



# SECURITY COUNCIL REPORT

## MONTHLY FORECAST

### JUNE 2008



30 May 2008

This report is available online and can be viewed together with Update Reports on developments during the month at [www.securitycouncilreport.org](http://www.securitycouncilreport.org)

## OVERVIEW FOR JUNE

In June, the US will have the presidency of the Council.

At time of writing, no agreement on any thematic meeting of the Council had been reached. However, it seems that the possibility of a topic related to violence against women is under discussion. This could lead to an open debate in June on the impact in various conflict situations on the Council agenda of the recommendations in resolution 1325 on women, peace and security.

A public session on the Middle East, in accordance with normal practice, is expected. A briefing, followed by consultations, is likely—although the format will depend on developments.

Open meetings are also likely on:

- **Darfur/Sudan** (briefing by the ICC prosecutor followed by consultations);
- The Council visiting mission to Africa (**Darfur/Sudan, Chad** and **Somalia** may be the main focus);
- **Golan Heights** (renewal of the UNDOF mandate);
- **Cyprus** (renewal of the UNFICYP mandate);
- **Lebanon** (renewal of the UNIIIC mandate);

- **Iraq** (briefings on MNF mandate);
- **International Tribunals** (briefings from ICTY and ICTR);
- **Counter-terrorism** (reports from the 1267 and 1540 Committees and renewal of the mandate for the 1267 Monitoring Team);
- **Liberia** (briefing and renewal of the Panel of Experts);
- **Guinea Bissau** (briefing);
- **Iran** (briefing from the chair of the Sanctions Committee); and
- **Somalia** (to adopt a draft resolution on piracy issues).

In addition, consultations are possible on:

- **UN Office in West Africa** (review of the Secretary-General's report);
- **Iran** (developments arising from the recent IAEA report);
- **Uganda** (a briefing from Special Envoy Joaquim Chissano has been expected for some time);
- **Myanmar** (briefing on the way ahead for the Secretary-General's good offices mission in the aftermath of the referendum on the new constitution);
- **Kosovo** (in light of the expected report from the Secretary-General and entry into

## CONTENTS OF THIS ISSUE

### Status Update since our May

<b>Forecast</b> .....	2
<b>Sudan/Darfur</b> .....	3
<b>Chad/Central African Republic</b> .....	5
<b>Cyprus</b> .....	7
<b>Lebanon</b> .....	9
<b>Golan Heights</b> .....	10
<b>Iran</b> .....	11
<b>Iraq (MNF)</b> .....	13
<b>Iraq/Kuwait</b> .....	15
<b>Liberia</b> .....	16
<b>Guinea-Bissau</b> .....	17
<b>International Criminal Tribunals</b> ....	18
<b>UN Office for West Africa</b> .....	20
<b>Counter-Terrorism: Al-Qaida and Taliban</b> .....	22
<b>Counter-Terrorism: Weapons of Mass Destruction</b> .....	23
<b>Notable Dates for June</b> .....	24
<b>Important Dates over the Horizon</b> ...	24

force of the Kosovo constitution);

- **CAR** (in light of the expected report from Secretary-General);
- **Iraq/Kuwait** (consideration of the report on missing persons and property from the invasion of Kuwait in August 1990); and
- **Georgia** (following up the closed Council meeting on 30 May).

## Aide-Memoire

Important matters pending for the Council include:

- The Secretariat is still to respond to the Council's 21 November 2007 letter (S/2007/680), requesting monthly updates on the process of **closing down of UNMOVIC** as well as a **briefing on steps** the Secretariat is planning to **provide for the enhanced physical security of the UNMOVIC archives**, in particular those containing sensitive proliferation information. It seems that a report dealing with these issues

is currently being prepared.

- In its resolution 1327 (2000) on the implementation of the report of the Panel on United Nations Peace Operations (the **Brahimi report**, S/2000/809), the Council decided to review periodically the implementation of the provisions contained in the resolution's annex. No such reviews have occurred in the past three years.
- The December 2004 report by the Secretary-General on human rights violations in

**Côte d'Ivoire**, requested by presidential statement 2004/17, has still not been made public. Also on Côte d'Ivoire, the December 2005 report by the Secretary-General's Special Adviser on the Prevention of Genocide has not been published.

- The Council requested the Secretary-General on 29 November 2006 (S/2006/928) to **update the index** to Council notes and statements on working methods. This has

>>>page 2

## Aide-Memoire (continued)

- not been published.
- The 2005 World Summit requested that the Security Council consider reforms for the **Military Staff Committee**. This has yet to be addressed.
  - On the **DRC**, the Council Sanctions Committee has not acted on individual sanctions under resolution 1698 against armed groups that recruit children, despite MONUC reports about the problem continuing on a serious scale. Nor has the Council resumed discussion of the issue of natural resources in the DRC, which was raised in its open thematic debate on the subject of natural resources and conflict in June 2007 (S/PV.5705).
  - On **West Africa**, the Council has yet to follow up its 16 March 2007 consultations on cross-border issues.
  - The Secretary-General has yet to put forward proposals for the delineation of the international borders of Lebanon, especially in the **Sheb'a Farms** area, in accordance with resolution 1701, and respond to the cartographic, legal and political implications of the alternative path suggested by the government of Lebanon in its seven-point plan.
  - The Secretariat is yet to report to the Council on **Kenya** as requested in its 6 February presidential statement (S/PRST/2008/4).
  - In a letter from its president (S/2007/722) on

7 December 2007 the Council asked the Secretary-General to provide an outline the mandate of the **adviser on the prevention of genocide** and of the implications of upgrading this position from an Assistant Secretary-General to Under Secretary-General. At press time, it appears that a response had not been released yet.

- **UNAMI reports on human rights** are now usually delayed by several months and are therefore quite outdated. (The last report, released in March, covered the period from 1 July to 31 December 2007.) In the past, the reports were produced every two to three months.

## Status Update since our May Forecast

Recent developments on the situations covered in this *Forecast* are addressed in the relevant briefs. Interesting developments in the Council on other issues included:

- **Myanmar:** On 2 May, the Security Council adopted a presidential statement that welcomed the commitment from the Myanmar government that the referendum process would be free and fair and underlined the need for the government to “establish the conditions and create an atmosphere conducive to an inclusive and credible process” (S/PRST/2008/13). The Myanmar ambassador responded with a letter characterising the presidential statement as “highly objectionable” (S/2008/289). On 7 May, after Cyclone Nargis struck Myanmar, France asked the Council to consider using “responsibility to protect” as the basis for Council action to get aid into Myanmar. This proposal was met with considerable resistance. (Please see our 14 May *Update* for more details.)
- **Committees on Counter-Terrorism:** On 6 May, the Council was briefed by the chairs of the three counter-terrorism committees established through resolutions 1267 (Al-Qaida and Taliban), 1373 and 1540 (Weapons of Mass Destruction) (S/PV.5886). Ambassador Neven Jurica of Croatia, chair of the Counter-Terrorism Committee (1373), noted the cooperation between the three committees, primarily through their experts groups, and announced that the Counter-Terrorism Executive Directorate (CTED) had recently established a new organisational plan. (Please see our March 2008 *Forecast* for analysis of the CTED and the current forecast for information about the Committees on Weapons of Mass Destruction and
- Al-Qaida and the Taliban.)
- **Security Sector Reform:** On 12 May, the Security Council heard statements on this subject by the Secretary-General, Slovakian Minister for Foreign Affairs Ján Kubis, South African Deputy Minister for Foreign Affairs Susan van der Merwe, and the Chairman of the Peacebuilding Commission, Ambassador Yukio Takasu of Japan (S/PV.5889). The Council then adopted a presidential statement recognising that “that the establishment of an effective, professional and accountable security sector is one of the necessary elements” for peace and development and that it should be a “nationally-owned” process “within a broad framework of the rule of law” (S/PRST/2008/14).
- **Somalia:** On 15 May, the Council adopted resolution 1814, in which it *inter alia* supported the Secretary-General’s phased approach to Somali issues; requested him to establish security arrangements for the relocation of the UN Political Office for Somalia (UNPOS) from Nairobi to a location in Somalia; and requested him to continue contingency planning for the deployment of a UN operation to succeed AMISOM. There are still divisions on the draft on piracy issues, with members disagreeing on a proposal for a request for a Secretary-General’s report on piracy elsewhere in the world. (For more details, please see our 2 May *Update Report* on Somalia.)
- **Ethiopia/Eritrea:** The Council met in closed consultations on 14 May to consider the situation between Ethiopia and Eritrea. Council members discussed the future of UN Mission in Ethiopia and Eritrea, particularly regarding the possibility of terminating

the mandate of the mission which elapses on 31 July and starting a new UN mission in the region with an appropriately modified mandate to deal with the current situation. No decisions were taken.

- **Timor-Leste:** On 16 May, the Secretary-General forwarded to the Council a Secretariat assessment of Timorese police requirements and the UN Mission in Timor-Leste (UNMIT). The report noted that the Timorese police and judicial mechanisms continue to face significant challenges, including issues of capacity, integrity, resources and past political interference, with serious consequences over the administration of justice, control over public disorder and respect for human rights. Such difficulties, the report says, may create problems for handover of responsibilities from UNMIT to the Timorese police. The mission itself faces problems of deployment, capacity, conflicting training standards, resources and limited time-frame for its mandate. The report further notes that the current draft plan for security sector reform requires significant changes and that there is a lack of a coherent strategy and coordination of bilateral assistance. It makes a number of recommendations to the Council, the General Assembly, the Timorese government, the UN Department of Peacekeeping Operations, UNMIT, UN agencies, police contributors, donors and civil society (S/2008/329). On 29 May, the Council held consultations on the report. At time of writing, it was unclear whether any formal outcome would be adopted.

- **Bosnia and Herzegovina:** On 19 May, the High Representative for the

>>page 3

Implementation of the Peace Agreement in Bosnia-Herzegovina, Miroslav Lajcak, briefed the Council on his latest report (S/2008/300). He said that although important progress had been made, the international community's job there was not finished. He informed the Council that the Peace Implementation Council Steering Board had agreed on a set of five objectives and two conditions that needed to be met before the Office of the High Representative could close.

- **Post-Conflict Peacebuilding:** On 20 May, upon the initiative of the UK, president of the Council for the month of May, the Council held a high-level open debate on Post-conflict Peacebuilding with the Ministers for Foreign Affairs of Belgium, Croatia, Indonesia, Netherlands, Spain and the UK participating. In a presidential statement (S/PRST/2008/16), the Council recognised major challenges facing the international community in assisting states to recover from conflict and to build sustainable peace. The Council invited the Secretary-General to provide advice within 12 months to relevant UN organs on how to best support national efforts to attain durable peace more quickly and effectively.
- **Nepal:** The Council heard a briefing by Ian Martin, the Secretary-General's Special Representative to Nepal, in a closed meeting on 21 May. Among the future challenges he highlighted were the formation of the new government and the successful drafting of the constitution. In his latest report on Nepal, the Secretary-General said while he did not expect an extension of UNMIN's mandate which expires on 23 July, the UN is ready to provide continuing support to the

peace process (S/2008/313).

- **Burundi:** On 22 May, the Council held an open meeting on the situation in Burundi. The Chair of the Peacebuilding Commission's (PBC) Country-Specific configuration on Burundi, Ambassador Johan L. Løvald of Norway, briefed the Council about his latest visit to Burundi and highlighted a number of major peacebuilding challenges in the country requiring international attention. The representative of Burundi told the Council that the Secretary-General's latest report (S/2008/330) conveyed the impression that Burundi was relapsing into a new cycle of violence at a time when the international community had been hoping for a recovery. He however said that subsequent events since the issuance of the report, including the rebel Forces national libération's (Palipehutu-FNL) return to the negotiating table and the resumption of the Joint Verification and Monitoring Mechanism (JVMM), had given cause for optimism. In a press statement (SC/9339), the Council expressed concerns about the clashes between government forces and the FNL in Burundi and called for an end to hostilities and full implementation of the 2006 comprehensive ceasefire agreement. It expressed satisfaction that an FNL delegation had returned to Bujumbura and that the JVMM had resumed its work, welcomed the continued engagement of the PBC and reiterated its support for the work of the UN Integrated Office in Burundi.
- **Protection of Civilians in Armed Conflict:** On 27 May, the Council held an open debate and heard a briefing by Under Secretary-General John Holmes on this issue. Holmes reiterated the recommendation that the

Council establish an informal expert group to provide transparent, systematic and timely consultation on protection, especially in the context of the establishment or renewal of peacekeeping mandates (S/PV.5898 and Res. 1). The Council then adopted a presidential statement reiterating previous messages on protection of civilians and requesting a Secretary-General's report by May 2009 (S/PRST/2008/18).

- **Middle East:** On 28 May, Robert Serry, UN Special Coordinator for the Middle East peace process, briefed the Council. His comments included: the confirmation of indirect Israeli-Syrian peace negotiations; the continuation of Israeli-Palestinian negotiations; Egyptian-led efforts to achieve a ceasefire in Gaza; new pledges of investment in the Palestinian economy, in addition to a Quartet announcement of a package of measures to stimulate development; and the election of a new president in Lebanon, unblocking an 18-month political impasse. However, the situation remains fragile, he said. Important gaps need to be overcome in the Israeli-Palestinian discussions. In the West Bank, further steps to ease movement and access are vital. Israel has also continued settlement activity and incursions in the West Bank, Palestinian institutions in East Jerusalem remain closed by Israeli order and construction of the barrier has continued. In Gaza, the political, security and humanitarian situation has deepened. Serry also said that the firing of indiscriminate rockets from Gaza to Israel, which killed Israeli civilians last month, is to be condemned (S/PV.5899). The briefing was followed by consultations but no Council decisions emerged.

## Sudan/Darfur

### Expected Council Action

In early June, a Council mission will visit Sudan and Chad. Discussions are likely to include:

- the north-south Comprehensive Peace Agreement (CPA);
- the recent violence, prospects for a cessation of hostilities and a peace process in Darfur;
- deployment of the UN-AU Mission in Darfur (UNAMID); and
- Chad-Sudan relations and the conflicts in both countries.

Non-governmental organisations are urging that Council members also raise the issue of implementation of resolution 1593, which referred the situation in Darfur to the International Criminal Court (ICC).

A report on the mission, a briefing and a debate appear likely. It is unclear whether any new proposals on Darfur issues will emerge in June.

In June, the Council will also hear the semi-annual briefing by ICC Chief Prosecutor Luis Moreno-Ocampo. The quarterly briefing by the sanctions committee chairman is also expected in mid-June.

### Key Recent Developments

The security situation in Darfur and Chad remains extremely volatile. Clashes involving the Sudanese government and Darfur rebel groups, as well as Chadian armed forces and Chadian rebels continue. Sudanese government planes bombed three villages in North Darfur, killing several civilians including children. This was denounced by the Secretary-General as unacceptable. The UN estimates that more than 150,000 civilians have been forced to flee in 2008 alone.

