



## Security Council

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### Letter dated 29 May 2025 from the Secretary-General addressed to the President of the Security Council

In paragraph 58 (b) of its resolution [2759 \(2024\)](#), the Security Council requested me to provide the Council with an evaluation of the logistical support provided by the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) to the Central African Republic defence and security forces in line with paragraph 38 (b) of the same resolution, including by providing appropriate financial information. The present letter provides an update on major developments since my letter to the Security Council dated 21 March 2024 ([S/2024/257](#)).

#### Context

The Government of the Central African Republic, with the support of MINUSCA and international partners, continued to advance the implementation of the 2019 Political Agreement for Peace and Reconciliation in the Central African Republic and the 2021 joint road map for peace in the Central African Republic of the International Conference on the Great Lakes Region. These efforts contributed to improvements in the decentralization of the peace process at the local level and the extension of State authority, including with respect to border management. The local, presidential and legislative elections scheduled for 2025–2026 remain a key priority; the Government continues to demonstrate its commitment to electoral preparations despite logistical and financial challenges.

The Government maintained efforts to engage with armed groups that are signatories of the 2019 Political Agreement and that had expressed willingness to cease hostilities and disarm. These efforts resulted in the announcement on 23 April 2025 by the President of the Central African Republic, Faustin Archange Touadéra, that leaders of the Retour, réclamation et réhabilitation and the Unité pour la paix en Centrafrique armed groups had agreed to cease hostilities and rejoin the Political Agreement following discussions facilitated by Chadian authorities. Some armed groups and armed elements remaining outside of the peace process continued to undermine stabilization efforts in parts of the country, carrying out attacks against civilians, national defence and internal security forces, other security personnel and MINUSCA.

While stability gains have been achieved, the security situation remains concerning in specific areas, in particular in the north-west and east, as well as in the centre of the country, albeit to a lesser extent. The north-east continued to be affected by the conflict in the Sudan, with increased cross-border movement of armed combatants in the area, including by the Sudanese Rapid Support Forces.



New violence erupted in the south-east in Haut-Mbomou and Mbomou Prefectures as Wagner Ti Azande,<sup>1</sup> supported by Azande Ani Kpi Gbe combatants, repeatedly attacked civilians, in particular the Muslim community, over alleged association with the armed group Unité pour la paix en Centrafrique. In response, the Government established a commission of inquiry, resulting in the arrest and initial prosecution of several suspected perpetrators, including leaders of Wagner Ti Azande. Azande Ani Kpi Gbe also increased attacks against national defence and internal security forces and MINUSCA.

During the reporting period, several national defence forces were killed and injured in hostile acts by armed elements throughout the country, along with two peacekeepers in Bamingui-Bangoran and Haut-Mbomou Prefectures.

Although the number of incidents and casualties involving explosive ordnance decreased, dangers persisted, in particular in the north-west and in Bangui. Explosive remnants of war were reported across the country. In total, there were 47 incidents involving explosive ordnance between March 2024 to April 2025, predominantly affecting civilians.

The humanitarian situation in the country remained dire, compounded by persistent access challenges as a result of, among other things, limited infrastructure and the activities of armed groups. The influx of refugees from the Sudan continued to exacerbate humanitarian needs. MINUSCA documented allegations of human rights violations and abuses committed by armed groups, as well as by members of the national defence and internal security forces and other security personnel. MINUSCA and the Government enhanced their cooperation to establish national strategic frameworks to address human rights violations.

The national defence forces, with the support of other security personnel, conducted multiple military operations to oust armed groups from strategic areas, such as mining sites, in particular in Basse-Kotto, Kémo, Mbomou, Ouaka and Vakaga Prefectures. Armed groups launched sporadic attacks on national defence and internal security forces in remote areas, notably in Basse-Kotto, Haute-Kotto, Haut-Mbomou, Mambéré-Kadéï, Nana-Grébizi, Ombella-Mpoko and Ouham-Pendé Prefectures.

