

## **Political and Security Affairs**

### **Regional Issues**

#### **Near East**

##### **Iraq**

The United States continued its active engagement in the United Nations in 2006 to support Iraq's efforts to build a united, secure and stable country in the face of growing security concerns. The UN Assistance Mission for Iraq (UNAMI) supported an electoral process that resulted in the formation of the first constitutionally elected Iraqi government in May 2006. In July, the Government of Iraq and the United Nations launched the International Compact with Iraq to build a partnership between Iraq and the international community in support of economic reform and development. Cooperation between Iraqi security forces and the Multinational Force-Iraq (MNF-I) continued in an effort to combat the violence in the country and to assist Iraqi forces toward assuming full responsibility for the country's security.

On February 14, the President of the Security Council made a statement on behalf of the Council, welcoming the certification of election results for the Iraqi Council of Representatives, and giving special recognition to the Independent Electoral Commission of Iraq for its role in organizing and administering the elections. The statement commended and congratulated the people of Iraq for demonstrating their commitment to a peaceful, democratic political process, and for having braved difficult conditions and the threat of violence to cast their votes. The statement also stressed the importance of inclusiveness, national dialogue and unity as Iraq's political development moved forward, and underlined the need for enhanced international support from all states and relevant organizations to assist Iraq.

Special Representative of the Secretary-General (SRSG) for Iraq Ashraf Qazi (Pakistan) briefed the Security Council on March 15. Qazi focused on the threat of sectarian violence to Iraq's political transition and urged all international efforts to be directed at strengthening the momentum of the political process in order to prevent the situation from deteriorating further. He noted that sectarian fissures had come to dominate and define the country's politics and future prospects, but that calls by a large spectrum of Iraq's political and religious leaders for restraint and peaceful dialogue and the quick government action to bring the situation under control were promising signs for potential peaceful political solutions. Qazi cautioned that, if not effectively addressed, ongoing violence would prevent donor programs from having their desired impact.

Iraq's constitutionally elected government was inaugurated on May 20. The President of the Security Council, on behalf of the Council, issued a statement on May 24 congratulating the people of Iraq on this milestone in

their country's political transition. The statement encouraged the new Iraqi government to promote national reconciliation through dialogue and inclusion and to build an atmosphere in which sectarianism is rejected. The Council also urged all Iraqis to participate in the political process peacefully, demanding that those who continued to use violence lay down their arms. The statement reiterated the Council's condemnation of acts of terrorism. The statement also urged all states and relevant international organizations to continue and to enhance their help to Iraq's sovereign government.

On June 15, Security Council members held a semi-annual review of the mandate of MNF-I along with certain arrangements for the Development Fund for Iraq (DFI) and the International Monitoring and Advisory Board (IAMB), consistent with Resolutions 1546 (2004) and 1637 (2005). During the Council's meeting, Iraqi Minister for Foreign Affairs Zebari acknowledged that, despite the progress of a new Constitution and the formation of the first constitutional government, a difficult and destructive security situation persisted. Zebari emphasized that continued cooperation between Iraqi forces and MNF-I was vital for the country's security and for Iraq's goal of self-sufficiency in defending itself and securing peace. He also stressed the importance of promoting national consensus, tolerance, justice and respect for human rights. Assistant Secretary-General for Political Affairs Angela Kane also briefed the Council, noting Iraq's success over the past three years in achieving its first constitutionally elected government. She noted the continued instability, violence and violations of human rights in Iraq, and urged the Iraqi government to heal the social and political divisions through dialogue and confidence building, to strengthen democratic institutions and the rule of law, and to improve the living conditions for all Iraqis.

The United States and other Council members unanimously adopted Resolution 1700 on August 10, which extended UNAMI's mandate for an additional 12 months and stated the Council's intention to review the mandate in one year or sooner, if so requested by the Iraqi Government. The Council also reaffirmed that the United Nations should play a leading role in assisting the Iraqi people and government in the formation of institutions for representative government and in the promotion of national dialogue and unity.

On September 14, SRSQ Qazi again briefed the Security Council, reporting that ongoing attacks and violations of human rights continued to inflict untold suffering. He pointed to the Prime Minister's National Reconciliation Plan and steps taken to broaden support for the Iraqi Government and to increase the effectiveness of the Iraqi security forces. He identified one of the key challenges as ensuring greater respect for human rights and the rule of law, and noted that one of UNAMI's priorities was assisting the Iraqi government in setting up a strong national human rights protection system. Qazi called on the international community to provide support for Iraq's efforts to transform itself into a participatory and institutionalized democracy.

On November 28, the Security Council adopted Resolution 1723, extending until December 31, 2007, the mandate of the MNF-I and certain arrangements for the DFI/IAMB. The resolution also contained language setting a review of the mandate for the MNF-I and DFI/IAMB no later than June 15, 2007, and declared that it would terminate the mandate earlier if so requested by the Government of Iraq.

On December 11, SRSG Qazi briefed the Council on developments in Iraq, warning of the prospects of a civil war and even a regional conflict. He called for a collective international and regional initiative in support of the Iraqi government's efforts to reduce the current levels of violence and resolve key issues.

During 2006, the United States, on behalf of the MNF-I, presented four reports to the Security Council regarding MNF-I activities in Iraq, consistent with Resolutions 1546 (2004), 1637 (2005), and 1723 (2006).

UNAMI, with staff in Baghdad, Irbil and Basra, continued its support for the Iraqi government and people, including assistance on electoral activities, national reconciliation and constitutional review processes, and efforts to address humanitarian and development needs.