Observers note that, as a result of the recent violence, significant numbers of Darfurians will not have been included in the recent



national census, which could have further impact on CPA implementation.

On 10 May, the rebel Justice and Equality Movement (JEM) mounted an unprecedented attack reaching the outskirts of Khartoum. This might have been related to the JEM's own national political ambitions, as well as the recent government offensive in West Darfur. It surprised both the government and UNAMID. Briefing the Council on 14 May, Under Secretary-General Jean-Marie Guéhenno said that the attack underscored "serious shortfalls in the Mission's resources."

Following the attack, the government announced a curfew and initiated efforts to hunt and arrest rebels. The government also accused the JEM of foreign connections, and called on states to list it as a terrorist organisation and arrest its leaders.

The southern Sudan People's Liberation Movement/Army (SPLM/A) apparently voiced strong criticism of the attack. There are ongoing concerns about simmering instability in the south, the east and certain areas in northern Sudan. Recent fighting in Abyei involving government forces and SPLA displaced tens of thousands of civilians and prompted an expression of deep concern from the Secretary-General.

The AU-UN mediation team has voiced serious concerns at the impact of the ongoing violence on the peace process. The team approached the parties to schedule a meeting in Geneva to discuss steps for improving security situation, but it appears that some rebel groups declined the invitation. At press time, a meeting in June with the team and regional and international partners to discuss next steps was being considered.

The JEM incursion revived concerns about Chad-Sudan relations. On 11 May, Khartoum cut diplomatic ties. In his briefing, Guéhenno warned that the attack could lead to a rapid intensification of the apparent proxy war between both countries.

Guéhenno also said UNAMID had received unconfirmed reports of amassing of JEM and Chadian rebels in West Darfur, and of plans by the Darfur rebel faction Sudan Liberation Movement-Unity to attack el-Fasher, where UNAMID is headquartered.

In a presidential statement on 13 May, the Council condemned the JEM attack.

However, it warned that "no retaliatory action should be taken against civilian populations, or that has an impact on stability in the region."

Logistics, bureaucracy and shortfalls in assets continue to challenge UNAMID. The Secretariat has prepared an ambitious plan to reach 80 percent deployment by late 2008 as follows:

- deployment of key enabling units before the rainy season and additional generation of engineering contingents;
- rotation at UN standards of troops already deployed; and
- deployment of military contingents from Ethiopia, Egypt, Senegal, Thailand and Nepal, and of 11 formed police units.

On 13 May, a meeting with troop contributors was convened to discuss the new deployment plan. Prospects for troop and asset generation remain uncertain. It appears that one option under consideration is switching assets from the UN Mission in the Sudan (UNMIS) to UNAMID.

#### Recent Developments in the Sanctions Committee

The Sanctions Committee received the mid-term report of the Panel of Experts in mid-May. The Panel apparently reported on the ongoing violence, as well as recurrent violations of international humanitarian law and the arms embargo. The midterm report is not expected to be published. On 27 May, the Committee met to discuss the report. Members noted with concern the developments identified by the Panel, but no proposals for more substantive action appear to have emerged.

#### Options

Options for the Council in June include:

- a statement following the visiting mission essentially reiterating messages on the need for a ceasefire, a peace process and cooperation with UNAMID's deployment;
- steps toward a new strategy involving either:
- firm benchmarks and deadlines for progress with a ceasefire, peace talks and UNAMID's deployment, or
- more flexible timelines, to be revised in consultation with the Secretariat and the mediation team but linked to a mechanism for closer Council monitoring of

developments, perhaps mandating Council experts and/or the Working Group on Peacekeeping Operations to meet regularly with the Departments of Political Affairs and Peacekeeping, and troop-contributing countries;

- requesting a briefing and dialogue with the mediation team on how to encourage a cessation of hostilities; and
- leaving UNAMID deployment issues to the Secretariat and the Friends of UNAMID (which include Belgium, Canada, Denmark, France, the Netherlands, Norway, Sweden, Tanzania, the UK, the US and the EU).

Other options include recognising that the low-key approach to Chad-Sudan relations has been exhausted and inviting the Dakar Agreement Contact Group for an Arria-style informal exchange of views.

#### Key Issues

The JEM attack appears to have reinforced the need for real progress with a cessation of hostilities in Darfur. The key issue in this regard is whether there is anything the Council can and should do to encourage the parties and support the mediation team. Another is how best to move forward with UNAMID's deployment.

An important related question is whether the Council can unify behind a plan to support these goals.

Justice and accountability issues are likely to emerge again in the light of the upcoming briefing by the ICC Chief Prosecutor.

The JEM attack reinforced the deep connections between the situations in Chad and Sudan. The underlying issue facing member states, the UN, the AU, the EU and other stakeholders is whether a more assertive approach is required. This includes how best to make use of the Dakar Agreement Contact Group in that regard. (The Group includes representatives from Libya, Republic of Congo, Eritrea, Senegal, Gabon, the Community of Sahel-Saharan States, or CEN-SAD, and the Economic Community of Central African States, or ECCAS. The UN and the EU have been invited as observers. CEN-SAD comprises twenty-five African states, and ECCAS eleven.)

For the Council specifically, the emerging question is whether and how to become more involved in approaching the issues from a

regional—as opposed to a country-specific—perspective and also incorporating an integrated approach to the conflict in Chad.

### Council and Wider Dynamics

The UK pressed hard in May for agreement on a substantive framework for assessing progress on the security and political tracks. This seemed to attract some support in the Council. However, there was also concern about setting strict deadlines for issues relating to UNAMID's deployment (given the mission's resource shortfalls and the delays in getting troops up to speed) and the political process (given a perceived need to ensure flexibility for the mediation team). It seems that the main reason given for a conservative approach was how the Council would address likely defiance from the parties.

It seems that demands for a broader Sudan focus may be emerging. Greater attention to the CPA is being urged by some, who also argue that this is important to ensure that Sudan does not descend into a generalised conflict.

Members also appear increasingly alarmed by the growing regional dimension, especially the interconnectedness between issues in Darfur and Chad. At present, however, members seem to prefer to defer to the Dakar Agreement Contact Group and EU peacemaking efforts within Chad. While many see a need for a more proactive involvement, proposals in that regard are likely to meet hesitation from France and Libya.

### UN Documents

#### Selected Security Council Resolutions

- S/RES/1769 (31 July 2007) established UNAMID.
- S/RES/1672 (25 April 2006), 1591 (29 March 2005) and 1556 (30 July 2004) imposed sanctions.
- S/RES/1593 (31 March 2005) referred the situation in Darfur to the ICC.
- S/RES/1590 (24 March 2005) established UNMIS.

#### Most Recent Presidential Statement

- S/PRST/2008/15 (13 May 2008)

#### Latest Secretary-General's Reports

- S/2008/304 (9 May 2008) was the latest UNAMID report.
- S/2008/267 (22 April 2008) was the latest UNMIS report.

### Other

- S/PV.5892 (14 May 2008) was the most recent Secretariat briefing on Darfur.
- A/HRC/7/22 (3 March 2008) was the most recent Sudan human rights report to the Human Rights Council.
- S/2007/584 (2 October 2007) was the latest Panel of Experts' report.

### Other Relevant Facts

#### UNAMID: Joint AU-UN Special Representative for Darfur

Rodolphe Adada (Republic of Congo)

#### UN and AU Special Envoys

UN: Jan Eliasson (Sweden)

AU: Salim A. Salim (Tanzania)

#### UNAMID: Size, Composition and Cost

- Maximum authorised strength: up to 19,555 military, 3,772 police and 19 formed police units
- Strength as of 30 April 2008: 7,393 troops, 128 observers, 1,716 police
- Main troop contributors: Nigeria, Rwanda, South Africa and Senegal
- Cost: 1 July 2007 - 30 June 2008: \$1.28 billion

#### UNAMID: Duration

31 July 2007 to present; mandate expires 31 July 2008

#### UNMIS: Special Representative of the Secretary-General

Ashraf Qazi (Pakistan)

#### UNMIS: Size, Composition and Cost

- Maximum authorised strength: up to 10,000 military and 715 police personnel
- Strength as of 30 April 2008: 8,721 troops, 586 observers, and 631 police
- Main troop contributors: India, Pakistan and Bangladesh
- Cost: 1 July 2007-30 June 2008: \$846.28 million

#### UNMIS: Duration

24 March 2005 to present; mandate expires 30 April 2009

### Useful Additional Source

- Andrew S. Natsios, "Beyond Darfur: Sudan's Slide Toward Civil War," *Foreign Affairs*, May-June 2008



## Chad/Central African Republic

### Expected Council Action

A Council mission will visit Chad and Sudan in early June. Topics for discussion include:

- the countries' security and political situation;
- Chad-Sudan relations; and
- the deployment of the UN Mission in the Central African Republic and Chad (MINURCAT) and of the EU Force (EUFOR, the European military force deployed pursuant a Security Council authorisation under resolution 1778);

Members are also likely to have in mind the issue of follow-up arrangements for EUFOR. (The deployment of a UN military component under MINURCAT was foreseen as a possible option and the Secretary-General's report with recommendations on the issue is due in September. EUFOR's mandate expires in March 2009.)

On return to New York, the mission is expected to produce a report and brief the Council. A debate is also possible. It is unclear whether the Council's substantial focus will remain on Darfur, or whether, in light of the wider regional dimensions, the Council will move to a more concretely regional approach, including a sustainable political process in Chad as well as in Sudan, and addressing also Sudan-Chad relations.

The semi-annual report from the UN Peacebuilding Office in the Central African Republic (BONUCA) is due in late June. A Secretariat briefing and discussions in consultations are expected.

A regular report on MINURCAT is also expected in late June or perhaps early July.

MINURCAT's mandate expires on 25 September and BONUCA's on 31 December.

### Key Recent Developments

The humanitarian and human rights situation in Chad remains dire. There are 180,000 internally displaced persons in Chad, in addition to about 250,000 Sudanese and 60,000 Central African Republic (CAR) refugees. There is increasing concern about

funding for humanitarian operations in Chad, which currently stands at less than one-fifth of the \$290 million requested in the 2008 consolidated appeal.

On 1 May, the Chad country director of Save the Children UK was killed by gunmen near a EUFOR base in the east of the country.

In the CAR, banditry and rebel activity continue to be major concerns. On a positive note, the government and the north-western CAR rebel group *Armée populaire pour la restauration de la démocratie* (APRD) signed a ceasefire on 9 May. (The APRD was the last major rebel group to engage in dialogue with the government.) Negotiations on a peace deal continue and may be finalised in the following weeks. Observers nonetheless have remained cautious given the possible difficulties with implementation, in particular regarding pending legal issues involving the APRD leadership. A national reconciliation conference is also in the works, but prospects remain unclear.

It appears that EUFOR's full deployment is expected in late June.

On 9 April, the Council held consultations on Chad and the CAR. Discussions included a briefing by Assistant Secretary-General Edmond Mulet on progress with deployment of the UN Mission in the CAR and Chad, and the EU force. In a press statement, members expressed concern with the situation in eastern Chad and north-eastern CAR, encouraged the governments of both countries to promote national dialogue and also encouraged implementation of the Sudan-Chad Dakar Agreement.

On 16 April, Chadian President Idriss Déby appointed Youssouf Saleh Abbas as prime minister in an apparent overture to the opposition. The latter insisted on dialogue involving armed movements, elections and full disclosure of the fate of Ibn Mahamat Saleh, an opposition leader missing since a government crackdown in February. An agreement was reached leading to the appointment of opposition members to head the defence and justice ministries. Abbas, who had previously served as a presidential advisor and liaison with EUFOR, announced he would seek reconciliation with rebels. However, independent observers and rebel groups have expressed doubts, seeing these developments as a divisive strategy. The rebels continue to demand all-inclusive dialogue leading to elections.

Sudan-Chad relations continue to deteriorate. On 10 May, Darfur rebel group Justice and Equality Movement (JEM) carried out an unprecedented attack near the Sudanese capital, Khartoum. The Sudanese government subsequently cut off diplomatic ties with Chad, saying it was complicit in the attack. This prompted Chad to close its border with Sudan.

On 13 May, the Council adopted a statement condemning the attack on Khartoum and but warning that no retaliatory action should be taken against civilian populations, or that had an impact on stability in the region.

### Options

Options for the Council in June include:

- continuing the low-key, wait-and-see approach pending the MINURCAT, EUFOR and BONUCA reports;
- including in the report of the Council visiting mission key messages regarding the need for a more integrated regional approach including broad-based political reconciliation in Chad as well as improvements in Chad-Sudan relations, and expressions of strong concern with the plight of civilians and the lack of funding for humanitarian operations in Chad;
- supporting reconciliation efforts by the Secretary-General's Special Representative, Victor da Silva Ângelo;
- adopting a more proactive approach, including consideration of an explicit mandate for MINURCAT (or a separate UN envoy) on political reconciliation in Chad, perhaps in coordination with current EU efforts in that respect;
- increasing pressure on N'Djaména, the rebels and the political opposition to take concrete steps towards all-inclusive dialogue;
- also adopting a more proactive approach to Chad-Sudan relations, including regular Council expert meetings with Council members and the Dakar Agreement Contact Group; and
- adopting a statement expressing active support for political reconciliation efforts in the CAR and considering options for securing sufficient resources for the planned national conference, including support for temporarily strengthening BONUCA.

### Key Issues

Given the recent waves of violence and fighting in both Darfur and Chad—and in

particular the fallout over Chad-Sudan relations from the recent JEM attack on Khartoum—the key issue for the Council is whether the merits of the current low-key Council approach have now been exhausted. The consequential issues are:

- whether and how the Council should become more involved in improving Chad-Sudan relations, including how best to work with the regional mediation initiative and concerned member states around ways to encourage progress;
- whether the Council collectively along with concerned non-Council member states would be ready to seriously address the Chadian political situation, including the possibility of a strengthened UN involvement in promoting dialogue and a sustainable political process; and
- whether a new approach could therefore be devised addressing the conflicts in Chad, CAR and Sudan collectively, including the need for serious coordination among peacemaking and peacekeeping initiatives in all three countries.

Other issues include:

- security risks for MINURCAT and EUFOR if they are perceived as taking sides and are dragged into the conflict;
- operational challenges for the EU and UN deployments, including logistics, the volatile security and political environment and managerial issues, as well as the impact of developments in Sudan, including Darfur; and
- future arrangements to replace EUFOR.

Another issue is also whether and how to support the reconciliation process in the CAR, in particular with UN resources.

### Council Dynamics

The Council has so far coalesced around a low-key approach to the issues in Chad and CAR, preferring to focus instead on the humanitarian issues in Chad arising from the Darfur conflict and seeking solutions to the issues in Sudan.

