meeting, the Council heard briefings by the Assistant Secretary-General for Economic Development in the Department of Economic and Social Affairs, the official spokesperson for Gazprom and the Director of the Centre for Energy and Climate of the French Institute of International Relations.

The Assistant Secretary-General emphasized that the United Nations was not in a position to verify or confirm any of the reported details related to the incident and noted that, while the causes of the incident were being investigated, it was equally urgent to address the consequences of those leaks. The damage to the Nord Stream pipelines raised concerns regarding the uncertainty in the global energy markets, the potential environmental impact and the vulnerability of critical energy infrastructure. He concluded that the

¹²⁵⁴ See [S/PV.9109](#) and [S/PV.9124](#).

¹²⁵⁵ See [S/PV.9109](#).

¹²⁵⁶ See [S/PV.9124](#).

¹²⁵⁷ See [S/PV.9109](#), [S/PV.9114](#) and [S/PV.9124](#).

¹²⁵⁸ See [S/PV.9109](#) (United States, Norway, Albania, France, Ireland and United Kingdom); [S/PV.9114](#) (Norway, United States, Ireland, Ghana, United Kingdom, France and Albania); and [S/PV.9124](#) (United States, United Kingdom, Albania, Ireland, Norway and France).

¹²⁵⁹ See [S/PV.9144](#).

incident must not be allowed to further increase tensions or deepen divisions in an already tense regional context. The other two briefers noted, *inter alia*, that the ruptures in the Nord Stream pipelines were unprecedented and were affecting energy supplies to Europe.

After the briefings, the representative of the Russian Federation argued that the damage to the Nord Stream pipelines was an act of sabotage that benefited neither European States nor the Russian Federation, noting that, instead, it benefited the United States. He added that his country endorsed a comprehensive investigation to shed light on the true circumstances of the incident, adding that any international investigation could claim to be objective only if the Russian Federation was included in it. The representative of the United States categorically denied any involvement in the incident. Most Council members¹²⁶⁰ also noted that the available information indicated that the damage to the pipelines was the result of an act of sabotage, and several¹²⁶¹ underscored the importance of an independent and impartial investigation to be conducted about the incident, with some¹²⁶² expressing support for the ongoing investigation led by Denmark, Germany and Sweden. Some Council members¹²⁶³ also addressed the broader context of the war in Ukraine, with several among them also calling for an end to the conflict.

On 31 October, the Council held a meeting under the item focused on the findings of an investigation conducted into the forced landing of Ryanair flight FR-4978 by Belarus on 23 May 2021.¹²⁶⁴ At the meeting, the Council heard a briefing by the President of the Council of the International Civil Aviation Organization (ICAO), in which he reported on the findings of an investigation conducted by his organization into the matter of Ryanair flight FR-4978, which had been diverted over Belarus airspace on 23 May 2021 to land in Minsk while travelling from Athens to Vilnius. The investigation had led to the conclusion that senior officials of Belarus had orchestrated the deliberate diversion of the flight under the false pretext of a bomb threat. The ICAO Council had decided that the actions of the Government of Belarus amounted to an infraction of the Convention on International Civil Aviation (Chicago Convention), to be reported to the ICAO Assembly. Having acknowledged that there had been an infraction of the Convention by Belarus, the ICAO Assembly adopted resolution A41-1, in which it condemned the actions of the Government of Belarus in committing an act of unlawful interference that had deliberately endangered the safety and security of Ryanair flight FR-4978 and the lives of those on board.¹²⁶⁵

After the briefing, Council members and other meeting participants acknowledged having taken note of the report on the ICAO fact-finding mission, with many expressing concern over the implication of the Belarusian authorities in the incident, which they viewed as a violation of the relevant international aviation norms.¹²⁶⁶ In that regard, most speakers¹²⁶⁷ also addressed the detention of a Belarusian journalist, who had been arrested following the forced landing of the Ryanair flight in Minsk. Some speakers¹²⁶⁸ also raised the issue of complicity of Belarus in the war in Ukraine. The representative of the Russian Federation expressed the view that the ICAO report carried little credibility and expressed doubts about the organization's impartiality, because no objective and transparent investigation into the incident involving the Ryanair flight had been conducted. The representative of China recalled his country's objection to the ICAO report and noted that different parties had different views on it and had concerns about the source and authenticity of some key information contained therein. The representative of Belarus stated that his country would never accept the conclusions of the report, which it considered to be based on incomplete information. Some Council members¹²⁶⁹ also questioned whether the Council was the appropriate body to discuss the matter.