National defence forces conducted joint patrols with MINUSCA, focusing on protecting civilians in areas at risk and border areas, in particular in the Prefectures of Basse-Kotto (Zangba), Haute-Kotto (Sam Ouandja), Haut-Mbomou (Bambouti, Mboki, Zemio) and Vakaga (Am Dafok, Birao). In this context, the Mission provided logistical support to enable deployments of national defence forces in key locations.

MINUSCA launched a stabilization operation in February 2025 in the Yade region in the face of increased attacks against civilians by armed elements, covering areas and villages close to transhumance corridors. MINUSCA and the Government also worked together to secure electoral preparations in the context of the integrated plan for the security of the elections. The ability of the national defence and internal security forces to effectively conduct operations and consolidate security gains remained limited due to the continued lack of institutional and operational capacity, including with regard to logistics and mobility. In the most critical remote areas, this was compensated for in part by the Mission's logistical support.

There were fewer incidents of obstruction of the Mission's movements by the national defence forces. On 15 July, MINUSCA terminated its contract for a commercial unmanned aerial system, on the basis of the Government's restrictions on the use of such systems since December 2023.

<sup>1</sup> Some Azande Ani Kpi Gbe members were reportedly recruited into or deployed alongside the national defence and internal security forces under the name Wagner Ti Azande.

**Logistical support provided by the Mission to the national defence and internal security forces of the Central African Republic from 1 March 2024 to 30 April 2025 in the context of the extension of State authority**

The Mission's logistical support for the extension of State authority, provided at the request of the Government, comprised air transport, casualty and medical evacuation, and basic infrastructure and equipment.

*Air transport*

From March 2024 to April 2025, MINUSCA airlifted by both special and regular flights a total of 401 members of the national defence forces and 8.3 tons of cargo, as part of regular rotations to areas where those forces are established, such as in Bangassou (Mbomou), Birao (Vakaga) and Sam Ouandja (Haute-Kotto).<sup>2</sup>

In addition, the Mission airlifted by regular flights a total of 288 members of the internal security forces. These airlifts were to support the deployment and rotation of officers to remote areas, such as Mboki and Sam Ouandja, as well as for relevant workshops and training.

The Mission also provided air transport to Paoua for 10 previously trained national soldiers on explosive ordnance disposal as part of a joint explosive ordnance threat mitigation pilot project. In addition, the Mission provided air transport for 34 detainees arrested by the internal security forces to prisons in Alindao, Bambari, Bangassou, Bangui, Bouar, Bria, Paoua, Zemio and Sam Ouandja.

*Medical evacuation, casualty evacuation and transportation of human remains*

From March 2024 to April 2025, MINUSCA conducted one special flight and one regular flight to transport two sets of human remains for the national defence and internal security forces and one regular flight for the medical evacuation of a national soldier.

Table 1  
**Special flights in support of medical evacuation, casualty evacuation and the transport of human remains**

<i>Fiscal year (July–June period)</i>	<i>Number of requests</i>	<i>MEDEVAC/CASEVAC patients</i>	<i>Human remains</i>	<i>Total cost (United States dollars)</i>
2019/20	—	—	—	—
2020/21	6	8	1	118 969.50
2021/22	5	9	2	78 104.17
2022/23	2	2	—	35 038.92
2023/24	4	2	2	64 170.94
2024/25	1	—	1	23 164.00
<b>Total</b>	<b>18</b>	<b>21</b>	<b>6</b>	<b>319 447.53</b>

*Note:* The 2024/25 fiscal year has not yet concluded.

*Abbreviations:* CASEVAC, casualty evacuation; MEDEVAC: medical evacuation.

<sup>2</sup> MINUSCA also deployed 493 troops and 20.4 tons of cargo in the context of joint operations to remote areas, as described below. The total number of troops and cargo deployed during the reporting period, including in the context of joint operations, amounted to 894 troops and 28.7 tons of cargo.