While happy to support a strategy requiring Khartoum to negotiate political compromises with its rebels, the Council has been unwilling to ask N'Djaména to do the same and address the political situation in Chad. This has proven to be a particularly sensitive subject within the Council, which so far has limited itself to expressing support for political reconciliation initiatives in Chad. This is in part connected to strong reserva-



tions from France, which has opposed any significant UN involvement in promoting political reconciliation in Chad.

Some members also seemed to be overly optimistic about the prospects for the AU-sponsored Dakar initiative on the situation between Chad and Sudan prior to the JEM incursion. Members now seem more alert to the seriousness of and interconnectedness between the security situations in both countries. However, the prospects for stronger Council leadership seem limited.

European members are becoming increasingly focused on the need to finalise arrangements to replace EUFOR next year. (It seems that the Chadian government may now be somewhat more open to acceptance in principle of the deployment of UN military contingents, which in the past it had opposed.)

## UN Documents

### Selected Security Council Resolution

- S/RES/1778 (25 September 2007) established MINURCAT and authorised the EU protection force.

### Selected Security Council Presidential Statement

- S/PRST/2008/15 (13 May 2008) condemned the attack near Khartoum and warned that no retaliatory action should be taken against civilian populations, or that had an impact on stability in the region.
- S/PRST/2008/3 (4 February 2008) contained an expression of support for external military assistance to the Chadian government.

### Selected Security Council Press Statements

- SC/9295 (9 April 2008) expressed concern with the situation in eastern Chad and north-eastern CAR, encouraged the governments of both countries to promote national dialogue and also encouraged implementation of the Sudan-Chad Dakar Agreement.

### Latest Secretary-General's Reports

- S/2007/739 (17 December 2007) was the most recent MINURCAT report.
- S/2007/697 (5 December 2007) was the most recent BONUCA report.

## Other

- S/2008/332 (15 May 2008), 325 (11 May 2008), 308 (7 May 2008) and 305 (5 May 2008) were the most recent letters from Sudan and Chad with complaints of violations of the Dakar Agreement.

## Other Relevant Facts

### MINURCAT: Special Representative of the Secretary-General

Victor da Silva Ângelo (Portugal)

### MINURCAT: Size, Composition and Cost

- Authorised strength: up to 300 police and fifty military liaison officers
- Strength as of 30 April 2008: 84 police and 21 military observers
- Main police contributors: Côte d'Ivoire, Egypt, Rwanda and France
- Cost: approved budget 1 July 2007–30 June 2008: \$182.44 million

### MINURCAT: Duration

September 2007 to present; mandate expires on 25 September 2008

### EU Force: Size, Composition and Cost

- Expected strength: 3,700 troops and 600 on reserve
- Expected main contributors: France, Ireland, Poland, Sweden and Finland
- Cost: EUR 119.6 million

### EU Force: Duration

17 March 2008 to present; mandate expires on 17 March 2009

### BONUCA: Special Representative of the Secretary-General

François Lonseny Fall (Guinea)

### BONUCA: Size

Strength as of 31 March 2008: 27 international staff, five military, six police

### BONUCA: Duration

15 February 2000 to present; mandate expires 31 December 2008

### FOMUC: Size and Composition

- Current strength: 500 troops
- Contributors: Gabon, Republic of Congo and Chad

### FOMUC: Duration

October 2002 to present; mandate expires on 31 December 2009



## Cyprus

### Expected Council Action

The mandate of the UN Peacekeeping Force in Cyprus (UNFICYP) expires on 15 June. A report from the Secretary-General is due by 1 June. The Council will be interested in his assessment of progress in the discussions that are preparing the ground for the resumption of full-fledged negotiations between the Greek Cypriot and Turkish Cypriot sides. At this stage, the Council is expected to renew UNFICYP's mandate without any change. It is likely also to express full support for the renewed Greek Cypriot and Turkish Cypriot initiative.

### Key Recent Developments

The new Greek Cypriot leader President Demetris Christofias, who was elected on 24 February, and the Turkish Cypriot leader Mehmet Ali Talat agreed on 21 March that full-fledged negotiations under the auspices of the Secretary-General would start after an initial period of preparatory work. Technical committees and working groups were established on 18 April. Progress achieved in those groups and committees is likely to determine when high-level negotiations are ready to start. Issues under discussion in this preparatory phase include:

- state structures and power-sharing;
- property rights;
- security guarantees (including the question of demilitarisation of the island);
- territorial issues;
- economic matters; and
- implementation of EU law on the reunified island.

A previous agreement between the parties, of 8 July 2006, had provided for the establishment of such groups and committees, but the parties had been unable to agree on actively commencing work.

The opening on 3 April of Nicosia's Ledra Street crossing—the main crossing point between the north and the south on the ceasefire line—on 3 April after being closed for 44 years, was regarded as a positive confidence-building measure by the parties.

The Under Secretary-General for Political Affairs B. Lynn Pascoe visited Cyprus from 31 March to 2 April, followed by visits to Greece and Turkey, to determine prospects for the Secretary-General's good offices. He noted a "palpable sense of momentum." Briefing the Security Council on 15 April, Pascoe expressed optimism about the upcoming negotiations although he stressed they would not be easy. He added that the Secretary-General would consider appointing a special advisor to facilitate negotiations if the working groups and technical committees were making progress. In a presidential statement adopted on 17 April, the Council:

- warmly welcomed the 21 March agreement;
- looked forward to the results of the preparatory process within the three-month timeline;
- welcomed the opening of the Ledra Street crossing as an indication of political will and looked forward to further such confidence-building measures;
- reaffirmed its commitment to the reunification of Cyprus based on a bicomunal, bizonal federation and political equality; and
- welcomed the prospect of the appointment, after the completion of the preparatory period and based on progress, of a special advisor.

The leaders met again on 23 May at the residence of the Special Representative of the Secretary-General Taye-Brook Zerihoun in Nicosia, to review the results achieved so far and to address difficulties within the working groups and technical committees. They reaffirmed their commitment to a federal government with a single international personality, as well as a Turkish Cypriot constituent state and a Greek Cypriot constituent state, of equal status. They decided to meet again in the second half of June to make a new assessment. In the meantime, they agreed to consider civilian and military confidence-building measures, including the opening of other crossing points.

The Council in resolution 1789 of 14 December reaffirmed that the status quo was unacceptable, and agreed to renew UNFICYP until 15 June.

## Options

The timing of the mandate expiry means that the Council has to take up the Cyprus issue before the completion of the preparatory

phase for the resumption of negotiations is complete. It is therefore unlikely that the Council will consider wider issues or options in June. A simple renewal of the UNFICYP mandate for six months is therefore expected. Some language in support of the current talks is also possible. It could do this by:

- welcoming progress being achieved by the parties;
- encouraging the parties to continue to show political will and looking forward to ongoing progress in the preparatory phase;
- noting the Secretary-General's intention to appoint a special advisor after the completion of the preparatory period and based on progress; and
- looking forward to the implementation of additional confidence-building measures such as the opening of more crossing points along the Green Line separating the north and the south.

## Key Issues

One issue that may arise is how to assess progress in the working groups and technical committees which are preparing the ground for negotiations, and the important related question of timing for the commencement of full negotiations. At time of writing, the working groups and technical committees had commenced a more intensive phase. However, it is anticipated that discussions within the working groups may become more difficult as they address more substantive issues.

The issue of timing for the resumption of negotiations is closely related to progress in these bodies. It seems that the Turkish Cypriots favour moving to the negotiating stage soon. The Greek Cypriots seem to stress more the importance of the preparatory phase and the need to allow sufficient time to achieve results. As a consequence, they are less concerned about the exact timing for commencing negotiations. The Council is unlikely to step into this issue at this stage. Nor is it likely to push for the appointment of a Special Advisor at this time. It is more likely to prefer to wait until the Secretary-General has been able to assess the preparatory process and believes the time is right. This is all the more so at this time because the three-month period that the parties initially established for restarting negotiations continues until 21 June. Because the mandate renewal is required by 15 June, the Council will not feel obliged to take up the timing issue at this stage.

## Council Dynamics

There is a wide consensus on the desirability of the Council being positive about the current momentum in the peace process. It also seems that there is wide support for a simple renewal of UNFICYP.

However, there are traditional fault lines in the Council on Cyprus. Divisions may resurface down the track if the preparatory phase becomes bogged down. Negotiations on the April presidential statement showed that longstanding differences among the P5 have not disappeared. For instance, there were sensitivities at that time between P5 members as to whether the Council should pronounce on the timeline for the negotiations and the appointment of a special advisor.

It seems that elected members are very supportive of the current peace process and will want the Council's approach to be balanced.

### Selected UN Documents

#### Latest Security Council Resolution

- S/RES/1789 (14 December 2007) renewed the mandate of UNFICYP until 15 June 2008.

#### Latest Presidential Statement

- S/PRST/2008/9 (17 April 2008) welcomed the 21 March agreement between the Greek Cypriot and Turkish Cypriot leaders.

#### Latest Report from the Secretary-General

- S/2007/699 (3 December 2007)

#### Other Document

- S/2006/572 (25 July 2006) was the 8 July Agreement and set of principles.

### Other Relevant Facts

#### Special Representative of the Secretary-General and Head of Mission

Taye-Brook Zerihoun (Ethiopia)

#### Force Commander

Rear Admiral Mario César Sánchez Debernardi (Peru)

#### Size and Composition of Mission (as of 30 April 2008)

- Strength: 938 total uniformed personnel, including 872 troops and 66 police; supported by 38 international civilian personnel and 109 local civilian staff



- Contributors of military and police personnel: Argentina (including soldiers from Brazil, Chile, Paraguay and Peru), Australia, Austria, Bosnia-Herzegovina, Canada, Croatia, El Salvador, Hungary, India, Ireland, Italy, the Netherlands, Slovakia and the UK

#### Cost

1 July 2007-30 June 2008: \$48.06 million (including voluntary contributions of one-third from Cyprus and \$6.5 million from Greece)

#### Useful Additional Sources

- Joint statement by Greek Cypriot Leader Demetris Christofias and Turkish Cypriot Leader Mehmet Ali Talat, 23 May 2008  
[http://www.unficyp.org/nqcontent.cfm?a\\_id=1588](http://www.unficyp.org/nqcontent.cfm?a_id=1588)
- Statement of the two leaders read by Michael Møller, Special Representative of the Secretary-General and Chief of Mission of UNFICYP, following the meeting on 21 March 2008  
[http://www.unficyp.org/nqcontent.cfm?a\\_id=1503&tt=graphic&lang=l1](http://www.unficyp.org/nqcontent.cfm?a_id=1503&tt=graphic&lang=l1)
- Agreement among advisors to Cypriot Leaders on working groups and technical committees, 26 March 2008  
[http://www.unficyp.org/nqcontent.cfm?a\\_id=1556&tt=graphic&lang=l1](http://www.unficyp.org/nqcontent.cfm?a_id=1556&tt=graphic&lang=l1)
- *Cyprus: Reversing the Drift to Partition*, International Crisis Group, Europe Report No. 190, 10 January 2008.

## Lebanon

#### Expected Council Action

The Council is expected to renew for another six months the mandate of the UN International Independent Investigation Commission (UNIIIC) of the murder of former Lebanese Prime Minister Rafik Hariri and others. This expires on 15 June. The Council received a letter from the Lebanese government on 16 May expressing the hope that the Council would extend the mandate until 31 December. Given the indications of support for the tribunal also from the newly elected Lebanese president, Michel Suleiman, renewal is likely to be uncontroversial.

#### Key Recent Developments

After six days of negotiations mediated by an Arab League delegation headed by Qatar, an agreement was reached in Doha on 21 May between Lebanon's ruling

majority and the opposition to end the political crisis over the formation of a unity government and the election of a new president. Pursuant to the agreement, the consensus candidate, army commander Michel Suleiman, was duly elected by parliament on 25 May, breaking a six month impasse. His first task will be to appoint a new prime minister and form a new cabinet. Hezbollah leader Hassan Nasrallah later reiterated previous commitments not to use force to achieve political goals. On 28 May, President Suleiman appointed incumbent Fuad Siniora as prime minister after the parliament majority gave Siniora its backing. He will be tasked to form a unity government.

Under the Doha agreement:

- the Hezbollah-led opposition will obtain 11 cabinet seats and veto power on government decisions;
- the ruling majority will have 16 cabinet seats and choose the prime minister;
- the president will nominate ministers for the three remaining cabinet seats;
- the new president will be elected immediately;
- the use of weapons in internal conflicts will be banned;
- opposition protest camps in central Beirut will be removed;
- a new electoral law will be approved, dividing the country into smaller electoral districts to better represent each community;
- a new government will be formed after the next parliamentary elections in 2009; and
- state authority should be reinforced over Lebanon's entire territory to guarantee the security of the state and of Lebanese citizens.

On 22 May, the Council, in a presidential statement, welcomed and strongly supported the Doha agreement.

The Doha agreement is a departure from the previous Arab League three-point plan proposal, which stipulated that no party should have veto power within the government and that the president should be elected immediately (not mentioning the need to agree on a unity government). It meets Hezbollah's 18-month long demand for more political inclusiveness and constitutes a landmark development—although difficulties in government decisions are likely given the opposition's veto power. Also, it does not address the crucial issue of

Hezbollah's weapons, but it seems that dialogue among all Lebanese factions will continue in Beirut to discuss other contentious issues, including disarmament.

It appears that the significant show of force by the Hezbollah-led Shi'a opposition from 7 to 14 May played an important role in producing conditions for the agreement. In street clashes with followers of the ruling majority led by the Future Movement (a Sunni Muslim organization) approximately 69 were killed and more than 180 wounded, including civilians. Hezbollah prevailed in the military showdown.

On 14 May, an Arab League delegation went to Beirut to discuss a way out of the crisis with the parties. After 48 hours of talks, the delegation was able to broker a six-point agreement leading to the Doha conference. This initial agreement included the following provisions:

1. All arms must be withdrawn from the streets and roads, Beirut's international airport and seaport must be reopened, and the Lebanese army must take charge of national security;
2. There must be an agreement to return to dialogue on the national unity government and electoral law. This should lead to the end of the 18-month long sit-in of the opposition in camps in the heart of Beirut and to the election of General Suleiman as president;
3. A dialogue among Lebanese factions in Doha will begin as soon as clause 1 is implemented;
4. All parties must promise to refrain from returning to arms or violence to achieve political ends;
5. The dialogue is to reinforce the rule of the Lebanese government on Lebanon's entire territory; and
6. Political leaders will end the use of political and sectarian incitement to violence.