¹²⁶⁰ Norway, Mexico, Ireland, United Kingdom, United States, China, United Arab Emirates, Albania and France.

¹²⁶¹ Mexico, Gabon, China, United Arab Emirates, India and Ghana.

¹²⁶² Norway, Ireland, United Kingdom, United States, Albania and France.

¹²⁶³ Mexico, Gabon, United States, United Arab Emirates, Albania, Kenya and India.

¹²⁶⁴ See [S/PV.9175](#).

¹²⁶⁵ For more information on the discussion, see part VI, sect. II. For more information on the incident, see [S/2021/608](#) and [S/2022/802](#).

¹²⁶⁶ See [S/PV.9175](#) (Albania, United Kingdom, United States, France, Ireland, Norway, Brazil, Kenya, Mexico, Ghana, Lithuania, Poland, Latvia (also on behalf of Czechia and Estonia), Greece and Germany).

¹²⁶⁷ Albania, United Kingdom, United States, France, Ireland, Mexico, Lithuania, Poland, Latvia (also on behalf of Czechia and Estonia) and Germany.

¹²⁶⁸ Albania, United Kingdom, France, Ireland, Norway, Poland, Latvia (also on behalf of Czechia and Estonia) and Germany.

¹²⁶⁹ Russian Federation, Brazil, Mexico and China.

In 2022, consistent with prior practice, the Council held two meetings under the item to heard briefings on the work of UNITAD, and a third meeting to adopt a resolution to extend the mandate of the Investigative Team. On 8 June and 5 December, pursuant to the two biannual reports on the activities of the Investigative Team,¹²⁷⁰ the Council heard briefings by the Special Adviser and Head of UNITAD, in which he reported on the progress made in the investigative activities of the Team, including with regard to witness interviews, the digitization of documentary evidence and the drafting of case files.¹²⁷¹ Investigations had progressed into the provision of financial support to Da'esh by the Bayt al-Mal, the development and use of chemical and biological weapons, the case concerning the Christian community in the Ninawa plains and the cases involving the destruction of cultural heritage sites in Iraq. The Special Adviser also provided updates on cases involving the crimes committed against the Yazidi community and those committed against the personnel of Tikrit Air Academy, as well as the case of the Badush prison. He added that UNITAD had expanded and further operationalized arrangements with the Iraqi judiciary and increased its support to ongoing domestic proceedings in several Member States, in consultation with the Government of Iraq. In that context, in addition to the landmark conviction of a Da'esh member in Frankfurt, Germany, in 2021, for the crime of genocide, the Special Adviser noted that the Team had also supported the Joint Investigation Team, consisting of the national prosecution authorities of Belgium, France and Sweden, in cases involving international crimes connected with Da'esh. In his briefing in December, the Special Adviser noted that the sharing of evidence with the Iraqi judiciary for criminal proceedings could take place only once the respective legal requirements and standards were met in terms of substantive and procedural law.¹²⁷² He emphasized that promoting accountability for international crimes committed by Da'esh in Iraq meant delivering tailored assistance in accordance with the needs of the respective investigative court or judge.

After the briefings, at both meetings, Council members expressed their support for the work of UNITAD and welcomed the cooperation between the Investigative Team and the Iraqi authorities.¹²⁷³ Specifically, several Council members noted the importance of a gender-responsive approach to the Team's investigation of Da'esh crimes.¹²⁷⁴ Some Council members reiterated the need to ensure full respect for the sovereignty of Iraq and its jurisdiction over crimes committed in its territory,¹²⁷⁵ with several members also pointing to the importance of handing over the collected evidence to the Iraqi authorities.¹²⁷⁶ In that regard, some Council members underscored the need for progress on developing the relevant domestic legislation to enable the prosecution of those crimes in Iraq, including as regards the aspects related to the capital punishment.¹²⁷⁷

On 15 September, pursuant to the request of the Government of Iraq (S/2022/687), the Council unanimously adopted resolution 2651 (2022), by which it extended the mandate of the Special Adviser and the Investigative Team for a period of one year, until 17 September 2023.¹²⁷⁸ In the resolution, the Council underscored the importance of sharing evidence collected by the Investigative Team with the relevant Iraqi authorities, in a timely manner, for eventual use in fair and independent criminal proceedings, consistent with applicable international law and the terms of reference of the Investigative Team.¹²⁷⁹ It also requested the Special Adviser to continue to submit and present reports to the Council on the Team's activities every 180 days.¹²⁸⁰

In 2022, under the item, the Council also held two meetings focused on Africa, one on climate and security and one on counter-terrorism.¹²⁸¹

¹²⁷⁰ S/2022/434 and S/2022/836.