## **Iran**

Throughout 2006, the United States was actively engaged in the United Nations and the International Atomic Energy Agency (IAEA) to pressure Iran to comply with its international obligations. In the wake of the ongoing threat presented by Iran's continued pursuit of a nuclear weapons capability, the Security Council and the IAEA took a number of actions against Iran, culminating in sanctions imposed by the Security Council at the end of the year.

On February 4, the IAEA Board of Governors passed a resolution requesting the IAEA Director General to report to the Security Council all IAEA reports and resolutions, as adopted, relating to the implementation of nuclear safeguards in Iran. The resolution was adopted by vote of 27-3-5.

The IAEA Director General issued a report on February 27, listing a number of outstanding issues and concerns regarding Iran's nuclear program, including topics that could have a military nuclear dimension, and noted that the IAEA was unable to conclude that there were no undeclared nuclear materials or activities in Iran.

On March 29, the President of the Security Council made a statement on behalf of the Council noting with serious concern Iran's decision to resume enrichment-related activities and to suspend cooperation with the IAEA under the Additional Protocol. The Council called upon Iran to take steps required by the IAEA Board of Governors and expressed the conviction that Iran's suspension of its enrichment-related and reprocessing activities, including research and development, and full, verified Iranian compliance with the requirements set out by the IAEA Board of Governors would contribute to a diplomatic, negotiated solution that guaranteed Iran's nuclear program was for exclusively peaceful purposes. The Council underlined the willingness of the

international community to work positively for such a solution which would also benefit nuclear non-proliferation elsewhere. The Security Council requested a report from the IAEA Director General in 30 days on the process of Iranian compliance.

The IAEA Director General's report, issued April 28, noted that after more than three years of IAEA efforts to seek clarity about all aspects of Iran's nuclear program, the existing gaps in knowledge continued to be a matter of concern, and that the IAEA was unable to make progress in its efforts to provide assurances about the absence of undeclared nuclear material and activities in Iran. On June 6, China, France, Russia, the United Kingdom, the United States, and Germany (the permanent members of the Security Council plus Germany) offered Iran a generous package of incentives that would be made available if Iran suspended its enrichment and reprocessing activities, cooperated fully with the IAEA, and engaged in constructive negotiations.

On June 8, the IAEA Director General reported that Iran had not taken the steps required of it by the IAEA Board of Governors and, on July 31, the Security Council adopted Resolution 1696, calling upon Iran to take the steps required by the IAEA, and demanding that Iran suspend its enrichment-related and reprocessing activities. The resolution called upon all states, in accordance with their national legal authorities and legislation and consistent with international law, to exercise vigilance and prevent the transfer of any items, materials, goods, and technology that could contribute to Iran's enrichment-related and reprocessing activities and ballistic missile programs. The resolution requested the IAEA Director General to report by August 31 on whether Iran had established full and sustained suspension of all activities mentioned in the resolution, as well as compliance with the IAEA requirements.

On August 31 and again on November 16, the IAEA Director General issued reports confirming that Iran had not established full and sustained suspension of all enrichment-related and reprocessing activities as set out in Resolution 1696, and on December 23, the Security Council, acting under Chapter VII of the UN Charter, unanimously adopted Resolution 1737, which imposed sanctions on Iran for its failure to comply with Security Council resolutions and the requirements of the IAEA Board of Governors. The Council required Iran to suspend all nuclear enrichment-related and reprocessing activities, including research and development, as well as work on all heavy water-related projects, including the construction of a research reactor moderated by heavy water. The suspension of those activities would be verified by the IAEA. Iran was also required to cooperate fully with the IAEA in order to resolve all outstanding issues surrounding its nuclear program. The resolution prohibited the import or export of specified nuclear and missile-related items, as well as any technical or financial assistance related to the transfer or use of such items.

The Council also decided to require all states to prevent the supply, sale or transfer, for the use in or benefit of Iran, of any items, equipment or

technology, which states determined would contribute to enrichment-related, reprocessing or heavy water-related activities, the development of nuclear weapons delivery systems, or any other activities about which the IAEA had expressed concern. Member states were also required to freeze the assets of persons or entities designated by the Council or the Sanctions Committee established pursuant to Resolution 1737 as supporting Iran's proliferation-sensitive nuclear activities or the development of nuclear-weapon delivery systems. In addition, member states were required to notify the Sanctions Committee of the entry into or transit through their territories of designated persons.

The Sanctions Committee established by Resolution 1737 was mandated to monitor implementation of the measures imposed by the resolution and to designate further individuals to whom or entities to which sanctions would apply. The resolution requested the IAEA Director General to report within 60 days on Iran's compliance with the terms of the resolution. The Council affirmed its intent to review Iran's actions and adjust the measures accordingly, including by adopting further appropriate measures in the event that the IAEA Director General reported that Iran had not complied with the resolution.

### **Arab-Israeli Situation**

The United States actively pursued in the United Nations President Bush's vision of a two-state solution, with Israel and Palestine living side by side in peace and security. To this end, the United States continued to work in partnership with the other members of the Quartet (the United Nations, European Union, and Russia) to achieve progress on the Quartet's Performance-Based Roadmap to a Permanent Two-State Solution to the Israeli-Palestinian Conflict ("Roadmap").

Following the January 25, 2006, Palestinian Legislative Council elections, the Security Council on February 3 adopted a Presidential Statement congratulating the Palestinian people on "an electoral process that was free, fair, and secure." The Security Council expressed its expectation that the new Palestinian Government would remain committed to realizing the aspirations of the Palestinian people for peace and statehood. The Security Council also welcomed Palestinian Authority President Mahmoud Abbas' affirmation of the Palestinian Authority's commitment to the Roadmap, previous agreements and obligations, and a negotiated two-state solution to the Israeli-Palestinian conflict.