Subsequently, the Lebanese government agreed to withdraw two decisions it took on 6 May. It had dismissed the chief of Beirut airport's security, who was allegedly close to Hezbollah, and declared illegal a telecommunications network allegedly

developed by Hezbollah. These actions had triggered Hezbollah's violent reaction. After the government withdrew these decisions, the opposition removed all road and airport blockades.

There also appeared to be some recent progress in UN-mediated talks between Hezbollah and Israel on prisoners' exchange, in particular for the release of the two Israeli soldiers captured by Hezbollah in 2006.

On 28 March, Daniel Bellemare, head of UNIIIC, submitted a report on progress in the activities of the Commission. He confirmed that a network of individuals acted in concert to carry out the assassination of Hariri and that this network, which is connected to other cases of bombings within UNIIIC's mandate, continues to be operational. He added that indictments would be submitted for confirmation by the pre-trial judge only after he, in his capacity as prosecutor, had reviewed all materials transmitted to him by the Commission and the Lebanese judicial authorities—a process that could take some time. During a briefing to the Council on 8 April, Bellemare requested the Council to consider extending UNIIIC's mandate beyond its 15 June deadline, as this would give the Commission the necessary time to complete this phase of the investigation.

### Options

The Council is expected to adopt a resolution renewing UNIIIC's mandate without change for six months.

### Key Issues

An issue which remains is the timing of transfer of UNIIIC's role to the tribunal's prosecutor. Lebanese authorities seem increasingly impatient that the tribunal should begin functioning. However, prolonging UNIIIC's mandate will mean that the tribunal is unlikely to become operational for several months at least.

Another issue for some Council members is the continued expansion of the Commission's mandate to incorporate assistance to the Lebanese authorities on additional bombings in Lebanon. There are concerns that this could dilute the main focus of the Commission: the Hariri case.

Security remains an issue. While the Commission's personnel appeared unaffected by the recent clashes, there may be a need

for additional staff and witness protection if the environment remains volatile.

Finally, it remains to be seen whether the new power sharing arrangements will have any impact, in the medium term, on the tribunal—in particular, whether Lebanese support and financial contributions will be sustained.

### Council Dynamics

It seems that there is a wide consensus on a further—and probably last—renewal of the UNIIIC mandate.

### Underlying Problems

Despite the Doha agreement, the risk of escalating sectarian tensions remains. Events of the last weeks in Lebanon have shown again Hezbollah's military capability. Frustration, accompanied by radicalisation within Sunni groups, could potentially lead to further problems if Hezbollah misuses its new veto power in the cabinet.

### UN Documents

#### Selected Resolutions

- S/RES/1757 (30 May 2007) established the Special Tribunal under Chapter VII and requested a report within 90 days and then regularly.
- S/RES/1559 (2 September 2004) urged withdrawal of all foreign forces from Lebanon, disarmament of all Lebanese and non-Lebanese militias, extension of the Lebanese government's control over all Lebanese territory, and free and fair presidential elections.

#### Latest Presidential Statement

- S/PRST/2008/17 (22 May 2008) welcomed and strongly supported the Doha agreement.

#### Latest Secretary-General's Reports

- S/2008/264 (21 April 2008) was the latest report on resolution 1559.
- S/2008/210 (28 March 2008) was the latest UNIIIC report.
- S/2008/173 (12 March 2008) was the latest report on the tribunal.

#### Latest Press Statement

- SC/9287 (27 March 2008) welcomed the latest report on the tribunal.

#### Bellemare's Latest Briefing to the Council

- S/PV.5863 (8 April 2008)

### Other Relevant Facts

#### UNIIIC Commissioner and Future Prosecutor of the Special Tribunal

Daniel Bellemare (Canada)

#### Special Tribunal's Registrar

Robin Vincent (UK)

#### Secretary-General's Special Envoy for Implementation of Resolution 1559

Terje Roed-Larsen (Norway)

#### Secretary-General's Special Coordinator for Lebanon

Johan Verbeke (Belgium)

### Useful Additional Source

- "Lebanon: Hizbollah's Weapons Turn Inward", *International Crisis Group* Middle East Briefing N°23, 15 May 2008 <http://www.crisisgroup.org/home/index.cfm?id=5442&l=1>

### Golan Heights

#### Expected Council Action

The mandate of the UN Disengagement Force in the Golan Heights (UNDOF) expires on 30 June, and a report by the Secretary-General is due in June.

UNDOF was established in May 1974 by resolution 350 after the October 1973 war. UNDOF is tasked with maintaining the ceasefire between Israel and Syria and supervising the areas of separation and limitation.

The Council is expected to follow its usual practice of extending the UNDOF mandate for another six months along with a call upon the parties to implement resolution 338 of 1973 (which called on the parties to start negotiations on a just and durable peace and to implement resolution 242 of 1967 on the withdrawal of Israeli forces from occupied territories).

It is expected that there will be a presidential statement, as has been the practice since 1976, drawing attention to the wider issues in the region and noting that the Middle East will remain tense until a comprehensive settlement is reached.

### Key Recent Developments

The situation in the Golan Heights remains calm and this is likely to be reflected in the Secretary-General's report.

Although Syria was invited in November 2007 to the Annapolis peace conference on

the Middle East, a clear Israeli-Syrian track parallel to the Israeli-Palestinian track was not apparent. However, on 21 May Israel and Syria confirmed rumours that they had been indirectly negotiating with Turkey's mediation. The two sides said they would "conduct dialogue in a serious and continuous manner with the aim of reaching a comprehensive peace." This announcement was welcomed by the Secretary-General. Israeli Prime Minister Ehud Olmert said the process would be long, complex and could end in "difficult concessions." Syria seeks the return of the Golan Heights. It seems that for Israel a major issue would be the severing of Syrian ties with Iran, Hamas and Hezbollah. It remains to be seen whether the US will become involved—some analysts believe that US commitment will be necessary for the success of the talks.

The last known attempt at peace talks between Israel and Syria was in 1999-2000. The talks did not succeed. It appears that a principal disagreement was about water issues and the Sea of Galilee, which is Israel's main source of fresh water.

### Key Issues

Renewal of the UNDOF mandate is unlikely to become an issue. However, given the situation in the region, an underlying question on many members' minds is likely to be whether there is any way to encourage the recently revealed talks to resolve the Golan Heights issue. The significance of this was addressed in our December 2007 *Special Research Report* entitled "Middle East 1947-2007: Sixty years of Security Council Engagement on the Israel/Palestine Question."

A related but more technical question is the status of the Sheb'a Farms, currently occupied by Israel and under UNDOF's area of operations, but now accepted by both Syria and Lebanon to be Lebanese territory. Final delimitation of this area between Syria and Lebanon would have the effect of placing the Sheb'a Farms outside UNDOF's area of operations and instead under the mandate of the UN Interim Force in Lebanon (UNIFIL).

Resolution 1701, adopted on 11 August 2006, requested the Secretary-General to develop proposals, with relevant international actors and the concerned parties, for delineation of the Lebanese border in par-

ticular in the Sheb'a farms area. In his latest report on implementation of resolution 1701, the Secretary-General said that although the UN cartographer had provided a provisional definition of the Sheb'a Farms area, Syria had yet to respond to requests for documents. He also pointed out that there had been no progress in his consultations with the relevant parties (Lebanon, Syria and Israel).

Lebanon has suggested an interim solution in a proposal to place the Farms provisionally under "UN tutelage". This was outlined in Lebanese Prime Minister Fouad Siniora's August 2006 seven-point plan. Israel maintains that the issue of the Sheb'a Farms should be addressed between Lebanon and Syria. Syria maintains that final delimitation should be conditioned on prior Israeli withdrawal.

### Council Dynamics

There is wide consensus in the Council that UNDOF remains useful in the absence of a peace agreement between Israel and Syria. At time of writing, there was no indication that renewal of the mandate would become controversial.

### UN Documents

#### Selected Security Council Resolutions

- S/RES/1788 (20 June 2007) renewed UNDOF until 31 June 2008.
- S/RES/1701 (11 August 2006) requested the Secretary-General to develop, in liaison with relevant international actors and the concerned parties, proposals for delineation of the Lebanese borders, especially in the Sheb'a Farms area.
- S/RES/350 (31 May 1974) established UNDOF.
- S/RES/338 (22 October 1973) called for a ceasefire and comprehensive peace.
- S/RES/242 (22 November 1967) called for the withdrawal of Israeli forces from the occupied territories.

#### Latest Presidential Statements

- S/PRST/2007/48 (14 December 2007) was the last statement following the renewal of UNDOF.

#### Latest Secretary-General's Reports

- S/2008/135 (28 February 2008) was the last report on implementation of resolution 1701.



- S/2007/698 (3 December 2007) was the last report on UNDOF

#### Latest Letter

- S/2008/306 (6 May 2008) was a letter from the Secretary-General informing the Council that Slovakia will withdraw its contingent from UNDOF in July 2008, and that Croatia had agreed to replace it.
- S/2008/161 (3 March 2008) was a letter from Syria complaining about Israel's policy of uprooting trees in the Golan Heights in contravention of international humanitarian law, which prevents occupying forces from targeting civilian objects.

### Other Relevant Facts

#### UNDOF Force Commander

Major-General Wolfgang Jilke (Austria)

#### Size and Composition of Mission (30 April 2008)

- 1,088 troops, assisted by some 57 military observers of UN Truce Supervision Organisation's Observer Group Golan
- Troop contributors: Austria, Canada, India, Japan, Poland and Slovakia (Slovakia's troops will withdraw in July 2008, to be replaced by a Croatian contingent).

#### Approved Budget

1 July 2007 – 30 June 2008: \$39.67 million (A/C.5/62/23)

## Iran

### Expected Council Action

Issues relating to Iran's nuclear programme will be in the minds of Council members during June following the release on 26 May of the most recent report from the Director General of the International Atomic Energy Agency (IAEA) Mohammed ElBaradei. However, no Council action is currently anticipated. Discussions are expected within the E3+3



(France, Germany and the UK plus China, Russia and the US) both on the IAEA report and on prospects for resumption of direct negotiations with Iran.

Also in June, the chairman of the 1737 Iran Sanctions Committee is expected to brief the Council on progress in compliance by member states with sanctions imposed in resolutions 1737, 1747 and 1803. (The 1737 committee was established in December 2006 after the Council adopted resolution 1737 imposing measures against Iran.)

### Key Recent Developments

The ElBaradei report on implementation of the Non-Proliferation Treaty (NPT) Safeguards Agreement and resolutions 1737, 1747 and 1803 in Iran, noted that:

- Iran has continued to refuse to suspend uranium enrichment activities. (To the contrary, it installed new cascades and new generation centrifuges.)
- Iran has not implemented the Additional Protocol to the NPT providing enhanced access to the IAEA to nuclear sites.
- Iran failed to answer questions related to alleged “weaponisation” studies on the alleged “Green Salt Project”—a high explosives testing and missile re-entry vehicle project that could have a military nuclear dimension. (Iran publicly maintains that the allegations were baseless and that data had been fabricated.) The IAEA still considers this programme of serious concern.
- The role of a 1987 document received from Pakistan (which describes a process that may be used to make the fissile core for nuclear weapons), and procurement activities of military-related institutions remain outstanding issues. Although Iran submitted responses which are currently being assessed by the IAEA, it has not provided the IAEA with sufficient information, access to documents and to individuals necessary to support initial explanations.
- The IAEA confirms, however, that it has been able to verify the continued non-diversion of declared nuclear material in Iran, and that it has not detected the use of nuclear material in connection with alleged weapons studies.

The report will be discussed by the IAEA Board of Governors which will hold its regular session from 2 to 6 June.

The Speaker of the Iranian parliament and former Iranian nuclear negotiator Ali Larijani said that the report was ambiguous and that it had been influenced by US disinformation about Iran’s nuclear programme.

In a letter to the UN Secretary-General on 13 May, Iran affirmed that it was ready to negotiate with the E3+3 without preconditions on issues of mutual interest. The letter included a package of proposals for negotiations on long-term cooperation in the political, security, economic and nuclear fields. An important element is a proposal to bolster democracy in the region and prevent terrorism. In its section on nuclear issues, the letter did not include an offer to suspend uranium enrichment, but mentioned the possibility of “improved supervision by the IAEA” and the establishment of “enrichment and nuclear fuel production consortiums in different parts of the world, including Iran.” At press time, the E3+3 had not reacted to this offer.

The E3+3 foreign ministers met in London on 2 May and agreed to put a new proposal to Iran with the condition that Iran suspends uranium enrichment. The proposal may reinforce the existing package of incentives introduced in 2006 by the E3+3. At press time, there were indications that EU foreign policy chief Javier Solana would go to Iran to present the proposal during June.

On 3 March, the Council adopted resolution 1803. New mandatory measures included:

- a travel ban on some individuals already subject to assets freeze (in annex II);
- additional names of entities subject to assets freeze (in annex III); and
- an embargo on nuclear-related dual-use items, with the exception of items used in light-water reactors and when the use is necessary for technical cooperation with the IAEA. (Previous measures related to dual-use items were only discretionary.)

New discretionary measures were also included:

- an invitation to all states to inspect cargoes to and from Iran if there are reasonable grounds to believe that they may contain prohibited items. (This measure is conditioned by the need to respect national legal authorities and legislation, and international law. It is also accompanied by a request to submit to the Council within five days a written report on each inspection including, in particular, infor-

mation on the grounds for inspection.);

- vigilance in granting export credits to Iran; and
- vigilance over the activities of financial institutions with Iranian banks.

During a briefing to the Council on 17 March, the Chairman of the 1737 Sanctions Committee, Belgian Ambassador Johan Verbeke, said that since December the Committee had received two additional reports on implementation of resolutions 1737 and 1747. He noted that resolution 1803 would broaden the scope of the Committee’s mandate to include measures imposed in resolutions 1747 and 1803.

### Key Issues

The main issue for the Council in June is whether it will have any role to play at least in the short term. There seems to be a preference within the E3+3 as well as within the Council as a whole, not to discuss at this stage another round of sanctions against Iran (notwithstanding the IAEA conclusions about Iran’s non-compliance with previous resolutions). By contrast, the issue will first be addressed by the IAEA Board of Governors—with, perhaps, the possibility of another Board resolution reinforcing its previous request to Iran to provide the necessary information to resolve outstanding issues, implement the additional protocol and suspend uranium enrichment activities with the aim of re-establishing confidence.

A related issue is whether talks between Solana and Iranian nuclear negotiator Said Jalili will resume bearing, in mind the 13 May Iranian proposal and the soon to be unveiled E3+3 proposal. For this reason also, Council members are likely to want to defer consideration of the IAEA report pending conclusions about the likely prospects for those talks.

Another issue raised recently by Larijani is the “bouncing” of the issue between various forums. The Europeans and the US have in the past tended to push the E3+3 for discussions on further sanctions regardless of whether or not there is progress in talks with Solana, keeping the “dual track” approach in play.