*Basic equipment and infrastructure*

From March 2024 to April 2025, the Mission continued to provide support to improve the operational environment, mobility and working conditions related to its own operations, which also benefited the national defence and internal security forces. MINUSCA rehabilitated and maintained 395 km of roads, 20 wooden bridges, two ferries, one concrete bridge and 10 airstrips in Bangassou, Batangafo, Bocaranga, Bossangoa, Bouar, Bria, Mboki, Ndélé, Paoua and Sam Ouandja.

As part of the implementation of the national border management policy, MINUSCA supported the Government with construction work, office equipment and motorcycles for the first multi-service border post in Bembéré, Lim-Pendé Prefecture, at the border with Chad. The border post is operational, with the presence of internal security forces as well as customs, phytosanitary, water and forestry, and trade personnel.

MINUSCA undertook 39 projects related to construction, rehabilitation and equipment to support the internal security forces. These projects included the construction of a gendarmerie health centre in Bambari, which will serve as a referral health centre for national uniformed personnel deployed in the region, as well as the local population in Bambari; the provision of equipment for the gendarmerie in Kaga Bandoro and for the regional police directorate in Bossangoa; the rehabilitation and equipping of the Permanent Military Court in Bouar; and the renovation of the office of the national army inspectorate in Bangui. Furthermore, the Mission provided internal security forces with 23 vehicles that had been written off by the Mission. In addition, 90 motorcycles were distributed to the internal security forces to improve their readiness and mobility, including during the upcoming elections.

MINUSCA continued rehabilitation and maintenance at seven national weapons and ammunition storage facilities across the country, as well as construction at the Camp Kassai ammunition storage area, enhancing the safety, security and effective management of weapons and ammunition for the national defence forces. The Mission also started rehabilitating five national armouries belonging to the national defence and internal security forces in Bangui, Damara and Sibut.

The Mission's support for the national defence and internal security forces with respect to the disposal of obsolete ammunition and explosive remnants of war contributed to improved ammunition management and a safer environment. A total of 128,518 rounds of ammunition were safely destroyed during the reporting period.

On 13 December 2024, MINUSCA also completed the construction and equipping of the first forensic laboratory in Bangui, operated by MINUSCA but supporting national capacity-building in this field, including for post-blast investigations and related judicial procedures.

**Logistical support provided between March 2024 and April 2025 in the context of joint operations**

MINUSCA significantly increased its logistical support in the context of joint operations with national defence and internal security forces, responding to different requests of the Government. Such support since the beginning of the fiscal year was valued at \$3.69 million.

This support included the provision of facilities and infrastructure costing a total of \$1,794,200, primarily for the acquisition of equipment and materials for temporary accommodation and facilities during joint deployments, including tents, chain-link fences and generators. It also encompassed support for ground transportation with a value of \$936,000, including the commitment of funds to acquire four patrol vehicles

for the internal security forces, as well as 12 pick-up vehicles and 300 motorcycles for national defence forces.

Air operations support through regular and special flights was also provided in the context of joint operations, allowing for the initial deployment or rotation of 493 members of the national defence forces and 20.4 tons of cargo from March 2024 to April 2025 in key strategic areas, such as in Am Dafok and Ouanda Djallé (Vakaga), Ouadda (Haute-Kotto), Bambouti and Mboki (Haut-Mbomou) and Zangba (Basse-Kotto). Since the beginning of the fiscal year, special flights have been used to transport 371 troops and 16.1 tons of cargo, costing a total of \$411,200 since the beginning of the fiscal year.

Finally, the Mission's support also encompassed the provision of other supplies, services and equipment at a cost of \$544,000, including the provision of food rations (\$495,000) for the national defence forces, in areas where those forces often had not been deployed in years. This also included the provision of fuel to the national defence forces, while the internal security forces procured fuel on their own.

Table 2

**Expenditure for logistical support for national defence forces and internal security forces in the context of joint operations, 1 July 2024–8 May 2025**

(Thousands of United States dollars)

<i>Type of support</i>	<i>Amount</i>
Facilities and infrastructure support	1 794.2
Ground transportation support	936.0
Air operations support	411.2
Other supplies, services and equipment	544.0
<b>Total</b>	<b>3 685.4</b>

*Note:* The 24/25 fiscal year has not yet concluded.