On January 27, 2006, the UN General Assembly observed the first International Day of Commemoration in memory of the victims of the Holocaust. On November 1, 2005, the General Assembly had adopted a resolution titled "Holocaust Remembrance" by consensus with 104 member states co-sponsoring. The resolution established January 27 as an annual day of commemoration. Then-UN General Assembly President Jan Eliasson of Sweden, in his January 27 statement, cited in particular the resolution's

language that “the General Assembly unequivocally rejects any denial of the Holocaust as an historic event, either in full or in part.”

On July 13, the United States cast a “no” vote – its first in nearly two years – to veto an unbalanced draft Security Council resolution on the Israeli-Palestinian situation. The United States had worked with other Security Council members to achieve a more balanced text, one that would have acknowledged that Israel’s then-ongoing military actions in Gaza had been in direct response to repeated rocket attacks into Israel from Gaza and the June 25 abduction by Hamas of Israeli Defense Force Corporal Gilad Shalit. The final vote was 10-1(U.S.)-4 (UK, Denmark, Slovakia, and Peru). The summer 2006 conflict between Hizballah and Israel, sparked by Hizballah’s July 12 raid into Northern Israel in which three Israeli soldiers were killed and two captured, led to enormous suffering and destruction both in Lebanon and Israel.

The Security Council adopted a Presidential Statement on July 27 expressing its shock and distress at the July 25 firing by Israeli Defense Forces (IDF) on a United Nations Observer post in Southern Lebanon, which killed four UN military observers. On July 30, the Security Council adopted another Presidential Statement expressing its “extreme shock and distress” at IDF shelling of a residential building in Southern Lebanon.

The Security Council unanimously adopted a resolution (1701) on August 11 that called for a full cessation of hostilities based upon both the immediate cessation of attacks by Hizballah as well as the immediate cessation of Israeli offensive military operations, and expanded the mandate of the UN Interim Force in Lebanon (UNIFIL) to monitor the cessation of hostilities. After casting the U.S. vote, Secretary of State Rice told the Security Council: “With the passage of this resolution, the international community has helped to open a path to lasting peace between Lebanon and Israel that will end the suffering and violence of the past month. The status quo that precipitated this conflict was unstable. Since the conflict began, we have sought an immediate end to the fighting. But we have also insisted that a durable cease-fire requires a decisive change from the status quo that produced this war. Today’s resolution lays the foundation to achieve that goal. With this resolution, a new - stronger - Lebanon can emerge with the world’s help. Now the hard, urgent work of implementation begins.”

On November 11, the United States cast a “no” vote to veto an unbalanced draft Security Council resolution that condemned the Israeli shelling of Beit Hanoun in Gaza on November 8 that resulted in civilian casualties but did not similarly condemn the terrorist attacks into Israel. The final vote was 10-1(US)-4 (UK, Denmark, Slovakia, Japan). Following this veto, the General Assembly reconvened the 10<sup>th</sup> Emergency Special Session (ESS) of the General Assembly on November 17. The 10<sup>th</sup> ESS was first convened in 1997, and although it has remained open, has only been convened periodically, most recently in July 2004. The November 17 ESS adopted a resolution on the Beit Hanoun incident similar to the earlier Security Council

draft resolution by a vote of 156-7 (U.S., Australia, Israel, Marshall Islands, Micronesia, Nauru, Palau)-6 (Canada, Cote d'Ivoire, Papua New Guinea, Tonga, Tuvalu, Vanuatu).

The 10<sup>th</sup> ESS reconvened again on December 15 to consider a follow-up resolution to its July 2004 resolution on the Israeli-constructed security barrier in and around the West Bank. The July 2004 ESS had adopted a resolution requesting that the Secretary-General establish a Register to document Palestinian claims of damages in the wake of an International Court of Justice Advisory Opinion that had concluded that Israel's construction of the security barrier was contrary to international law, and that Israel was obligated to make reparation for damages caused by the barrier's construction. The Secretary-General issued a report outlining recommended parameters for the Register on October 17. At its December 15, 2006, session, the ESS adopted a resolution establishing the Register of Damages by a vote of 162-7 (U.S., Australia, Israel, Marshall Islands, Micronesia, Nauru, Palau)-7 (Cameroon, Canada, Cote d'Ivoire, Malawi, Papua New Guinea, Tonga, Uganda). The final resolution established a process for the creation and operation of the Registry that deviated from recommendations made by the Secretary-General and was ill-defined, open-ended in duration, and likely to raise false expectations on the part of claimants and divert resources from more important tasks.

On December 6, the Security Council adopted a Press Statement welcoming the agreement between Israeli Prime Minister Olmert and Palestinian Authority President Abbas to establish a mutual cease-fire in Gaza. The Council followed this on December 12 with a Presidential Statement welcoming the cease-fire agreement.

The 61<sup>st</sup> General Assembly regular session in the fall of 2006 voted on 23 resolutions concerning the Israeli-Palestinian conflict and related issues. The United States opposed many of these resolutions for several reasons: they addressed final status issues that the Israelis and Palestinians must decide through negotiations; advocated activities or language incompatible with basic principles of the Middle East peace process; or expended resources that could be used in more productive ways to improve the lives of the Palestinian people. Of three new resolutions addressing the July-August Israel-Hizballah hostilities, one was eventually withdrawn – leaving two new General Assembly resolutions.