### Council and Wider Dynamics

Resolution 1803 showed that consensus within the Council on sanctions against Iran is difficult to maintain. Previously,

Qatar in 2006 had voted against resolution 1696 which requested Iran to implement steps to re-establish confidence and threatening sanctions. In March 2008, Indonesia abstained in the vote on resolution 1803 arguing that confidence was being re-established as a result of progress in the cooperation between Iran and the IAEA and that additional sanctions would therefore be counterproductive. Libya, South Africa and Vietnam voted in favour but expressed similar reservations. Vietnam introduced several amendments, including language strengthening the role and authority of the IAEA. Indonesia's abstention suggests that consensus on a fourth sanctions resolution at this stage would be even harder to obtain.

South Africa seems to believe that Iran should be allowed uranium enrichment if it follows the steps required by the IAEA to re-establish confidence. South Africa disagrees that suspension should be a goal in itself as opposed to means to re-establish confidence.

It seems that the P5 continue to favour an approach that combines firmness and dialogue with Iran. The US and the Europeans will likely want to push for additional sanctions in the event that current diplomatic initiatives stall—and perhaps even before. China and Russia may be more inclined to wait for further clarification by Iran of the remaining outstanding issues—the next IAEA report on Iran compliance will likely be presented to the next Board meeting on 22-26 September.

## UN Documents

### Security Council Resolutions

- S/RES/1803 (3 March 2008) imposed additional measures against Iran and reinforced existing ones.
- S/RES/1747 (24 March 2007) imposed additional measures against Iran and reinforced existing ones.
- S/RES/1737 (23 December 2006) imposed measures against Iran under Chapter VII, article 41, of the UN Charter (measures not involving the use of armed force).
- S/RES/1696 (31 July 2006) demanded that Iran implement steps required by the IAEA to re-establish confidence in the peaceful nature of its nuclear

programme and, in this context, suspend uranium enrichment activities.

### Latest IAEA Board Resolution

- GOV/2006/14 (4 February 2006) underlined necessary steps that Iran should take to re-establish international confidence in its nuclear programme and reported the issue to the Security Council.

### Latest IAEA Report

- GOV/2008/15 (26 May 2008)

### IAEA Information Circulars

- INFCIRC/723 (4 March 2008) was the E3+3 statement following the adoption of Council resolution 1803.
- INFCIRC/711 (27 August 2007) was the Iran-IAEA work plan to resolve all outstanding issues.

### Latest Letters

- S/2008/203 (24 March 2008) was a letter from Iran's foreign minister reacting to the Council's adoption of resolution 1803.
- S/2008/138 (27 February 2008) was a letter from Iran saying that it had fully implemented the work plan, and arguing therefore that the ambiguities and pretexts on the basis of which the Iranian nuclear issue was put on the agendas of the IAEA and the Council ceased to exist.

### Selected Records of Council Meetings

- S/PV.5853 (17 March 2008) was the latest briefing by the Chairman of the 1737 sanctions committee.
- S/PV.5848 (3 March 2008) was the meeting during which resolution 1803 was adopted.

## Useful Additional Sources

- 13 May Iranian Offer for "Constructive Negotiations"  
<http://www.isis-online.org/publications/iran/IranProposal20May2008.pdf>
- Statement of the E3/EU + 3 on resolution 1803, 4 March 2008  
<http://www.auswaertiges-amt.de/diplo/en/Infoservice/Presse/Meldungen/2008/080304-ErklarungIranResolution.html>
- Peter Crail, "IAEA: Iran Work Plan Progress Incomplete," *Arms Control Today*, March 2008  
[http://www.armscontrol.org/act/2008\\_03/IAEA.asp](http://www.armscontrol.org/act/2008_03/IAEA.asp)



## Iraq (MNF)

### Expected Council Action

The Council is expected to review in June the mandates of the Multi-National Force in Iraq (MNF-I), the Development Fund for Iraq (DFI) and the International Advisory and Monitoring Board (IAMB, the audit oversight body for the DFI).

At press time, it was unclear whether the next MNF-I briefing to the Council and the next Secretary-General's report on the UN Mission in Iraq (UNAMI), currently scheduled for July, would also be considered in June.

The Council is likely to be briefed by the US on the activities of the MNF-I. Iraqi Foreign Minister Hoshiyar Zebari is also expected to brief on current developments. The Special Representative of the Secretary-General in Iraq Staffan de Mistura may also brief the Council. A debate is likely to follow. A statement (perhaps a press statement) is a possible outcome.

The mandate of UNAMI expires on 10 August and the mandate of MNF-I on 31 December.

### Key Recent Developments

In May, US and Iraqi forces intensified military pressure against Shi'a insurgents of the Mahdi Army in Baghdad's Sadr City—seemingly a continuation of the campaign in April in Basra to establish government authority over Shi'a extremist controlled areas. Violence also spread to other Shi'a neighbourhoods of Baghdad. A truce reached on 12 May did not hold and fighting has continued.

The most recent previous US briefing on the MNF-I activities in Iraq was on 28 April. US Ambassador Zalmay Khalilzad said then that the overall security environment in Iraq continued to improve with gains on the political, economic and diplomatic fronts as well. He emphasised that the number of civilian deaths due to violence had fallen by more than 72 percent since last July, while

coalition deaths had dropped by more than 70 percent since last summer. He also mentioned a trend in the decrease of number of deaths due to ethno-sectarian violence.

On the same day, Under Secretary-General for Political Affairs B. Lynn Pascoe (who visited Iraq in April) briefed the Council on progress in fulfilling UNAMI's mandate and also on the latest Secretary-General's report on UNAMI, published on 22 April. Pascoe said that, despite improvements in security, the Iraqi government continued to face formidable challenges to national reconciliation. In particular, the sharing of natural resources and the federal structure of the state remain divisive issues. The adoption of legislation and constitutional revisions were necessary to resolve those differences, he said. UNAMI continued to expand assistance to the Iraqi government and people, especially in territorial disputes and elections. Finally, he said that UNAMI was working toward becoming self-sufficient for logistical support and security.

On 21-22 April, the third expanded ministerial conference of Iraq and its neighbours took place in Kuwait. Iraqi Prime Minister Nouri Kamal al-Maliki made an urgent appeal for greater international support to Iraq, voiced frustration that fellow Arab states had failed to send ambassadors to Iraq or relieve Iraq's debt. (Apparently Iraq still owes about \$67 billion to Saudi Arabia, Qatar, Kuwait and the United Arab Emirates.) In a final communiqué, the participants reaffirmed their support to the Iraqi government in broadening the political process, confronting threats posed by armed groups, combating terrorism and preventing illegal arms transfers to and from Iraq.

Under Secretary-General for Humanitarian Affairs John Holmes said on 4 April that the humanitarian situation continued to deteriorate and that humanitarian workers' access to Iraq was hindered by ongoing hostilities and restrictions on freedom of movement. He added that the February UN relief appeal of \$265 million had yet to be fully funded by donors.

On 25 March, heavy fighting broke out in Basra between the Shi'a Mahdi army and the Iraqi forces, supported by British and American air strikes. The Iraqi government sent troops to Basra in an attempt to force the militia into submission. Militia resistance

initially appeared stronger than expected. However, it seems that eventually government forces gained the upper hand and fighting ended after Shi'a cleric Moktada al-Sadr called for a ceasefire. The crisis led the US and the UK to postpone various MNF-I troop withdrawals and contributed to a sharp rise in the Iraqi violent death toll in March compared with the previous month. However, it seems that the net effect may be an overall improvement in the security situation in Basra. How sustainable it will prove to be is yet to be established.

### Key Issues

Council members are unlikely to raise issues about the future of the MNF-I mandate at this stage. However, a major issue looming for the future is whether the MNF-I mandate will be extended after its expiration in December. While the Iraqi government has indicated that it would not seek a further extension, much depends on progress in negotiations between the Iraqi government and the US on a Status of Forces Agreement to maintain a US military presence in Iraq to replace the UN-mandated MNF-I. This is of significance for the Council, although a decision is not required in June. It remains to be seen whether the US will provide an update on the status of the negotiations.

Another looming issue is the future of the DFI and IAMB. In December, Russia, supported by South Africa, expressed concern at the "opaque structure" of the Fund and the IAMB, and sought clarifications on irregularities with regard to the disbursement of funds from the DFI. To meet Russia's concern, the US is currently considering a meeting between the IAMB and all Council members in Washington. (The IAMB is headed by representatives of the International Monetary Fund and the World Bank.)

Several other issues are likely to arise:

- **Elections:** A major issue for UNAMI is assistance to the Iraqi electoral commission to prepare for possible elections later this year. This involves several difficulties, including the need to obtain political agreement on voter eligibility, in particular for internally displaced persons (IDPs), and the enacting of electoral legislation in May if governorate elections are to occur in October.
- **Refugees and IDPs:** The situation has not improved. The UN High Commis-

sioner for Refugees estimates that some 4.4 million Iraqis are still uprooted, including 2.4 million displaced inside Iraq. These figures appear to still be increasing but more slowly than in the previous year. It remains to be seen whether Council members will raise this issue again in June.

- **Detainees:** The latest UNAMI human rights report says the number of detainees held in MNF-I custody continued to increase and reached 24,661 in December, while the number of detainees in Iraqi government custody was 26,472 (including more than 1,500 children). Human rights organisations have raised concerns about the situation of detainees, the lack of access by UNAMI and human rights observers to MNF-I detention facilities, and alleged widespread torture in Iraqi prisons. Several organisations have asked the Council to insist that MNF-I respect international humanitarian law, to implement recommendations relating to detentions and the judicial system in the latest UNAMI human rights report, and to strengthen the UNAMI human rights reporting process. While a number of delegations raised concerns about this situation in April, it remains to be seen whether this will be addressed again in June.

- **The first Iraq Compact annual review conference** was held in Stockholm on 29 May at foreign ministers' level, and chaired by the Secretary-General and the Iraqi prime minister. Council members may be interested in an assessment of the conference.

### Council Dynamics

During the last briefing, a number of delegations—in particular Russia, Vietnam, Libya, China and South Africa—expressed concern at the humanitarian situation especially for Iraqi detainees. There were also proposals for UNAMI to undertake further action on the humanitarian and human rights fronts. Many expressed concerns at the situation as described in the UNAMI human rights report, in particular regarding refugees and IDPs. Libya, Indonesia, France, South Africa and Russia argued that there had been an upsurge in violent incidents—seemingly at odds with the downwards trend claimed by the US. Russia even said that the Secretary-General's UNAMI report was "an obvious attempt to tone down or side-step the more acute problems in present-day Iraq."



Iraqi regime, and expressing condolences to all of the families of those missing persons who had now been identified. A new element, though, was the Council's expression of confidence that Iraq and Kuwait could work towards constructive arrangements to enable a satisfactory solution to all of the outstanding humanitarian aspects.

Another new development was a Council letter in March to the Secretary-General requesting within one year a report with a timescale for the completion of the mandate. Despite a proposal from the Secretary-General for funding from the Iraq escrow account for the activities of the High-level Coordinator over the next four years, the Council agreed to earmark funds for only one year of operations.

Iraqi Prime Minister Nouri al-Maliki and the Emir of Kuwait, Sheikh Sabah al-Ahmad al-Jaber al-Sabah, met during the third expanded conference of Iraq's neighbouring countries held in Kuwait on 21 and 22 April. They discussed issues of mutual concern and means of developing bilateral ties.

### Council Dynamics

Within the Council, this issue is principally of interest to the P5. The UK has the lead.

There is still consensus that in the absence of a full completion of the coordinator's mandate, and because this is such an important issue for Kuwait, this semi-annual reporting process is necessary. The issue of an endpoint for the mandate has never been directly addressed by the Council. But the Council's request for a timescale for completion of the mandate seems to indicate a desire to establish an endpoint. It seems that a proposal was raised during consultations in December that solutions should be found on a bilateral basis between Iraq and Kuwait. This was reflected in the press statement. However, there is much sympathy in the Council for Kuwait's position that the process should be allowed to continue, and it seems that Russia supports the Secretary-General's request for a four-year financial commitment to cover the activities of the High-level Coordinator.

## UN Documents

### Selected Security Council Resolutions

- S/RES/1790 (18 December 2007) renewed the mandate of the MNF-I for one year, with a review by 15 June.
- S/RES/1770 (10 August 2007) renewed UNAMI for one year and revised its mandate.

### Latest UNAMI Report

- S/2008/266 (22 April 2008)

### Latest Letters

- S/2008/321 (8 May 2008) was a letter from Syria rejecting US accusations of weapons and fighters' flow from Syria to Iraq.
- S/2008/280 (28 April 2008) was a letter from Iran rejecting US accusations that Iran is contributing to insecurity in Iraq via arming, training and funding illegal armed groups in Iraq.

### Last Security Council briefing and debate on Iraq

- S/PV.5878 (28 April 2008)

## Other Relevant Facts

### Special Representative of the Secretary-General

Staffan de Mistura (Sweden)

### Deputy Special Representative for Political Affairs

Michael von der Schulenburg (Germany)

### Deputy Special Representative for Humanitarian, Reconstruction and Development Affairs

David Shearer (New Zealand)

### Secretary-General's Special Advisor on the International Compact with Iraq

Ibrahim Gambari (Nigeria)

## Useful Additional Sources

- Iraq Compact Annual Review Conference: <http://www.sweden.gov.se/sb/d/7010>
- Latest UNAMI human rights report: <http://www.uniraq.org/aboutus/HR.asp>
- "Iraq after the Surge I: The New Sunni Landscape" and "Iraq after the Surge II: The Need for a New Political Strategy", *International Crisis Group*, Middle East Reports No 74 and 75, 30 April 2008
- "Letter to the Security Council on MNF Detention Practices in Iraq", *Human Rights Watch*, 28 April 2008 <http://hrw.org/english/docs/2008/04/25/usint18651.htm>

- "Open Letter to Members of the Security Council Concerning Detentions in Iraq", *International Federation for Human Rights (FIDH) and Global Policy Forum*, 22 April 2008, <http://www.fidh.org/spip.php?article5465>
- "Uprooted and Unstable: Meeting Urgent Humanitarian Needs in Iraq", *Refugees International*, April 2008 <http://www.refintl.org/content/publication/detail/10570>

## Iraq/Kuwait

### Expected Council Action

In early June, the next report is due from the Secretary-General on Iraq's compliance with resolution 1284 on the repatriation of Kuwaiti and third-country nationals or their remains, and the return of property following the first Gulf War. The Council will likely hold consultations and hear a briefing by the new High-level Coordinator Gennady Tarasov of Russia (who in April succeeded the late Yuli Vorontsov). At press time, the briefing was scheduled for 26 June. The Council is likely to follow its usual practice and issue a press statement.