¹²⁷¹ See S/PV.9059 and S/PV.9206.

¹²⁷² See S/PV.9206.

¹²⁷³ See S/PV.9059 and S/PV.9206.

¹²⁷⁴ See S/PV.9059 (United Kingdom, United Arab Emirates, Gabon, Kenya, Norway, Ireland and France); and S/PV.9206 (France, Norway, Ireland and Kenya).

¹²⁷⁵ See S/PV.9059 (Gabon, China and Brazil) and S/PV.9206 (Brazil).

¹²⁷⁶ See S/PV.9059 (Russian Federation, Ghana, China, Brazil and India); and S/PV.9206 (United Arab Emirates, China, Ghana, Russian Federation, Brazil, Kenya and India).

¹²⁷⁷ See S/PV.9059 (Mexico, Norway, Ireland and France); and S/PV.9206 (Albania, France, Norway, Mexico, United States and Ireland).

¹²⁷⁸ Resolution 2651 (2022), para. 2.

¹²⁷⁹ Ibid., seventh preambular paragraph.

¹²⁸⁰ Ibid., para. 3. For more information, see part IX, sect. III.

¹²⁸¹ See S/PV.9150 and S/PV.9188.

On 12 October, at the initiative of Gabon, which held the presidency for the month,¹²⁸² the Council convened a high-level open debate under the sub-item entitled, “Climate and security in Africa”.¹²⁸³ At the meeting, the Council heard briefings by the Assistant Secretary-General for Africa in the Departments of Political and Peacebuilding Affairs and Peace Operations, the former Chair of the African Group of Negotiators on Climate Change and the Regional Director for Africa at the International Committee of the Red Cross (ICRC).

The Assistant Secretary-General stated that the climate emergency was a danger to peace and added that climate change exacerbated existing risks and created new ones. To support the African continent in addressing the impact of climate change on peace and security, action was needed on multiple fronts. For that reason, she added, multidimensional partnerships connecting the work of the United Nations, regional organizations, Member States, international financial institutions, civil society, the private sector and international and local researchers were vital.

The former Chair of the African Group of Negotiators on Climate Change outlined the links between climate change and peace and security in Africa, examined the resources available to Africa in addressing the threat of climate change to peace and security in Africa and explored ways to maximize the international community’s support for Africa in order to minimize the effects of climate change on peace and security.

The Regional Director for Africa at ICRC noted that the convergence of climate risk, environmental degradation and armed conflict threatened people’s lives and health and worsened food, economic and water insecurity. He added that climate change multiplied existing vulnerabilities and inequalities in conflict zones and that the impact of such overlap could shape human mobility and access to resources on a regional scale, citing examples of situations – and ICRC responses – in several countries in the Sahel, as well as in Mali, the Niger and Somalia.

After the briefings, Council members and other speakers discussed the impact of climate change on peace and security in Africa and the steps that the Council and the broader international community could take to address that question. Speakers exchanged views on the extent to which climate change was a contributing factor to or threat multiplier in various conflict situations and deliberated on the role of the Council in addressing it.¹²⁸⁴

On 10 November, at the initiative of Ghana, which held the presidency for the month,¹²⁸⁵ the Council held a high-level debate under the sub-item entitled, “Counter-terrorism in Africa: an imperative for peace, security and development”.¹²⁸⁶ During the meeting, the Council heard briefings by the Deputy Secretary-General, the Chairperson of the African Union Commission, the Managing Director for Common Security and Defence Policy and Crisis Response of the European External Action Service and the President and Chief Executive Officer of the International Crisis Group.

In her briefing, the Deputy Secretary-General noted that terrorists and violent extremists had exploited instability and conflict to increase their activities and intensify attacks across Africa, with women and girls bearing the brunt of insecurity and inequality. Countering international terrorism required effective multilateral responses, which needed to address terrorism together with concurrent and converging threats, including the worsening climate emergency, armed conflict, poverty and inequality, lawless cyberspace and uneven recovery from the COVID-19 pandemic.

The Chairperson of the African Union Commission stated that, in Africa, terrorism and the increasingly frequent use of violence as a means of gaining and maintaining power were fragmenting societies and causing dozens of deaths and significant physical and psychological damage. He said that Somalia, Libya, Mali, Burkina Faso, the Lake Chad basin, Mozambique and the eastern Democratic Republic of the Congo were all theatres and preferred areas for the proliferation of deadly terrorist

¹²⁸² A concept note was circulated by a letter dated 3 October (S/2022/737).