During the 61<sup>st</sup> General Assembly, the United States continued its efforts to target three resolutions that renewed the mandates of UN entities that embody institutional discrimination against Israel. These are the Division for Palestinian Rights, the Committee on the Exercise of the Inalienable Rights of the Palestinian People, and the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Palestinian People and Other Arabs of the Occupied Territories. Despite strong U.S. diplomatic efforts, there was little change in voting patterns on these resolutions between 2005

and 2006, and the 61<sup>st</sup> General Assembly again adopted all three by votes of 101-7 (U.S.)-62, 101-7 (U.S.)-62, and 90-9 (U.S.)-81, respectively.

Throughout the year, U.S. representatives spoke out forcefully and frequently in numerous UN bodies to ensure that Israel was not excluded from or isolated at UN meetings and conferences, and that Israeli interests were given fair consideration.

### **UN Truce Supervision Organization (UNTSO)**

The UN Truce Supervision Organization (UNTSO) was the first peacekeeping mission organized by the United Nations, established in 1948 under UN Security Council Resolution 50 to supervise the truce called for by the Council at the end of the British mandate in Palestine. Since then the Council has entrusted UNTSO with a variety of tasks, including the supervision of the implementation and observance of the general agreements between Israel and its four Arab neighbors: Egypt, Jordan, Lebanon, and Syria. Following the 1967 Middle East War, UNTSO assumed cease-fire monitoring responsibilities in the Israel-Syria sector and the Suez Canal Zone. In 1972, a similar operation was established in southern Lebanon. Unarmed UNTSO military observers were directed to assist UN peacekeeping forces deployed in the Sinai (1973), the Golan Heights (1974), and southern Lebanon (1978).

In 2006 UNTSO maintained a presence in the region, including providing military observers and administrative staff to support the United Nations Interim Force in Lebanon (UNIFIL) and the United Nations Disengagement Observer Force (UNDOF) in the Golan Heights. At Egypt's request, the mission also provides a small monitoring team to patrol the Sinai. As of December 31, 2006, UNTSO had 150 military observers.

### **UN Disengagement Observer Force (UNDOF)**

The UN Disengagement Observer Force (UNDOF) was established by UN Security Council Resolution 350 of May 31, 1974, in the aftermath of the 1973 Arab-Israeli War. UNDOF observes the implementation of the Israel-Syria Disengagement Agreement and serves U.S. national security interests by maintaining confidence levels and preventing the escalation of tensions between Israel and Syria. The Security Council extends UNDOF's mandate at six-month intervals, with the last renewal authorized by the Security Council on December 15, 2006.

UNDOF's mission is to monitor the cease-fire between Israel and Syria, supervise the disengagement of Israeli and Syrian forces in the Golan Heights, and monitor the areas of separation and limitation between the two countries. As of December 31, 2006, UNDOF had 1,048 troops.

In carrying out its mandate, UNDOF is also assisted by military observers from the UN Truce Supervision Organization (UNTSO) based in Jerusalem. In 2006, the security situation in UNDOF's area of operations remained generally calm, though the Secretary-General reported to the Council in June and December that the situation in the Middle East remained tense and



was likely to remain so, unless and until a comprehensive peace settlement covering all aspects of the Middle East problem can be reached.

### **UN Interim Force in Lebanon (UNIFIL)**

United Nations Security Council Resolutions 425 (1978) and 426 (1978) established United Nations Interim Force in Lebanon (UNIFIL) in March 1978. These measures responded to an Israeli invasion of southern Lebanon following a Palestinian Liberation Organization attack inside Israel. UNIFIL's mandate included confirming the withdrawal of Israeli forces from Lebanon, assisting the Government of Lebanon in restoring its effective authority, and contributing to the restoration of international peace and security in the region. In a report to the Security Council in 2000, the Secretary-General stated that UNIFIL had essentially completed two of the three parts of its mandate, the remaining task being the restoration of international peace and security.

On January 31, 2006, the Security Council extended UNIFIL's mandate for six months until July 31. In the Secretary-General's semi-annual report on UNIFIL, issued on July 21, he noted that the situation in Lebanon remained tense and volatile, although generally quiet, for most of the reporting period.

However, on July 12, Hizballah initiated a diversionary Katyusha rocket and mortar attack on Israeli military positions and on the towns of Even Menahem and Mattat, injuring five civilians. At the same time, a ground contingent of Hizballah attacked two Israeli armored Humvees along the Israel-Lebanon border with anti-tank rockets, capturing two Israeli soldiers and killing three. Five other Israelis were killed later that day on the Lebanese side of the border during a mission to rescue the two captured soldiers. The kidnappings led to an escalation of tensions and hostilities between the Israeli military and Hizballah forces operating within the southern territory of Lebanon.

While the fighting continued, the Security Council approved a Presidential Statement on July 27, expressing its deep shock and distress at the Israel Defense Forces (IDF) bombing of a United Nations Observer post in southern Lebanon on July 25, which caused the death of four UN military observers. On July 30, the Security Council issued another Presidential Statement expressing its "extreme shock and distress at the shelling by the Israeli Defense Forces of a residential building in Qana, in southern Lebanon, which has caused the killing of dozens of civilians, mostly children, and injured many others."

In the period following these developments, the international community worked with the Lebanese and Israeli governments in an effort to address the causes of this violence and to create the conditions for a durable end to the fighting. A key objective was the development of a stabilization force in southern Lebanon to assist the Lebanese government in asserting its control in the area and to provide Israel with the confidence necessary to allow it to withdraw its forces across the Blue Line (a UN demarcation of the

Lebanese-Israeli border published June 7, 2000, to verify Israeli withdrawal from Lebanese territory). It was decided that an enhanced UNIFIL, rather than a new multinational force, would serve as the stabilization force. In this connection, the Government of Lebanon expressed its willingness on August 7 to deploy 15,000 troops from the Lebanese Armed Forces to southern Lebanon, to be assisted by an enhanced UNIFIL that was supplemented in numbers, equipment, mandate, and scope of cooperation.