Table 3

**Special flights in support of the transport of national defence forces**

<i>Fiscal year (July–June period)/type of support</i>	<i>Number of requests</i>	<i>Number of troops</i>	<i>Cargo</i>	<i>Total cost (United States dollars)</i>
2019/20	3	105	5 185	337 605.32
2020/21	2	103	2 227	77 351.46
2021/22	2	486	—	379 702.08
2022/23	—	—	—	—
2023/24	4	329	6 719	639 494.09

<i>Fiscal year (July–June period)/type of support</i>	<i>Number of requests</i>	<i>Number of troops</i>	<i>Cargo</i>	<i>Total cost (United States dollars)</i>
2024/25 <sup>a</sup>	10	708	24 419	619 636.47
Extension of State authority	4	337	8 286	208 235.76
Joint operations	6	371	16 133	411 244.71
<b>Total</b>	<b>21</b>	<b>1 731</b>	<b>38 550</b>	<b>2 053 789.42</b>

*Note:* The 2024/25 fiscal year has not yet concluded.

<sup>a</sup> The table aligns with the fiscal year 1 July 2024 to 30 April 2025, reflecting the deployment by special flights of 708 troops and 24.4 tons of cargo. The table does not reflect all of the deployments (in the context of joint operations and the extension of State authority) by special and regular flights during the reporting period of the present letter, covering 1 March 2024 to 30 April 2025, which amounted to 894 troops and 28.7 tons of cargo.

**Table 4**  
**Provision of fuel to the national defence forces**

<i>Fiscal year (July–June period)</i>	<i>Issued (litres)</i>	<i>Reimbursed (litres)</i>	<i>Total cost (United States dollars)</i>
2018/19	22 316	22 316	–
2019/20	32 132	32 132	–
2020/21	41 666	41 666	–
2021/22	2 865	2 240	850
2022/23	2 474	–	4 948
2023/24	1 523.95	–	2 943.56
2024/25	2 074.20	–	3 010.59
<b>Total</b>	<b>105 051.15</b>	<b>98 354</b>	<b>11 752.15</b>

*Note:* The 2024/25 fiscal year has not yet concluded.

MINUSCA supported efforts to increase and sustain joint operations with the national defence forces. This included the gradual improvement of the exchange of information and of mechanisms to identify, commit, deploy and rotate national troops with heightened responsiveness. This contributed to enhancing readiness and improved the mobility of the national defence and internal security forces, including for the local elections scheduled to take place in August 2025, as well as for the 2025–2026 presidential and legislative elections.

#### **Risk mitigation in the provision of logistical support**

From March 2024 to April 2025, MINUSCA conducted a total of 324 risk assessments, including 88 assessments for 1,048 soldiers and 236 assessments for 2,252 police and gendarmerie officers, as required by the human rights due diligence policy on United Nations support to non-United Nations security forces. As a result, 9 soldiers and 22 police and gendarmerie officers were identified as having allegedly committed human rights violations and were denied MINUSCA support.

At the request of the Government, in November 2024 MINUSCA, supported by the European Union Military Training Mission in the Central African Republic, screened 81 candidates who had been selected by national defence authorities to join non-operational training for 50 non-commissioned officers.

MINUSCA continued to train the national defence and internal security forces on the human rights due diligence policy, as well as on international human rights, humanitarian and refugee law and to promote professionalism and accountability. Between April 2024 and March 2025, training was conducted for 468 military officers and 371 police and gendarmerie officers, including 99 women. In late 2024, the National Human Rights and Fundamental Freedoms Commission and MINUSCA conducted joint training for 96 military officers, including 9 women, and 81 police and gendarmerie officers, including 23 women.

Due to the security situation in Haut-Mbomou and Mbomou Prefectures, including the presence of Wagner Ti Azande combatants, MINUSCA enhanced mitigating measures for the Mission's support for the national defence and internal security forces deployed in Mboki and for the national defence forces deployed in Bambouti, through the strict application of the human rights due diligence policy, as well as human rights training and even closer monitoring.