### Key Recent Developments

In his last report, on 6 December, the High-level Coordinator stated that the number of Kuwaiti and third-country nationals whose mortal remains had been identified remained unchanged (at 233) since the June 2007 report. Kuwait remained unable to send field missions in Iraq to perform exhumation activities because of the security situation. He added that the Kuwaiti national archives, which disappeared during the 1990-91 Iraqi invasion of Kuwait, remained missing. Although the US military in Iraq recovered in October 2007 two boxes of documents belonging to the Kuwaiti ministries of Defence, Labour and Information, it appears that these documents are not part of the Kuwaiti national archives. He also noted that while Kuwait remained determined to ensure that the remains of missing persons were repatriated, this essentially humanitarian task was taking much longer than expected.

On 11 December, the Council was briefed by Angela Kane, Assistant Secretary-General for Political Affairs on behalf of the High-level Coordinator. Following its usual practice, the Council adopted a press statement condemning the execution of Kuwaiti and third-country nationals by the former

## UN Documents

### Selected Resolutions

- S/RES/1483 (22 May 2003) decided that 5 percent of Iraqi oil proceeds be deposited into the Compensation Fund unless an internationally recognised Iraqi government and the Governing Council of the UN Compensation Commission (UNCC) decide otherwise.
- S/RES/1284 (17 December 1999) requested the Secretary-General to report to the Council on the compliance by Iraq with its obligations regarding the repatriation or return of all Kuwaiti and third-country nationals.
- S/RES/692 (20 May 1991) established the UNCC and the UN Compensation Fund.
- S/RES/687 (3 April 1991) established Iraq's legal responsibility for any direct loss, damage, or injury to foreign governments, nationals and corporations, as a result of Iraq's unlawful invasion and occupation of Kuwait.

### Latest Secretary-General's Report

- S/2007/712 (6 December 2007)

### Latest Security Council Press Statement

- SC/9194 (11 December 2007)

### Selected Letters

- S/2008/238 (8 April 2008) and S/2008/239 (11 April 2008) was an exchange of letters between the Secretary-General and the Council on the appointment of Ambassador Gennady Tarasov of Russia as the new High-Level Coordinator.
- S/2008/206 (26 March 2008) was a letter from the Council to the Secretary-General allowing the amount of \$225,000 be earmarked from the operating reserves of the Iraq escrow account to cover the next 12 months of the High-level Coordinator's activities (starting from the new appointment) and requesting a comprehensive report in 12 months providing a timescale for completion of the mandate under resolution 1284.
- S/2008/205 (11 March 2008) was a letter from the Secretary-General to the Council noting that projections of future financial requirements for the continuation of the activities of the High-level Coordinator exceed the current allotted funds in the Iraq

escrow account, and therefore proposing that an amount of \$900,000 covering activities for the next four years be used from the operational reserves of the account.

## Liberia

### Expected Council Action

The Liberia Sanctions Committee is expected to receive the report of its Panel of Experts by 1 June, to assist in deliberations on the sanctions regime (arms embargo, assets freeze and travel embargo) imposed between 2003 and 2007 by resolutions 1521, 1731 and 1792. The Panel's mandate expires on 20 June and a resolution authorising extension is likely. The current sanctions regime expires on 19 December.

### Recent Developments

On 14 April, the Special Representative of the Secretary-General for Liberia, Ellen Margrethe Løj, briefed the Council in an open meeting on recent developments in the country. She noted that while Liberia "was in a place of hope" due to the absence of conflict over the past four years, security still remained fragile and highly dependent on the presence of the UN Mission in Liberia (UNMIL). She gave an update on UNMIL's drawdown process in accordance with resolution 1777 (adopted on 20 September 2007), and described the process as being designed to minimise threats to security. She listed security sector reform, effective implementation of the country's new poverty reduction strategy, and addressing the high unemployment rate as crucial areas requiring special attention.

UN Secretary-General Ban Ki-moon visited Liberia from 21 to 22 April. During the trip, he pledged the UN's continued support for the post-conflict recovery efforts of the country. Ban indicated that his recommendations to the Council on the drawdown of UNMIL would be related to the Liberian government's ability to take complete control of its national security. He also highlighted reform of the legal and judicial system, among others, as crucial areas needing action.

On 14 May at The Hague, the Special Court of Sierra Leone trying former Liberian President Charles Taylor began hearing the testimony of its most prominent witness to date, former Liberian Vice-President Moses

Blah. Blah was Taylor's vice-president and briefly president after Taylor was forced into exile in 2003 and before a UN-backed transitional government was sworn in later that year. Taylor is accused of backing rebels who committed atrocities in neighbouring Sierra Leone and has been charged with 11 counts of crimes against humanity and war crimes.

On 27 March, the Liberia Sanctions Committee granted a request to remove the name of Gerald Cooper from the list of individuals subject to its travel ban. This marks the second "delisting" exercise undertaken by the Committee. (The first took place in November 2007 when Grace Minor, a former advisor to Taylor, was removed from the assets freeze and travel ban list.)

### Key Issues

The key issue for the Liberia Sanctions Committee is effective implementation of the sanctions regime. A related issue is concern about the pace of progress in regaining state control over Liberia's natural resources. Resolution 1792, adopted on 19 December 2007, requested the Panel's assessment of the Liberian government's implementation of the Forestry Reform Law and the government's compliance with the Kimberley Process Certification Scheme for diamonds. In addition, the Secretary-General's latest report on the country indicated that while the Liberian government had made commendable efforts to regain control of diamond mining, additional measures were needed to effectively regulate the industry.

Another issue is consideration of requests for delisting of individuals from the Liberia sanctions list.

### Options

The most likely option for the Council is to renew the mandate of the Panel of Experts and possibly to highlight pertinent issues raised in the Panel's report in the Council resolution.

### Council Dynamics

Council members appear to support renewing the Panel's mandate, but are awaiting its report to shape their final decision. An emerging dynamic is the preparedness of the Sanctions Committee to favourably consider delisting some individuals affected by sanctions. This seems mostly attributable to the sustained (albeit fragile) stability in the country and the Council's need to

create incentives for Liberia's continued adherence to both national and international efforts to consolidate the peace. At press time, there were reports that some key Council members were preparing lists of individuals to be considered by the Sanctions Committee for possible delisting.

The US and the African members of the Council are the lead countries on Liberia.

### Underlying Problems

Slow progress in restoring and consolidating state authority throughout the country has hampered effective implementation of the sanctions. Similarly, high numbers of unemployed youth, including former combatants, as well as dire socio-economic needs and lack of basic infrastructure, continue to pose latent threats to stability in the country.

## UN Documents

### Selected Security Council Resolutions

- S/RES/1793 (21 December 2007) granted exemption from the Council's travel ban for witnesses who might need to appear before the Special Court for Sierra Leone in the trial of former Liberian President Charles Taylor.
- S/RES/1792 (19 December 2007) renewed the arms and travel sanctions and as well as the mandate of the Panel of Experts.
- S/RES/1777 (20 September 2007) renewed the mandate of UNMIL for a one year and endorsed the Secretary-General's recommendations for the mission's drawdown.
- S/RES/1753 (27 April 2007) lifted the diamonds embargo and decided to review this decision after receiving reports from the Panel of Experts and the Kimberley Process Certification Scheme.
- S/RES/1731 (20 December 2006) renewed sanctions.
- S/RES/1532 (12 March 2004) imposed an assets freeze against former President Charles Taylor and associates.
- S/RES/1521 (22 December 2003) imposed sanctions.
- S/RES/1509 (19 September 2003) established UNMIL.

### Selected Secretary-General's Reports

- S/2008/183 (19 March 2008) was the

latest UNMIL report.

- S/2007/143 (13 March 2007) was a report on cross-border issues in West Africa.

### Other

- SC/9290 (31 March 2008) was the press release on the delisting of Gerald Cooper from the Liberia Sanctions Committee travel ban list.
- S/2008/85 (8 February 2008) was the letter from the Secretary-General appointing the Panel of Experts on Liberia.
- S/2007/689 (5 December 2007) was the latest report of the Panel of Experts.
- SC/9183 (29 November 2007) was the press release on the delisting of Grace Beatrice Minor from the Liberia Sanctions Committee assets freeze and travel ban list.
- S/2007/547 (14 September 2007) was the letter from the chairman of the Liberia Sanctions Committee conveying the two letters constituting the report of the KPCS to the Council.

## Other Relevant Facts

### Special Representative of the Secretary-General

Ellen Margrethe Løj (Denmark)

### UNMIL: Size, Composition and Cost

- Strength as of 30 April 2008: 12,235 military and 1,147 police
- Key contributing countries: Bangladesh, Ethiopia, Nigeria and Pakistan
- Cost: 1 July 2007–30 June 2008: \$688.38 million

### UNMIL: Duration

September 2003 to present; mandate expires 30 September 2008

### Chairman of the Liberia Sanctions Committee

Giadalla Azuz Ettalhi (Libya)

### Panel of Experts on Liberia

- Guy Lamb (South Africa, expert on arms and security)
- Thomas R. Creal (US, expert on finance)
- Wynet V. Smith (Canada, expert on natural resources and coordinator of the Panel)



## Guinea-Bissau

### Expected Council Action

The Council expects to receive the Secretary-General's quarterly report on the UN Peacebuilding Support Office in Guinea-Bissau (UNOGBIS). A Council statement is possible. The mandate of UNOGBIS expires on 31 December.

### Recent Developments

On 25 March, Guinea-Bissau enacted an amnesty for political-military violations against state security extending back to 6 October 2004. It does not rule out future civil lawsuits and allows for compensating victims. The proponents of the amnesty (e.g. the military) see it as assisting in national reconciliation and setting the stage for security sector reforms. However, there have been concerns from civil society about the absence of truth and restitution measures.

On 26 March, the Council was briefed in an open meeting by the Representative of the Secretary-General, Shola Omoregie, on the situation in Guinea-Bissau. In addition, the chair of the Peacebuilding Commission's (PBC) country-specific configuration on Guinea-Bissau, Ambassador Maria Luiza Ribeiro Viotti of Brazil, briefed on Council on the PBC's engagement in the country. Also, Ambassador Alfredo Cabral, Guinea-Bissau's Permanent Representative, expressed gratitude at his country's inclusion in the PBC's agenda. The briefing was followed by informal private consultations. Members are reported to have requested the Secretary-General to submit further details in his next report on drug trafficking and alleged terrorist activity in Guinea-Bissau. Omoregie met the chair of the Counter-Terrorism Committee and the executive director of the Counter-Terrorism Executive Directorate to discuss concerns about terrorism.

In a press statement on 27 March, the Council reaffirmed support for efforts by the government of Guinea-Bissau and its partners to consolidate peace. It expressed satisfaction with PBC efforts to develop a strategic peacebuilding framework and noted the 25 March announcement by



Guinea-Bissau President João Bernardo Vieira to hold legislative elections on 16 November. The Council recalled its October 2007 request to the Secretary-General to present proposals on how the UN could provide effective integrated and holistic assistance.

On 28 April, the UN Peacebuilding Fund agreed to provide Guinea-Bissau with \$6 million to assist national peacebuilding efforts. (The Fund was set up last year to help bridge the gap faced by countries between the initial phase of emerging from conflict and later recovery stages.)

### Related Developments in the Peacebuilding Commission (PBC)

The PBC's country-specific configuration on Guinea-Bissau visited the country from 6 to 11 April with the objective of:

- discussing the major priorities and challenges regarding peacebuilding initiatives being carried out by the government to tackle challenges and the kind of international support the country requires;
  - visiting project sites relevant to peacebuilding; and
  - discussing Peacebuilding Fund activities and setting up the National Steering Committee (comprising of UN representatives, the government, international donors and civil society) tasked with overseeing the selection of projects and allocation of funding.
- The country-specific configuration has since briefed the Organisational Committee of the PBC on the field mission and has been deliberating on peacebuilding priorities expected to be factored into an eventual strategic framework.

### Key Issues

Immediate key issues for the Council are security in the lead up to the legislative elections, including keeping the electoral process on track and the future of UNOGBIS. In December, the Secretary-General indicated that he would explore the possibility of transforming UNOGBIS into an integrated mission after the elections. Members are likely to want advice on what this might entail, as indicated in their latest press release.

Other issues include developments on the drug trafficking front and possible terrorist activity in the country.

### Options

Possible options for the Council include:

- a statement urging the government and stakeholders to keep the legislative elections on track and encouraging peace-consolidation efforts; and
- a decision to maintain regular engagement with the PBC on the situation in the country, including invitations for briefings from PBC representatives and seeking the PBC's advice on the situation the country.

### Council Dynamics

Most Council members now consider UNOGBIS' role to be vital in the lead up to the legislative elections. However, African members want to see more immediate support for peace-consolidation efforts. Western members may prefer to see the outcome of the elections before determining further concrete involvement. Most members, especially the Europeans, want a much more comprehensive picture of drug trafficking. The Council's call for more information on alleged terrorist activity seems to be motivated by its cautious approach.

### Underlying Problems

Guinea-Bissau has limited capacity to effectively police its national territory. Capacity in government ministries is also weak and the country is faced by serious socio-economic challenges. Consequently, it is particularly vulnerable to organised crime, social unrest, the narcotics trade and, perhaps also, possible terrorist activity.

### UN Documents

#### Security Council Resolutions

- S/RES/1580 (22 December 2004) revised and extended the mandate of UNOGBIS until 31 December 2008.

#### Latest Presidential Statement

- S/PRST/2007/38 (19 October 2007) called on the government and the UN system to take further action on drug trafficking and organised crime.

#### Selected Reports and Letters

- S/2008/181 (17 March 2008) was the latest report UNOGBIS.
- S/2007/744 (11 December 2007) was the letter in which the Council requested information from the PBC on the situation in Guinea-Bissau.

### PBC Documents

- PBC/2/INF/1 (13 February 2008) indicated the membership of the PBC Organisational Committee and membership of the country-specific configurations.
- PBC/2/OC/9 (1 February 2008) was the letter from the chair of the PBC listing the UN member states, organisations and entities constituting the Guinea-Bissau country-specific configuration of the PBC.

### Other

- SC/9286 (27 March 2008) was the latest press statement by the Security Council on Guinea-Bissau.
- S/PV.5860 (26 March 2008) was a briefing on developments and PBC activities in Guinea-Bissau.
- S/2008/87 (28 December 2007) was the letter from the chair of the PBC informing the president of the Council about the placement of Guinea-Bissau on the PBC's agenda and taking note of the Council's request for advice on the situation in the country.