On August 11, the Security Council unanimously adopted Resolution 1701 (2006), reiterating its strong support for the territorial integrity, sovereignty, and political independence of Lebanon. Key points of Resolution 1701 included calling for a cessation of hostilities and the withdrawal of Israel forces from Lebanon, imposing a legally binding obligation on all states to prevent the entry into Lebanon of arms and related material, and authorizing deployment of an expanded UNIFIL force in Lebanon with a robust new mandate.

The UN-brokered cessation of hostilities went into effect on August 14, after 34 days of fighting, during which nearly 1,200 Lebanese were killed and approximately 4,400 injured. At the height of the emergency, the conflict displaced nearly one million Lebanese from their homes. The large majority of these displaced persons had returned to their homes by year-end. The hostilities claimed the lives of 170 Israelis, including 52 civilians killed by rocket fire. More than 600 Israeli civilians were injured and between 300,000 and 500,000 Israeli civilians either fled their homes or remained in shelters during the conflict. Most of these residents returned to their homes when the hostilities ended.

During this crisis, the United States facilitated the transportation of international troops to Lebanon. The United States also committed over \$240 million in humanitarian, reconstruction, and security assistance to Lebanon by December 2006.

In his one-week report on implementation of Resolution 1701 on August 18, the Secretary-General detailed the steps taken to consolidate the cessation of hostilities, in particular the withdrawal and deployment of forces in southern Lebanon and the rapid reinforcement of UNIFIL, and provided an assessment of the actions taken by the United Nations to address the humanitarian situation.

On September 7 and 8, Israel lifted its air and sea blockades of Lebanon. By October 2, the Israeli Armed Forces had withdrawn almost completely from southern Lebanon.

The Secretary-General presented his second report on the implementation of Resolution 1701 on September 12. He noted that the parties had generally complied with the cessation of hostilities. UNIFIL continued to coordinate the gradual withdrawal of IDF elements from, and Lebanese Armed Forces (LAF) deployment into, southern Lebanon.

On October 24, the UN Development Program assumed responsibility for coordinating reconstruction activities.

On December 11, the Secretary-General presented the Security Council with a report on the Middle East that included information on the implementation of Resolution 1701, in lieu of a stand-alone 1701 report. The report noted: “The past two tumultuous years in Lebanon’s history have illustrated the vulnerabilities of the Lebanese state to both external influences and internal political divisions, and their potential to ignite conflicts old and new.” He underscored the importance of the historic achievement of the deployment of the Lebanese army in the area south of the Litani River and along the Blue Line for the first time in nearly 40 years. The next day the Security Council issued a Presidential Statement reiterating its full support for the legitimate and democratically elected Government of Lebanon and calling for the full implementation of Resolution 1701.

By the end of the year, UNIFIL had 11,563 troops from 26 nations. No U.S. troops serve in UNIFIL. The Lebanese Armed Forces had 15,000 soldiers positioned south of the Litani River. The Israeli withdrawal from Lebanon was complete except for the border village of Ghajar, where arrangements were still pending with UNIFIL for final Israeli withdrawal. During this period, UNIFIL recorded numerous rocket launches into Israeli territory by Hizballah, as well as violations by Israeli military aircraft overflying Lebanese territory.

The United States supports peace and stability in southern Lebanon, the extension of effective Lebanese government control over the whole of its territory, and the elimination of attacks on Israel across the Blue Line. UNIFIL is a stabilizing influence in reducing tensions along the Blue Line. The United States continued to call on the international community, Iran and Syria in particular, to meet the international legal obligations contained in Resolutions 1701 and 1559 (2004) to prevent illicit arms shipments to Hizballah.

### **Lebanon/Syria**

UN Security Council Resolution 1559 (2004) reaffirmed the Security Council’s call for the strict respect of the sovereignty, territorial integrity, unity, and political independence of Lebanon. In addition, Resolution 1559 called for the withdrawal of all foreign forces from Lebanon, the disbanding and disarmament of all Lebanese and non-Lebanese militias, and the extension of Lebanese government control over the entire country.

On January 23, 2006, the Security Council issued a Presidential Statement welcoming the Secretary-General’s report (released October 2005) and reaffirming its support for the sovereignty, territorial integrity, unity, and political independence of Lebanon. The Council regretted that some of the provisions of Resolution 1559 had not been implemented, particularly the disbanding and disarming of Lebanese and non-Lebanese militias, the extension of government control over all Lebanese territory, and free and fair Presidential elections conducted according to Lebanese constitutional rules, without foreign interference and influence. The Council called on all other parties, in particular the Government of Syria, to cooperate with Lebanon to

achieve full diplomatic relations and the demarcation of their common border. The Council also expressed concern about reports of movement of arms into Lebanon and condemned the continued terrorist attacks, warning that those responsible would be held accountable.

The Speaker of the Lebanese Parliament, Nabih Berri, brought together 14 leaders of the Lebanese factions and parties for the first session of the National Dialogue on March 2, 2006. Discussion at the National Dialogue included the investigation into the assassination of former Prime Minister Rafik Hariri, the Palestinian issue in Lebanon, Syria-Lebanon relations, the status of Sheba'a Farms, the Presidency, and Hizballah's weapons.

In April, the Secretary-General released his third semi-annual report on the implementation of Resolution 1559. The Secretary-General reported that the situation in Lebanon remained tense; however, there had been a decrease in the number of terrorist attacks and acts of intimidation compared to the previous six-month period. The report also noted that Lebanon had made significant progress towards implementing Resolution 1559, particularly based on the agreements made during the National Dialogue. However, the report noted that the provisions of Resolution 1559 cited in the Council's January statement had not yet been fully implemented.