### **Impact of the Mission's logistical support**

The logistical support provided by MINUSCA to the national defence and internal security forces contributed to strengthening their presence and establishing new positions in various parts of the country, in particular in the prefectures of Basse-Kotto (Zangba), Haut-Mbomou (Bambouti), Mbomou (Bangassou) and Vakaga (Am Dafok). The presence of the MINUSCA force and national defence forces contributed to preventing threats against civilians and created security conditions conducive to advancing stabilization, with a significant impact on the mitigation of local tensions and spillover effects from tensions or conflicts in neighbouring countries.

Joint engagement by the Government and MINUSCA, complemented by United Nations and international partners, continued to consolidate security gains in these areas, including through the ongoing implementation of United Nations Development Programme stabilization programmes. These efforts were also aimed at promoting peace dividends for communities, and local ownership of the peace process, including through the construction and rehabilitation of key infrastructure and the resumption of the delivery of basic services.

In addition, joint high-level visits of the Government and MINUSCA with financial, diplomatic and development partners took place in Bambouti and Obo in Haut-Mbomou Prefecture, Kaga Bandoro in Nana-Grébizi Prefecture, Bossangoa in Ouham Prefecture, Birao and Am Dafok in Vakaga Prefecture and Bembéré in Lim-Pendé Prefecture. These visits were aimed at assessing stabilization efforts, fostered by the enhanced presence of MINUSCA and national defence and internal security forces, and at mobilizing support.

All MINUSCA logistical support, including rotations and deployments conducted during the reporting period, also contributed to securing the voter registration process, as part of the integrated electoral security plan the Mission signed with the Government in 2023. MINUSCA logistical support enabled the opening of 99 per cent of voter registration centres across the country, including in remote areas such as Zangba (Basse-Kotto), where voters had the opportunity to register for the first time in years.

### **Measures taken to maintain the deployment of the national defence and internal security forces**

MINUSCA logistical support for the national defence and internal security forces is intended to have a multiplier effect on the efforts of Central African authorities to sustain their redeployment outside Bangui, as indicated in my letter

dated 15 May 2018 addressed to the President of the Security Council ([S/2018/463](#)). The efficiency and impact of the Mission's logistical support for this purpose remain closely dependent on progress made in fulfilling national commitments described in that letter, namely that: (a) the new and reformed national defence and internal security forces must be inclusive, professional, ethnically representative and regionally balanced; (b) they must uphold the principles of accountability and the rule of law; (c) they must be supported in a regular and reliable manner; and (d) local authorities and the population must have trust and confidence in them.

On 20 February 2025, President Faustin Archange Touadéra signed the new national defence policy for the period 2024–2040 and the national defence strategy for the period 2025–2030, which had been validated by the Minister of Defence on 27 September and 14 October 2024, respectively. This strategic framework paves the way for the drafting of a military programming law detailing the corresponding needs and budget, as well as providing a road map for the reconstruction of the national defence forces, with a focus on the garrisoning of the army. This framework is designed to achieve a workforce of 35,000 soldiers by 2030 through an annual recruitment plan starting in 2025.

A more comprehensive training programme for the national defence forces is still needed. Operational training of those forces by the European Union Military Training Mission in the Central African Republic has been suspended since 2021. Instead, the Training Mission initiated an education programme for 50 non-commissioned officers, starting in December 2024. MINUSCA supported the initial training of 150 new internal security forces officers, including 59 women, recruited by the Government. It also organized workshops for officers and non-commissioned officers of the national defence forces on administrative best practices and human resources management within military units.

MINUSCA supported ongoing efforts to strengthen national oversight mechanisms responsible for accountability and professionalism among the national defence and internal security forces. From March 2024 to April 2025, the General Inspector of the National Army, with the support of MINUSCA, visited the national defence forces in localities in Bamingui-Bangoran, Haute-Kotto, Mbomou, Nana-Mambéré, Nana-Grébizi, Ouham-Pendé, Ouaka and Vakaga Prefectures. The visits allowed him to inspect working and living conditions, as well as discipline and command, while raising awareness of existing regulations and the importance of good relations and cooperation with administrative authorities and the local populations.