### Other Relevant Facts

#### Representative of the Secretary-General and Head of UNOGBIS

Shola Omoregie (Nigeria)

#### Size of UNOGBIS Staff

Thirty, including international civilians, military advisers, a police adviser and local civilians

#### Duration

6 April 1999 to present; mandate expires on 31 December 2008

### International Criminal Tribunals

#### Expected Council Action

The Council will receive briefings from the presidents and prosecutors of the International Criminal Tribunals for the former Yugoslavia (ICTY) and Rwanda (ICTR) on completion strategies for each tribunal on 4 June.

No formal action is required. However, in 2003 resolution 1503 established an expectation that the tribunals would complete all "trial activities at first instance" by the end of 2008 and all work in 2010. Reports from the

ICTY and ICTR, expected to be released in early June, are likely to indicate that both deadlines will not be met.

The Council may discuss various options for assisting the tribunals to meet the deadline. Some Council members may also focus on “legacy” or “residual issues” (which would either survive the legal existence of the tribunals or be created by their closure.) However, with the Council majority of ambassadors away on the Council mission to Africa at the time of the briefing, no substantive action is expected.

### Recent Developments

In January, the Security Council’s Informal Working Group on Tribunals began discussions on “residual issues” under the chairmanship of Belgium. In the past, chairmanship rotated monthly according to the Council presidency and the group met sporadically. This year it has met nine times, largely to discuss residual issues based on a report submitted by the two tribunals. Issues identified included trials of fugitives, review of judgments, referral of cases to national jurisdictions, witness protection and archives. The Informal Group is expected to start discussing the possible solutions such as downsized tribunals and transfer of non-judicial functions to the International Criminal Court. It is likely to start work on a draft resolution in the second half of the year.

During his visit to Belgrade in April, ICTY Chief Prosecutor Serge Brammertz urged Serbia to locate war crimes fugitives, grant access to state archives and introduce a witness protection programme. Many observers believe that the impunity of the fugitives Radovan Karadzic, Ratko Mladic, Stojan Zupljanin, and Goran Hadic, undermines ICTY principles and that a means of prosecuting them after 2010 must continue to be available. Serbia’s cooperation has not improved in recent months.

On 29 April, the EU signed a Stabilisation Association Agreement (SAA) with Serbia. Until then, the EU had insisted that full cooperation with the ICTY, including surrender of Mladic, was a necessary precondition for an SAA.

On 3 April, the ICTY acquitted Kosovo’s former prime minister, Ramush Haradinaj, of alleged crimes against humanity. Serbia raised strong objections. ICTY prosecu-

tors have said that they will appeal Haradinaj’s acquittal. During Haradinaj’s trial, there were repeated allegations of witness intimidation.

Other ICTY/ICTR related developments included:

- The first hearing to transfer to Rwanda an ICTR case took place on 24 April. On 29 May, the ICTR judges declined to transfer Yussuf Munyakazi on the basis that he may not receive a fair trial in Rwanda. This verdict is expected to have a significant impact in determining ICTR’s completion strategy as the ICTR was hoping to transfer some cases to national jurisdictions to meet the 2008 deadline.
- Callixte Nzabonimana, a former Rwandan cabinet minister, was arrested in Tanzania in early February. He is the second of the six most wanted people still on ICTR’s list. Augustin Ndirabatswe, the former Rwandan minister for planning, was apprehended in Germany last September.
- On 10 March, the Advisory Committee on Administrative and Budgetary Questions (ACABQ) recommended that the General Assembly authorise as an exception, payment of retention incentives to staff required to remain at the tribunals. This will be taken up in the 5th Committee of the General Assembly.
- Assisted by the United Nations Interregional Crime and Justice Research Institute (UNICRI), the ICTY has begun compiling a best-practices manual. It is expected to be completed in the third quarter of 2008.
- The Advisory Committee on Archives to the Registrars set up in October under the chairmanship of former ICTY and ICTR prosecutor, Richard Goldstone, is expected to present final recommendations to the Registrars in the middle of 2008. They will also present recommendations to the Council.
- On 20 February, the Council authorised up to four more *ad litem* ICTY judges through December 2008.

### Options

Although no formal action is required in June, a presidential statement containing some of the following elements may be possible:

- acknowledging the difficulty in meeting deadlines and indicating that extensions would be considered;
- highlighting progress made and encouraging the tribunals to find ways of



speeding up trials;

- urging the international community to intensify cooperation with the tribunals;
- acknowledging the progress made by the Informal Working Group under Belgium and highlighting the residual issues under consideration;
- requesting the Informal Working Group to present possible options for a downsized tribunal; and
- noting with satisfaction the ACABQ recommendation on retention incentives to staff.

Other options include:

- focusing primarily on the capture of the key fugitives so as to allow for the outstanding trials to go forward;
- requesting a timeline for the Working Group including for a resolution of residual issues; and
- agreeing to meet more regularly on this issue to more closely monitor the activities of the tribunals.

### Key Issues

The key issue is whether the Council should be more proactive in assisting the ICTY and ICTR to meet the 2008 and 2010 deadlines. The two reports indicate ICTR trials are unlikely to be completed before 2009 and ICTY trials only in early 2010.

A related issue is deciding what action should be taken if key indictees are not apprehended this year. Linked with this is what pressure the Council might apply to parties, notably Serbia, to intensify cooperation with the tribunals in the next six months.

If it is accepted that the tribunals cannot meet the 2008 and 2010 deadlines, the Council will have to determine when it should extend the mandate of the tribunals and adopt a resolution with new deadlines.

A decision on handling residual functions is becoming an increasingly urgent issue. Among the most pressing are trials for the key fugitives, witness protection and archives.

Retaining tribunal staff remains a continuing issue especially if the Council remains silent on the above key issues. Resignations

can be expected to increase leading to 2010.

The ability of national courts to handle case referrals is relevant to the completion strategy. Concerns include impartiality, witness protection, guarantees of fair trials and court financial resources.

### Council Dynamics

More regular meetings of the Informal Working Group under consistent leadership have created a much better and more productive working atmosphere. Russia and China publicly continue to insist that the deadlines in resolutions 1503 must be strictly followed. However, it seems that there is a growing consensus that some functions of the tribunals will need to continue, particularly for trials of key fugitives after 2010. The US and European members want some flexibility with the deadlines and on which key fugitives need to be tried by the tribunals.

Apart from the permanent members, elected members like Panama, Costa Rica and Burkina Faso as well as the European elected members have participated actively in the Working Group, offering constructive suggestions to dealing with the residual issues. Croatia has been particularly vocal on the need to bring all the key fugitives to justice and on the issue of the archives.

### UN Documents

#### Selected Security Council Resolutions

- S/RES/1800 (20 February) authorised up to four additional *ad litem* judges until December 2008.
- S/RES/1786 (28 November 2007) appointed Serge Brammertz as the ICTY prosecutor.
- S/RES/1534 (26 March 2004) called on the ICTY and ICTR to review their respective caseloads and requested both tribunals to provide the Council with a progress assessment of their completion strategies every six months.
- S/RES/1503 (28 August 2003) called on the ICTY and ICTR to complete all trial activities in the first instance by the end of 2008 and to complete all work in 2010.
- S/RES/955 (8 November 1994) established the ICTR and contained its statute in the annex.
- S/RES/827 (25 May 1993) established the ICTY and approved the statute as

proposed by the Secretary-General in his report S/25704.

#### Selected Reports of the Secretary-General

- S/25704 (3 May 1993) contained the statute of the ICTY, as requested by resolution 808 of 22 February 1993.

#### Selected Letters

- S/2007/788 (31 December 2007), S/2008/44 (22 January 2008), S/2008/99 (8 February 2008) were letters from the president of the ICTY requesting the appointment of additional *ad litem* judges.
- S/2007/678 (12 November 2007) was the letter from the Secretary-General to the president of the Council requesting that Brammertz be appointed prosecutor of the ICTY.
- S/2007/676 (16 November 2007) was the letter from the ICTR president transmitting his assessment of the implementation of the ICTR's completion strategy at the end of 2007.
- S/2007/663 (12 November 2007) was the letter from the ICTY president transmitting his assessment of the implementation of the ICTY's completion strategy at the end of 2007.

#### Selected Presidential Statements

- S/PRST/2002/21 (23 July 2002) endorsed the ICTY's completion strategy.

#### Other Relevant Documents

- A/62/734 (10 March 2008) was the proposal on incentives to retain staff of the ICTY and ICTR.
- S/PV.5796 (10 December 2007) was the last Council briefing by the presidents and prosecutors of the ICTY and ICTR.
- S/2007/502 (15 August 2007) was the 2007 annual report of the ICTR.
- S/2007/469 (1 August 2007) was the 2007 annual report of the ICTY.
- A/60/436 (17 October 2005) was the report of the Secretary-General on staff retention and legacy issues.

### Other Relevant Facts

#### ICTY

- Four accused at large, including former Bosnian Serb President Radovan Karadzic and his military commander Ratko Mladic

- Six accused at the pre-trial stage, 22 referred to a national jurisdiction, 28 on trial, 7 at the appeal stage
- Webpage: <http://www.un.org/icty/index.html>

#### ICTR

- Thirteen accused at large, including Félicien Kabuga, a businessman accused of inciting massacres in Rwanda
- Six accused awaiting trial, 19 on trial, two at the appeal stage
- Webpage: <http://69.94.11.53/default.htm>

## UN Office for West Africa

### Expected Council Action

The semi-annual report of the UN Office for West Africa (UNOWA) is expected in June. The mandate expires on 31 December 2010.

### Recent Developments

On 21 December 2007, UNOWA's mandate was renewed from 1 January 2008 to 31 December 2010 through an exchange of letters between the UN Secretary-General and the president of the Security Council (letters S/2007/754 and S/2007/753). While retaining the overarching goal of enhancing UN contribution towards peace and security in West Africa, the mandate was revised to highlight specific objectives, functions and activities, including:

- supporting and liaising with major stakeholders in implementing sub-regional plans, strategies and recommendations drawn up by the Economic Community of West African States and other key partners;
- conducting its good offices role to prevent conflict and in peacebuilding efforts; and
- preparing periodic updates on the impact of conflicts on the sub-region; and organising studies, fora and seminars to assist in developing practical and concerted strategies to address current and emerging issues (including drug and arms trafficking, transitional justice and security sector reform).

In its letter to the Secretary-General, the Council asked for semi-annual reports on UNOWA's fulfilment of its revised mandate.

On 26 February, Said Djinnit of Algeria was appointed as Special Representative of the



Secretary-General for West Africa and Head of UNOWA by an exchange of letters between the Secretary-General and the president of the Council. Djinnit visited Burkina Faso, Cape Verde and Senegal where issues including the global food crisis and insecurity in the Sahelian region were discussed as part of his initial consultations with regional leaders.

### Key Issues

The key issue for the Council whether the refinement of UNOWA will be successful in producing up-to-date, expert information from UNOWA on the regional dimensions of peace and security in West Africa. Perennial cross-border issues such as the proliferation of small arms and light weapons are expected to be addressed in the Secretary-General's report. But it may also highlight relatively newer elements like the growth of organised drug trafficking and regional security threats potentially posed by the global food crisis.

### Options

Options for the Council include:

- issuing a press statement highlighting pertinent issues raised in the Secretary-General's report;
- considering the Secretary-General's report without making any statement;
- utilising the discussion of the report to exchange views on fragile situations not on the Council's agenda but subsumed under the regional mandate of UNOWA (e.g. Guinea, or the Tuareg insurgency in the Sahelian countries of Mali and Niger); and
- a more formal statement encouraging collaboration between the Peacebuilding Commission and UNOWA in consolidating peace in the West African sub-region.

### Council Dynamics

In December 2007, the Council requested more frequent reports in order to be more regularly informed about the work of UNOWA and assuage concerns of some countries (including the US) about the continued utility of the office. (The Secretary-General had originally proposed a three-year extension of the mandate, subject to a midterm review in line with past practice. However, the Council called for semi-annual reports in a marked departure from previous practice.)

## UN Documents

### Selected Presidential Letters

- S/2008/128 (26 February 2008) was the letter of the president of the Security Council taking note of the intention of the Secretary-General to appoint Said Djinnit as Special Representative.
- S/2007/754 (21 December 2007) welcomed the intention of the Secretary-General to extend the mandate of UNOWA until 31 December 2010 and requested more frequent reports.
- S/2004/858 (25 October 2004) was the letter of the president of the Security Council welcoming the Secretary-General's decision to extend the mandate of UNOWA.
- S/2001/1129 (29 November 2001) welcomed the intention of the Secretary-General outlined in S/2001/1128 (26 November 2001) to establish UNOWA for three years from January 2002 to 31 December 2004, subject to a review after its first year of operation.

### Selected Secretary-General's Letters

- S/2008/127 (21 February 2008) was a letter conveying the Secretary-General's intention to appoint Said Djinnit as his Special Representative for West Africa and Head of UNOWA.
- S/2007/753 (28 November 2007) was a letter conveying the Secretary-General's intention to renew the mandate of UNOWA until 31 December 2010.
- S/2005/16 (14 December 2004) was the Secretary-General's letter to the Security Council conveying the intended mandate functions and activities of UNOWA from 1 January 2005 to 31 December 2007.
- S/2004/797 (4 October 2004) was the Secretary-General's letter indicating his intention to extend the mandate of UNOWA for three years.

### Selected Secretary-General's Reports

- S/2007/294 (18 May 2007) was a midterm review of UNOWA initially envisaged for July 2006.
- S/2007/143 (13 March 2007) was the report on cross-border issues in West Africa.
- S/2004/797 (4 October 2004) was a review of activities and performance of



UNOWA spanning the January 2003 to July 2004 period.

### Selected UNOWA Studies and Concept Papers

- *Working Document on Sanctions in Africa* (June 2007)
- *Security Landscape and Peace Consolidation in West Africa* (March 2007)
- *Youth Unemployment and Regional Insecurity in West Africa—A UNOWA Issue Paper*, 2nd edition (August 2006)
- *Life after State House: Addressing Unconstitutional Changes in West Africa—A UNOWA Issue Paper* (March 2006)
- *Youth Unemployment and Regional Insecurity in West Africa—A UNOWA Issue Paper*, 1st edition (December 2005)
- *Elections scheduled between April 2005 and December 2007 in West Africa* (June 2005)
- *Security Sector Reform and Conflict Prevention in West Africa: Challenges and Opportunities—Dakar Workshop* (November 2004)
- *The Regional Impact of the Crisis in Côte d'Ivoire* (April 2004)

These studies and concept papers are available at <http://www.un.org/unowa/studies/studies-cp.htm>.