Although the parties at the National Dialogue had decided to formalize the bilateral relationship between Syria and Lebanon, the Secretary-General's report of April noted that this agreement had not been implemented. Syria's Minister of Foreign Affairs, Walid Muallem, stated, "the channels of communication and trade are effectively developed enough to make the opening of embassies unnecessary, although Damascus does not exclude the establishment of diplomatic missions sometime in the future." Additionally, the Secretary-General underscored the importance of demarcating the border between Syria and Lebanon, particularly in the Deir al-Ashayr area, in which a Syrian military unit was stationed.

The Lebanese National Dialogue met again April 28-May 16 and on June 8 to discuss the Lebanese Presidency and Hizballah's weapons. They agreed on a written code of conduct stipulating that political leaders would refrain from attacking each other. On June 29, the National Dialogue met for the last time but reached no further agreements.

On July 12, Hizballah initiated a cross-border raid, kidnapping two Israeli soldiers and killing several others. The resulting hostilities between Israel and Hizballah continued until August 14, when a cessation of hostilities agreement went into effect pursuant to UNSC Resolution 1701 (2006). Resolution 1701 also provided, *inter alia*, for the expansion in the mandate and size of the UN Interim Force in Lebanon (UNIFIL), the establishment of a weapons-free zone in the area between the Blue Line and the Litani River, a ban on the transfer of arms to Lebanon (except as authorized by the Lebanese government or to UNIFIL), and for a report by the Secretary-General with proposals for the delineation of the international borders of Lebanon, including the Shebaa Farms area.

On October 19, the Secretary-General released his fourth semi-annual report on the implementation of Resolution 1559, stating: “In the six months since my last report, of 19 April 2006, Lebanon witnessed first political standstill, then severe deterioration and prolonged instability.” In this report, the Secretary-General observed that progress had been made in the expansion of the Government of Lebanon’s control of Lebanese territory, especially due to the deployment of the Lebanese Armed Forces (LAF) to the south of Lebanon for the first time in almost 40 years. Also, the LAF deployed along the Syria-Lebanon border after the adoption of Resolution 1701. The report noted, however, that no progress had been made on the provisions of Resolution 1559 dealing with the disbanding and disarming of all Lebanese and non-Lebanese militias and respect for the strict sovereignty, territorial integrity, unity and political independence of Lebanon.

The Security Council adopted a Presidential Statement on October 30 welcoming the fourth semi-annual report on the implementation of Resolution 1559. The Council noted that important progress had been made through the deployment of the LAF in southern Lebanon; however, the Council also regretted that the disbanding and disarming of militias had yet to take place and that free and fair presidential elections without any foreign interference and influence had not been conducted.

The United States continues to support full implementation of all the provisions of Resolution 1559 in order to ensure the stability of Lebanon and the wider region.

### **United Nations International Independent Investigation Commission (UNIIC)**

On February 15, 2005, the Security Council adopted a Presidential Statement that condemned the previous day’s terrorist bombing that had killed former Prime Minister Rafik Hariri and 19 others, and called on the Government of Lebanon to bring to justice all those responsible for this terrorist act. On April 7, 2005, the Security Council unanimously adopted Resolution 1595, which established the International Independent Investigation Commission (UNIIC) to assist the Lebanese authorities in their investigation. On October 31, 2005, the Security Council welcomed the Secretary-General’s decision to extend UNIIC’s mandate until December 15, 2005, and required Syria to cooperate with the Commission. In response to the Government of Lebanon’s request, the Security Council unanimously adopted Resolution 1644 on December 15, 2005, which extended the UNIIC mandate until June 15, 2006, acknowledged the Lebanese government’s request that those responsible for this terrorist act be tried by a tribunal of an international character, and requested the Secretary-General to help the Lebanese government identify the nature and scope of the international assistance needed in this regard. On January 13, 2006, the Secretary-General named Serge Brammertz (Belgium) to be the Commissioner of the UNIIC, succeeding Detlev Mehlis. Brammertz’s tenure was extended for six months on July 14, 2006.

During 2006, UNIIC issued four progress reports on its investigation of the Hariri assassination. Its March 14 report noted that it had found links between the Hariri assassination and 14 other terrorist attacks since October 1, 2004. In its June 10 report, UNIIC concluded that it had made considerable progress in the Hariri investigation, specifically the critically important work relating to the crime scene, the Hariri convoy and associated events on the day of Hariri's assassination. On September 25, UNIIC reported that progress in the investigation had been hindered by the Hizballah-initiated war with Israel in July-August of 2006. Despite this complication, the Commission continued to finalize its primary crime scene work, including its forensic research and analysis, and was able to establish facts to an evidentiary standard. The December 12 report provided information on the Commission's continued priority work in forensic investigation of the Hariri case, focusing on the identification of the perpetrators as well as the advancement of its technical assistance on the 14 cases, including the establishment of linkages. The Commission also reported on its provision of technical assistance to the Lebanese authorities in their investigation of the assassination of Pierre Gemayel, the Minister of Industry of Lebanon, on November 21.

On June 15, 2006, the Council adopted Resolution 1686, which extended the Commission's mandate for one year, through June 15, 2007, and authorized UNIIC to extend its technical assistance to Lebanese authorities with regard to their investigations into the other terrorist attacks perpetrated in Lebanon since October 1, 2004.

On November 21, 2006, the Security Council issued a Presidential Statement condemning the assassination of Industry Minister Pierre Gemayel and the following day, in a letter to the Secretary-General, authorized UNIIC to provide technical assistance to the Government of Lebanon in its investigation into this crime.