¹²⁸³ See S/PV.9150.

¹²⁸⁴ For more information on Council members’ discussions on whether the issue of climate change was within the purview of the Council’s mandate, see part V, sect. I.

¹²⁸⁵ A concept note was circulated by a letter dated 1 November (S/2022/822).

¹²⁸⁶ See S/PV.9188.

activities, adding that the defeat of terrorism in Africa was necessary to cut its chances of metastasizing elsewhere.

The Managing Director for Common Security and Defence Policy and Crisis Response of the European External Action Service highlighted that West Africa required immediate attention to stem the risks of spillover from advancing terrorist actors.

The President and Chief Executive Officer of the International Crisis Group asserted that conflicts involving non-State armed groups would be a source of instability in Africa for some time to come. Robust, African-led missions were well positioned to counter those threats, but required proper and reliable resources, and stabilizations missions alone could not stem the threat of non-State armed groups, which required broader responses, including projects to provide basic services and better governance. Expressing the view that conflicts that destabilized several African regions were not only about counter-terrorism, she stressed that they were often rooted in concrete grievances with State authorities and elites whose level of public legitimacy was dismal and that the use of force should always be part of a wider political strategy.

In their discussion, Council members focused on the role of regional and subregional organizations and initiatives, such as the African Union and the Economic Community of West African States, in countering terrorism in different regions of Africa, including in the Sahel, West Africa and the Horn of Africa. They also discussed the threat posed by various terrorist groups, focusing on Al-Qaida and Da'esh and their local offshoots. Other topics addressed during the discussion included preventive efforts aimed at tackling the underlying causes of terrorism and drivers of instability, the impact of climate change and the extent to which the United Nations peace operations could tackle the challenges of terrorism in Africa.

Meetings: threats to international peace and security, 2022

<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>
S/PV.8960 31 January			Belarus, Lithuania, Poland, Ukraine	Under-Secretary-General for Political and Peacebuilding Affairs	All Council members, all invitees ^a	Procedural vote (rule 9) 10-2-3 ^b
S/PV.8988 7 March			Ukraine	Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, Executive Director of the United Nations Children's Fund	All Council members, all invitees	
S/PV.8991 11 March			Ukraine	Under-Secretary-General for Political and Peacebuilding Affairs, High Representative for Disarmament Affairs	14 Council members, ^c all invitees	

Repertoire of the Practice of the Security Council, 2022

<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>
S/PV.8998 17 March			Poland, Ukraine	Under-Secretary-General for Political and Peacebuilding Affairs, Assistant High Commissioner for Operations of the Office of the United Nations High Commissioner for Refugees, Director General of the World Health Organization	All Council members, all invitees	
S/PV.8999 18 March				High Representative for Disarmament Affairs	All Council members, invitee	
S/PV.9033 13 May				Director and Deputy to the High Representative for Disarmament Affairs	All Council members, invitee	
S/PV.9059 8 June			Iraq	Special Adviser and Head of the United Nations Investigative Team to Promote Accountability for Crimes Committed by Da'esh/Islamic State in Iraq and the Levant (UNITAD)	All Council members, all invitees	
S/PV.9109 11 August			Ukraine	Director General of the International Atomic Energy Agency (IAEA)	All Council members, ^d all invitees ^e	
S/PV.9114 23 August			Ukraine	Under-Secretary-General for Political and Peacebuilding Affairs	All Council members, all invitees	

**Part I. Consideration of questions under the responsibility of
the Security Council for the maintenance of
international peace and security**

<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>
S/PV.9124 6 September			Germany, Ukraine	Director General of IAEA	Secretary- General, all Council members, all invitees ^e	
S/PV.9127 8 September			Ukraine	High Representative for Disarmament Affairs, Director of the Center for Geostrategic Studies	All Council members, all invitees	
S/PV.9131 15 September		Draft resolution submitted by United Kingdom (S/2022/693)				Resolution 2651 (2022) 15-0-0
S/PV.9144 30 September				Assistant Secretary- General for Economic Development, spokesperson for Gazprom, Director of the Centre for Energy and Climate of the French Institute of International Relations	All Council members, all invitees ^f	
S/PV.9150 12 October	Climate and security in Africa Letter dated 3 October 2022 from the Permanent Representative of Gabon to the United Nations addressed to the Secretary- General (S/2022/737)		10 Member States ^g	Assistant Secretary- General for Africa, Regional Director for Africa at the International Committee of the Red Cross, former Chair of the African Group of Negotiators on Climate Change	All Council members, ^h all invitees ⁱ	
S/PV.9171 27 October			Ukraine	Director and Deputy to the High Representative for Disarmament Affairs	All Council members, all invitees	