### Other Relevant Facts

#### Special Representative of the Secretary-General

Said Djinnit (Algeria)

#### UNOWA: Size and Composition

Staff Strength (as of 30 April): six international civilians; 11 local civilians

#### UNOWA: Duration

29 November 2001 to present; mandate expires on 31 December 2010

## Counter-Terrorism: Al-Qaida and Taliban

### Expected Council Action

The Council is expected to renew the mandate of the Analytical Support and Sanctions Monitoring Team, which analyses the implementation of embargoes imposed on Al-Qaida and the Taliban, and assists the 1267 Committee. The Council may adopt changes in how its list of individuals and entities under sanctions is compiled and may discuss proposals to improve the process for delisting individuals. (Four European nations have raised concerns about lack of due process before the resolution is adopted.) The Council may also consider recommendations in a report by the Monitoring Team.

### Key Facts

The Committee was established by resolution 1267 of 15 October 1999, which imposed an air embargo and an assets freeze on the Taliban, then in power in Afghanistan, for refusing to extradite Usama bin Laden, indicted for the 1998 bombings of US embassies in Africa. The Committee's operations were expanded and modified between 2000 and 2006. The sanctions now comprise an assets freeze, an arms embargo and a travel ban. They cover Al-Qaida, Usama bin Laden, the Taliban and their associates or facilitators anywhere in the world. Targeted individuals and entities are placed on a "Consolidated List" on the Committee's website.

The sanctions list as of 31 March had 482 entries: 142 individuals associated with the Taliban and 228 individuals and 112 entities associated with Al-Qaida. It included 12 people recorded as dead. In addition, seven others have been reported by states as deceased and public sources identify an additional 13 as dead.

### Recent Developments

The eighth report of the Monitoring Team, released in May, makes recommendations for the Committee to review. Among them are:

- Ensure the list has basic identifiers. (For example, 57 entries for individuals do not contain a full name and date of birth.)
- Supply a list at regular intervals of individuals who have been especially active.
- Review the names of people identified from various sources as dead each year.

- Urge states to tell the Committee if a listed party is found to be using a false identity.
- Give explicit guidance to states on assets freezes and on the economic resources of entities, to achieve a uniform approach.
- Consider a permanent "enquiry point" at the UN to deal with questions that arise at border entry points (proposed by Interpol).
- Conclude high-level agreements on the travel sanctions with organisations like the International Civil Aviation Organisation, the International Air Transport Association and the World Customs Organisation.
- Consider a Security Council prohibition requiring member states to prevent their nationals from participating in military or paramilitary activities with entities on the list. This is not explicit in resolutions to date.
- Consider adding the Al-Shabab group to the list. It has claimed more than twenty attacks in Somalia since September 2007, including the beheading of three government soldiers. (The US has designated it as a foreign terrorist group).
- Urge states to take appropriate legal action and practical measures to prevent terrorists from using the Internet to recruit bomb makers, raise funds and distribute material inciting violence.

On 5 May, Denmark, Liechtenstein, Sweden and Switzerland proposed to the Committee that it create an expert panel "governed by general principles of international law" and composed of three to five people with experience in handling confidential information. The panel would review delisting requests and take a decision within a time-frame, e.g. three months. A final decision would still be up to the Committee, which includes all 15 Council members, each with veto rights.

### Options

The Council could accept some of the recommendations from the Monitoring Team and include them in the resolution, particularly those on updating the lists. Alternatively, the Council could also take a more comprehensive view and ask the Committee to consider engaging outside experts to evaluate delisting requests and set timelines to respond to petitioners.

### Council Dynamics

Council members are ready for changes. British Ambassador John Sawers in a Coun-

cil debate on 6 May was blunt in saying the procedures needed to be "efficient and effective," and added, "At present they are not." He said, "Our ability to remove individuals that no longer meet the criteria is as important as listing additional names that do." Even the US, which has submitted a long list of names and entities, has told the Council that the Taliban names excluded new leaders and included one who had switched sides. Many non-permanent members are open to proposals for an outside independent panel. But consensus will be hard to reach. The five permanent members may be reluctant to agree on a panel that might be seen as limiting their authority.

### Underlying Problems

In March, the UN reported a 30 percent rise in "insurgent and terrorist" activity in Afghanistan in 2007 from a year earlier. The popular appeal of Al-Qaida's leadership appears to be waning but the group continues to flourish in many countries, inspired by a message of resistance to actual or perceived injustices, the Monitoring Team said.

For the Committee, an underlying issue is the growing challenges to the sanctions regime in domestic courts. The Court of Justice of the European Communities has several pending cases. A decision there could affect implementation of the sanctions in 27 EU nations. Actions have also been brought in the US and Pakistan. In the UK, the High Court on 24 April quashed orders against five petitioners, whose assets were frozen, saying that the UN procedures for listing and delisting do "not begin to achieve fairness for the person who is listed."

### UN Documents

#### Security Council Resolutions

- S/RES/1730 (19 December 2006) established "a focal point" within the Secretariat to process submissions for delisting under Council resolutions involving targeted sanctions.
- S/RES/1617 (29 July 2005) significantly broadened the mandate of the 1267 Committee and the Monitoring Team, further defined the sanctions' primary targets and elaborated on delisting procedures.
- S/RES/1526 (30 January 2004) strengthened the mandate of the Committee, refined applicable sanc-

tions measures and established the Analytical Support and Sanctions Monitoring Team.

- S/RES/1267 (15 October 1999) introduced a freeze on the financial resources of the Taliban and established the 1267 Committee.

#### Selected Reports

- S/2008/324 (13 May 2008) is the 8th report of the Committee's Monitoring Team.
- S/2008/25 (8 January 2008) is the Committee's report on its activities for the year 2007.
- S/2008/16 (8 January 2008) is the Committee's position on recommendations from its expert Monitoring Team.

#### Selected Security Council Debate Records

- S/PV.5886 (6 May 2008) is the transcript of the Council debate at which the chairs of the counter-terrorism committees briefed members.
- S/PV.5779 (14 November 2007) is the transcript of the Council debate at which the chairs of the three counter-terrorism committees briefed the Council.

#### Useful Additional Sources

- <http://www.un.org/sc/committees/1267/index.shtml> is the website of the 1267 Committee.
- <http://www.bailii.org/ew/cases/EWHC/Admin/2008/869.html> (24 April 2008) is the UK High Court of Justice decision on challenges to the assets freeze.

### Counter-Terrorism: Weapons of Mass Destruction

#### Expected Council Action

The 1540 Committee on weapons of mass destruction is reviewing a 71-page draft report that was due on 27 April. During the May briefing by the chairs of the three counter-terrorism committees, the 1540 Committee Chairman, Ambassador Jorge Urbina of Costa Rica, said the report would be ready "as soon as possible" or by 31 July at the latest. The Council may issue a statement urging states' compliance with the resolution, having extended the Committee's mandate for three years on 25 April.

#### Recent Developments

The Council adopted resolution 1540 in April 2004 because terrorists and other non-state actors are not covered under the treaties against biological weapons, chemical weapons and the proliferation of nuclear arms. The resolution asks all countries to establish export controls and enact legislation to protect sensitive materials that can be used to develop, manufacture, acquire, transport or traffic in such weapons and their delivery systems. (The measure was partly a reaction to disclosures of an illegal nuclear technology network headed by Pakistani scientist A.Q. Khan.)

Four years on, the Committee has run into "reporting fatigue" from member states. At 1 May, 153 nations had submitted reports, and 100 had updated information. In an effort to assist governments, the Committee produced a matrix using information culled from government websites and international organisations where a report was lacking. It is also compiling a database on anti-proliferation legislation, drawing up an analysis of best practices and coordinating requests for assistance with offers of help by asking donors for a point of contact. The Committee has a panel of eight experts and receives advice from the Office of Disarmament Affairs.

It seems that the draft report will illustrate the difficulty in creating a new system that fulfils the resolution's requirements. For example, among the 153 countries that have submitted reports, 73 have legislation in place against means of delivery of biological weapons, 45 for chemical weapons and 30 for nuclear arms. The draft calls for "more intensive action" by the Council and says "member states need to do far more than they have already done."

#### Council Dynamics

All Council members believe that the international community has to show determination to prevent non-state actors from obtaining such weapons. Some have argued that the best way to stop proliferation was not to have weapons of mass destruction in the first place.

Resolution 1540 may assume additional significance following reports that at least forty nations had approached the International Atomic Energy Agency in the last 18 months to inquire about nuclear power



reactors, a trend that could substantially increase the risk of technology transfers to non-state actors.

#### UN Documents

##### Security Council Resolutions

- S/RES/1810 (25 April 2008) extended the mandate of the 1540 Committee on weapons of mass destruction until 25 April 2011, encouraged states to prepare action plans and called on organisations and member states to provide the Committee with a contact for assistance.
- S/RES/1673 (27 April 2006) extended the mandate of the 1540 Committee for two years.
- S/RES/1540 (28 April 2004) established the 1540 Committee and its mandate of preventing non-state actors from obtaining weapons of mass destruction and established a mandate of up to two years.

##### Selected Presidential Statements

- S/PRST/2007/4 (23 February 2007) was a presidential statement urging international organisations with expertise in weapons of mass destruction to assist in implementing the resolution.
- S/PRST/2006/56 (20 December 2006) was a statement on terrorism that also welcomed cooperation among the three Council committees.

##### Selected Security Council Debate Records

- S/PV.5886 (6 May 2008) is the transcript of the Council debate in which the chairs of the counter-terrorism committees briefed members.
- S/PV.5779 (14 November 2007) is the transcript of a Council debate at which the chairs of the three counter-terrorism committees briefed members.

#### Useful Additional Source

- <http://www.un.org/sc/1540> is the website of the 1540 Committee



## Notable Dates for June

Reports Due for Consideration in June	Document Requesting Report
26 May	<i>Report from the Director General of the IAEA on Iran</i> S/RES/1803
early June	<i>ICTY/ICTR semi-annual reports</i> S/RES/1534
June	<i>SG monthly report on the AU-UN Hybrid Operation in Darfur (UNAMID)</i> S/RES/1769
1 June	<i>SG report on UN Peacekeeping Mission in Cyprus (UNFICYP)</i> S/RES/1789
1 June	<i>Liberia Panel of Experts Report to the 1521 Sanctions Committee</i> S/RES/1792
4 June	<i>SG report on UN Disengagement Observer Force (UNDOF) (Golan Heights)</i> S/RES/1759
5 June	<i>SG report on Iraq-Kuwait (missing persons and return of property)</i> S/2006/469
22 June	<i>SG quarterly report on UN Peacebuilding Office in Guinea-Bissau (UNOGBIS)</i> S/RES/1580
28 June	<i>SG report (every four months) on the implementation of resolution 1701 (Lebanon)</i> S/RES/1773
30 June	<i>SG report on UN Office in West Africa (UNOWA)</i> S/2007/754
30 June	<i>SG report on UN Mission in Kosovo (UNMIK)</i> S/RES/1244
late June	<i>SG report on the UN Peacebuilding Office in the Central African Republic (BONUCA)</i> S/PRST/2001/25
late June	<i>SG report on UN Mission in the Democratic Republic of the Congo (MONUC)</i> S/RES/1794
late June or early July	<i>SG report on UN Mission in the Central African Republic and Chad (MINURCAT)</i> S/RES/1778

June 2008	Mandates Expire	Relevant Document
15 June	<i>UN Peacekeeping Mission in Cyprus (UNFICYP)</i>	S/RES/1789
15 June	<i>UN International Independent Investigation Commission (Lebanon)</i>	S/RES/1748
20 June	<i>Liberia Panel of Experts</i>	S/RES/1792
22 June	<i>1267 (Al-Qaida and Taliban) Committee Analytical Support and Sanctions Monitoring Team</i>	S/RES/1735
30 June	<i>UN Disengagement Observer Force (UNDOF) (Golan Heights)</i>	S/RES/1788

June 2008	Other Important Dates
31 May-10 June	<i>A Security Council Visiting Mission to Africa will take place.</i>
June	<i>The Council is expected to receive the quarterly report and briefing of the 1737 Committee (Iran).</i>
early June	<i>The Chief Prosecutor of the International Criminal Court, Luis Moreno-Ocampo, is expected to brief the Council on Darfur (S/RES/1593).</i>
15 June	<i>The constitution of Kosovo is expected to come into force.</i>
by June 15	<i>The Council is expected to review the mandates of the Multi-National Force in Iraq (MNF-I), the Development Fund for Iraq (DFI) and the International Advisory and Monitoring Board (IAMB, the audit oversight body for the DFI) (S/RES/1790).</i>
by end of June	<i>The Counter-Terrorism Committee is expected to formulate and agree on an updated work program for 1 July to 31 December (S/2008/187).</i>
late June	<i>A Secretariat briefing and consultations on the Central African Republic are possible.</i>
late June	<i>The Iraqi government may report to the Council on its adherence to disarmament and non-proliferation treaties and related agreements (S/RES/1762).</i>

Also expected in June:

- An international conference to review progress on implementation of the Afghan Compact is scheduled for 12 June in Paris.
- A presidential runoff has been scheduled for 27 June 2008 in Zimbabwe.
- A peace agreement between Central African Republic's government and the rebel *Armée populaire pour la restauration de la démocratie* (APRD) may be reached in the next few weeks.
- The current term of office of the Secretary-General's Special Envoy for Darfur expires on 30 June.

## Important Dates over the Horizon

- Municipal and local elections are scheduled for 5 July 2008 in Sierra Leone.
- A meeting of states to consider the implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in all its Aspects is planned for 14-18 July 2008 in New York.
- The Secretary-General is expected to report on follow-up arrangements regarding EUFOR Chad-Central African Republic by September.
- Local elections are currently planned for 1 October 2008 in Iraq.
- Legislative elections have been scheduled on 16 November 2008 in Guinea-Bissau.
- Presidential elections in Côte d'Ivoire are now scheduled for 30 November 2008.

### SECURITY COUNCIL REPORT STAFF

**Colin Keating**, Executive Director  
**Joanna Weschler**, Director of Research  
**Robert Afriyie**, Research Analyst  
**Anne-Gaëlle Claude**, Research Analyst  
**Fernanda Rafaela Fernandes**, Research Analyst  
**Shamala Kandiah**, Research Analyst  
**Amanda Roberts**, Programme Coordinator  
**Paul Romita**, Programme Consultant  
**Brian Lockstone**, Communications Consultant  
**Robbin VanNewkirk**, Administrative Assistant

Security Council Report is published with the support of the Governments of Canada, Greece, Liechtenstein and Norway, The Rockefeller Foundation, the John D. and Catherine T. MacArthur Foundation and the William and Flora Hewlett Foundation. It is incorporated as a not for profit Organisation and operates in affiliation with the Center on International Organization in the School of International and Public Affairs at Columbia University in New York.

The material in this publication is subject to copyright ownership. Material in this publication may be freely used as in the public domain. You are free to copy, distribute, or make derivative works of the work under the following conditions: you must attribute the work to Security Council Report, Inc.; you may not use this work for commercial purposes; if you alter, transform, or build upon this work, you may distribute the resulting work only under a license identical to this one.