Pursuant to the request in Resolution 1644 (2005), the Secretary-General issued a report on March 21, 2006, in which he requested the Security Council's authorization to begin negotiations with the Government of Lebanon aimed at establishing a tribunal of an international character to prosecute those identified by UNIIC for their involvement in the Hariri assassination. The Security Council authorized the Secretary-General to negotiate such an agreement in Resolution 1664, unanimously adopted on March 29. On September 6, the UN Legal Counsel presented the initial draft agreement and statute to the Lebanese Prime Minister and to the Minister of Justice of Lebanon for their consideration. On November 21, the Security Council approved the Tribunal documents; however, by the end of 2006, the Agreement had not been ratified by the Lebanese Parliament.

The United States strongly supports the efforts of UNIIC and is committed to seeing those responsible for the assassination of Rafik Hariri brought to justice.

## **South Asia**

### **Afghanistan**

During 2006, the United States continued to work through the United Nations and with the international community in pursuit of a sovereign, stable, democratic, and more prosperous Afghanistan. Overall, Afghans remained supportive of the international presence, both civilian and military, but many difficult challenges remained. Violence significantly increased in the South, the East, and in Kabul during the spring and summer of 2006. In response, Afghan authorities and international partners began implementation of a new, comprehensive approach to integrate security operations with economic revitalization, infrastructure development, better governance, public diplomacy, counter-narcotics activities, and cooperation with Pakistan.

The Security Council established the UN Assistance Mission in Afghanistan (UNAMA) in Resolution 1401 (2002) with a mandate to facilitate implementation of the Bonn Agreement, which established provisional arrangements in Afghanistan pending the re-establishment of permanent government institutions. After the completion of the Bonn process and the adoption in London of the Afghanistan Compact in January 2006, UNAMA's mandate was renewed and updated on March 23, 2006, by Resolution 1662. The mandate contained six main elements: providing political and strategic advice for the peace process, including strengthening emerging democratic institutions; providing good offices, as appropriate; assisting the Government of Afghanistan in the coordination and monitoring of the implementation of the Afghanistan Compact, and co-chairing the Joint Coordination and Monitoring Board (JCMB); promoting human rights through an independent role in monitoring human rights violations and capacity building of national institutions; providing technical assistance in sectors where the United Nations has a demonstrated comparative advantage and expertise, including in the disbandment of illegal armed groups and support to the Independent Electoral Commission; and managing all United Nations humanitarian relief, recovery, reconstruction and development activities in Afghanistan.

UNAMA is a Special Political Mission directed and supported by the UN Department of Peacekeeping Operations (DPKO) and funded by the UN regular budget. With strong U.S. support, a key focus of UNAMA in 2006 was to implement the Afghanistan Compact and increase international coordination in Afghanistan through the (JCMB). The JCMB was widely viewed as the main symbol of the international civilian presence in the country, paralleling NATO's action in the security sphere. Tom Koenigs (Germany) was appointed as the Secretary-General's Special Representative (SRSG) and head of UNAMA on February 16, 2006.

Security was mainly the responsibility of the UN-mandated, NATO-led, International Security Assistance Force (ISAF) and the Afghan National Security Forces (ANSF). ISAF's mission was to assist the Government of Afghanistan and the international community in maintaining security. During

2006, ISAF's area of operation gradually expanded to the south of Afghanistan in July and to the East in October. ISAF also took over the 25 Provincial Reconstruction Teams (PRTs), 12 of which were led by the United States. Separately from ISAF, the U.S.-led Operation Enduring Freedom (OEF) continued its focus on counter-terrorism operations.

Afghan national security forces comprised the Afghan National Army and national, border, highway and counter-narcotics police. Training for the police and the justice sector was coordinated with UNAMA. The Afghan National Army (ANA) expanded and proved its capabilities fighting alongside OEF and ISAF troops. The formal Disarmament, Demobilization, and Reintegration (DDR) process for more than 63,000 former combatants was completed in 2006. Afghanistan continued this effort through the Disbandment of Illegal Armed Groups (DIAG) program.

Afghanistan made several advances in economic policy and reconstruction efforts in 2006, controlling inflation, developing the banking sector, and adopting new commercial and investment laws. The new currency – the Afghani – remained stable. Annual growth was around 14 percent of GDP in 2005-2006. An Afghan National Development Strategy (ANDS) that paralleled the Afghanistan Compact was adopted in London in January 2006.

Reconstruction efforts continued, with a particular focus on infrastructure. As of the end of 2006, about 75 percent of Afghanistan's national ring road had been completed. In coordination with UNAMA, the United States also built over 3,500 kilometers of secondary and district roads. Several multi-national projects were underway to build Afghanistan's hydro and electrical power systems. Education and health care are also U.S. and UN priorities. Over five million children attended school, and a majority of the population gained access to basic health services.

After a decrease in poppy cultivation in 2005, Afghanistan produced a record poppy crop in 2006, according to the UN Office on Drugs and Crime (UNODC). The Afghan government and its international partners began implementing a long-term, integrated strategy in 2006 to combat the narcotics industry. UNAMA's Rule of Law Unit established the International Coordination Group for Justice Reform (ICGJR) in 2006, co-chaired with Italy, which resulted in much-improved coordination among donors' justice programs.

Over 387,000 refugees returned to Afghanistan in 2006, 36 percent of them with the assistance of UNHCR. More than 4.8 million Afghans have returned home since 2002, of which over 3.6 million were assisted by UNHCR, the most successful refugee repatriation in UNHCR's history. The number of mine victims continued to decline in 2006 as a direct result of the UN Mine Action program.