Repertoire of the Practice of the Security Council, 2022

<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>
S/PV.9172 27 October (closed)			Ukraine	Director General of IAEA	Council members, all invitees	
S/PV.9175 31 October			Six Member States ⁱ	President of the Council of the International Civil Aviation Organization	All Council members, all invitees ^k	
S/PV.9176 31 October			Germany, Romania, Türkiye, Ukraine	Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, Secretary-General of the United Nations Conference on Trade and Development, Deputy Head of the Delegation of the European Union to the United Nations	All Council members, all invitees	
S/PV.9180 2 November		Draft resolution submitted by Russian Federation (S/2022/821)			14 Council members ^l	Not adopted 2-3-10 ^m
S/PV.9188 10 November	Counter-terrorism in Africa: an imperative for peace, security and development Letter dated 1 November 2022 from the Permanent Representative of Ghana to the United Nations addressed to the Secretary-General (S/2022/822)			Chairperson of the African Union Commission, Managing Director for Common Security and Defence Policy and Crisis Response of the European External Action Service, President and Chief Executive Officer of the International Crisis Group	Deputy Secretary-General, all Council members, ⁿ all invitees ^o	

**Part I. Consideration of questions under the responsibility of
the Security Council for the maintenance of
international peace and security**

<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>
S/PV.9206 5 December	Letter dated 7 November 2022 from the Special Adviser and Head of UNITAD addressed to the President of the Security Council (S/2022/836)		Iraq	Special Adviser and Head of UNITAD	All Council members, all invitees	
S/PV.9216 9 December			Ukraine	High Representative for Disarmament Affairs, civil society representative	All Council members, all invitees	

^a The representative of Lithuania spoke also on behalf of Estonia and Latvia.

^b *For:* Albania, Brazil, France, Ghana, Ireland, Mexico, Norway, United Arab Emirates, United Kingdom, United States; *against:* China, Russian Federation; *abstentions:* Gabon, India, Kenya.

^c Albania, Brazil, China, France, Ghana, Gabon, India, Ireland, Kenya Mexico, Norway, Russian Federation, United Kingdom, United States.

^d The United States was represented by its Under Secretary of State for Arms Control and International Security.

^e The Director General of IAEA participated in the meeting by videoconference.

^f The spokesperson for Gazprom and the Director of the Centre for Energy and Climate of the French Institute of International Relations participated in the meeting by videoconference.

^g Colombia, Egypt, Germany, Italy, Morocco, Namibia, Niger, Poland, South Africa and Ukraine.

^h Gabon (President of the Council) and Norway were represented by their respective Ministers for Foreign Affairs; the United Arab Emirates was represented by its Permanent Representative to the United Nations and Assistant Minister for Foreign Affairs and International Cooperation; and the United States was represented by its Permanent Representative to the United Nations and member of the President's Cabinet.

ⁱ The representative of Germany spoke on behalf of the Group of Friends on Climate and Security.

^j Belarus, Germany, Greece, Latvia, Lithuania and Poland.

^k The representative of Latvia spoke also on behalf of Czechia and Estonia.

^l Albania, Brazil, China, France, Ghana, India, Ireland, Kenya Mexico, Norway, Russian Federation, United Arab Emirates, United Kingdom, United States.

^m *For:* China, Russian Federation; *against:* France, United Kingdom, United States; *abstaining:* Albania, Brazil, Gabon, Ghana, India, Ireland, Kenya, Mexico, Norway, United Arab Emirates.

ⁿ Ghana (President of the Council) was represented by its President. Gabon was represented by its Deputy Minister for Foreign Affairs; the United Arab Emirates was represented by its Minister of State in the Ministry of Foreign Affairs and International Cooperation; and the United States was represented by its Assistant to the President for Homeland Security.

^o All invitees participated in the meeting by videoconference.

35. Maintenance of international peace and security

During the period under review, the Council held eight meetings in connection with the item entitled "Maintenance of international peace and security". Four of the meetings took the form of briefings, three took the form of open debates, and one was convened to adopt a decision of the Council.¹²⁸⁷ The Council adopted one resolution, under Chapter VII of the Charter of the United Nations. More information on the meetings, including on participants, speakers and outcomes, is provided in the table below. In addition, Council members held informal consultations of the whole to discuss different topics under the item.¹²⁸⁸

¹²⁸⁷ For more information on the format of meetings, see part II.

¹²⁸⁸ See also A/77/2, part II, chap. 34.