The Mission continued to support access to military justice. The Permanent Military Court in Bouar, rehabilitated and equipped with the support of MINUSCA, was inaugurated in February 2025 in the presence of the Minister of Justice and the Special Representative of the Secretary-General for the Central African Republic and the Head of MINUSCA. That same month, the Bangui military court held a court martial, resulting in the conviction of three defendants for various crimes. Also during that month, it held correctional hearings for which 49 cases had been registered on the docket; 19 of these cases, involving 22 defendants, were adjudicated, while the remaining cases were deferred to subsequent hearings. Of those defendants, 2 soldiers were released after being found not guilty, while 20, including 18 soldiers, a gendarme and a police officer, were convicted. The offences included involuntary manslaughter, intentional assault and battery, theft or misappropriation of a weapon, abandonment of post and failure to comply with military instructions.

The lack of information on the strength and deployment of the national defence forces, as well as the absence of a detailed logistical plan for the national defence and internal security forces, continues to impede efforts to provide coherent logistical support and to identify gaps. The national defence and internal security budget



amounts to \$94.4 million in 2025, with 80 per cent dedicated to personnel, goods and services. It does not include an investment budget line, and resources for operational costs seem insufficient.

Challenging conditions of service, including the recurrent non-payment of subsistence allowance, for national defence and security forces resulted in several incidents, including cases of desertion in Mbomou and Vakaga Prefectures.

The Mission organized four high-level meetings of partners of the Central African defence sector and two meetings of partners of the internal security sector, bringing together national and international stakeholders with a view to identifying strategic solutions and opportunities at the organizational, functional and operational levels. The coordination meetings fostered bilateral and targeted assistance to address national priorities, such as military cooperation in support of the institutional capacity of the national army inspectorate and the mobilization of resources for border management within the framework of the national policy on border management.

## **Conclusion**

I welcome the constructive and steady collaboration between the Government of the Central African Republic and MINUSCA, which continues to facilitate the progressive redeployment of the national defence and internal security forces across the country. During the reporting period, this cooperation, which included MINUSCA logistical support, resulted in an unprecedentedly high number of joint deployments and coordinated security responses as part of joint operations. These joint efforts contributed to mitigating security challenges in key strategic areas, such as at border areas, and to preserving and further advancing the peace process in areas where State authority had previously been absent for years. To build on this progress, it is essential that such collaboration, notably to secure the upcoming local, presidential and legislative elections, continue and be appropriately funded.

I also welcome the progress achieved by the Government of the Central African Republic in the development of strategic frameworks for the reform and governance of its security sector. The sustained implementation of these frameworks is essential to strengthen the capacity of the national defence and internal security forces to fully assume their sovereign responsibility to protect civilians and the country's territorial integrity.

In this regard, I encourage the Government to prioritize finalizing the military programming law, with the aim of more clearly articulating the needs of and gaps in the defence sector. The provision by international partners, in a consistent, transparent and coherent manner, of relevant expertise and institutional capabilities to strengthen the overall capacity of the security sector remains critical. I call on international partners to further support the Government on border and transhumance management, on the basis of their comparative advantage.

Strengthening the capacity of the national defence and internal security forces remains central to stabilization efforts, but achieving sustainable stability requires that other critical components of the peace process advance, and that security gains translate into peace dividends. I therefore call on Member States, United Nations entities and institutional partners to further support the Government in delivering basic services and socioeconomic opportunities for the population across the country.

In the present security context, the Mission's logistical support for the national defence and internal security forces remains an essential component of the Mission's multifaceted assistance to the Government to advance the peace process, protect civilians and foster the extension of State authority, which remains central to

sustaining security gains and further consolidating peace in the country. Such support needs to continue to include appropriate resources.

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

*(Signed)* António **Guterres**

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