### **India/Pakistan**

The UN Military Observer Group in India and Pakistan (UNMOGIP) was deployed in January 1949 under UN Security Council Resolution 47



(1948) to supervise the cease-fire agreed between India and Pakistan in the state of Jammu and Kashmir. In July 1949, India and Pakistan signed the Karachi Agreement establishing a cease-fire line to be supervised by UN observers. In 1971, hostilities again broke out between India and Pakistan. In 1972, following a cease-fire, both agreed on a Line of Control which UNMOGIP monitors. UNMOGIP's functions are to observe and report, investigate complaints of cease-fire violations, and submit findings to the parties and to the UN Secretary-General.

Since the 1972 Agreement, India has taken the position that UNMOGIP's mandate has lapsed; however, Pakistan did not accept India's position. Given the disagreement between the parties on UNMOGIP's mandate, the UN Secretary-General adopted the position that the mandate can be terminated only by a decision of the UN Security Council. As of December 31, 2006, UNMOGIP had 41 military observers.

## **Africa**

### **Burundi**

In 2006, the United States continued to work in the Security Council to support international efforts to assist Burundi's peace process and promote national reconciliation. The United States joined consensus for a Security Council Presidential Statement on March 23 that expressed concern about the continuing violence carried out by the Forces Nationales de Libération (FNL), the fighting between the FNL and the Burundian army, and the human rights abuses committed by both sides. The Council called for the immediate cessation of hostilities and human rights abuses.

In the Secretary-General's June report on Burundi, he noted that while Burundi had made progress toward the consolidation of peace after its emergence from a 12-year civil war, the political and security situation remained fragile and required the sustained engagement of the country's international partners. The United Nations and the Government of Burundi reached an agreement on May 24 in which the government reconfirmed its request for the establishment of a UN Integrated Office in Burundi (BINUB) following the termination of the UN peacekeeping operation in Burundi (ONUB).

On June 30, the United States supported Security Council Resolution 1692, which extended the mandate of the ONUB until December 31, 2006. This resolution also welcomed the intention of the Secretary-General to establish BINUB at the end of ONUB's mandate.

The United States supported adoption of Resolution 1719 on October 25, which requested the Secretary-General to establish BINUB for an initial period of 12 months, commencing on January 1, 2007, and welcomed the Secretary-General's recommendation that an Executive Representative head BINUB. The resolution requested that BINUB, once established, focus on and support the government in the following areas: peace consolidation and democratic governance; disarmament, demobilization, and reintegration and

reform of the security sector; promotion and protection of human rights and measures to end impunity; and donor and UN agency coordination. In a letter to the Security Council on December 22, the Secretary-General expressed his intention to appoint Youssef Mahmoud (Tunisia) as his Executive Representative, effective January 1, 2007.

Throughout 2006, ONUB and the UN Mission in the Democratic Republic of Congo (MONUC) continued to coordinate operations to deter illicit movement of combatants and weapons along the DRC-Burundi border.

### **Central African Republic**

The Security Council continued to address the serious situation in the Central African Republic (CAR) during 2006. The CAR continued to be plagued by political insecurity, conflict, and significant humanitarian needs throughout the year. The creation of a rebel movement in the Northwest early in the year affected the government's ability to control the countryside, and the government's offensive against the rebels resulted in the displacement of more than 50,000 refugees into neighboring Chad and an estimated 150,000 internally displaced persons (IDPs) in the northern part of the country. Chronic conflict, poor infrastructure, and economic mismanagement continued to hamper CAR's economic development, and the country was faced with increasing food insecurity, high HIV/AIDS prevalence, and decreasing life expectancy. During 2006, the CAR Government initiated significant governance reforms that resulted in re-engagement with the IMF and World Bank and made the CAR eligible for \$82 million in debt relief.

On July 7, 2006, the Special Representative of the Secretary-General for the Central African Republic, General Lamine Cissé (Senegal), and a representative of the UN Department of Peacekeeping Operations briefed the Security Council on the situation in the CAR. In a statement to the press after the briefing, Council members expressed their concern at the increase of poverty in the country, the fragility of the economic recovery, the deterioration of the humanitarian situation, and the persistent violence in Darfur, which threatened to continue negatively to affect the security and stability of the CAR. Council members invited the CAR authorities to continue their efforts to improve public finances and governance, called on the government and all political parties to settle their disputes through peaceful means and dialogue, and urged the government to improve respect for human rights and rule of law and to bring to justice those responsible for human rights violations. Council members also invited the CAR authorities to expedite their efforts in restructuring the National Armed Forces.

The Security Council adopted a Presidential Statement on November 22 that acknowledged the progress made in the CAR and called on international donors to remain engaged, while also expressing concern at the security situation in the north and west of the country and at the deterioration of the humanitarian situation, particularly in the north. The statement expressed serious concern that instability along the border areas of Chad, Sudan and the CAR represented a threat to security and stability in the region.

It also noted that Central African defense and security forces were unable to repel the armed groups in the northern and northeastern parts of the country.

Throughout 2006, the UN Peace-Building Office in the CAR (BONUCA) remained actively engaged in support of the government's efforts to consolidate peace and national reconciliation, to strengthen democratic institutions, and to facilitate mobilization of international political support and resources for reconstruction and economic recovery. In addition, BONUCA worked to promote domestic public awareness of human rights issues and monitored developments in this field.

### **Côte d'Ivoire**

The Security Council established the UN Operation in Cote d'Ivoire (UNOCI) by its Resolution 1528 on February 27, 2004. The International Working Group (IWG), established by the African Union (AU) to support the Ivorian peace process, met in Abidjan on January 15. The IWG issued a communiqué recommending that the term of the National Assembly not be extended. The National Assembly played a consistently obstructionist role during efforts over the previous two years to move forward critical legislation on nationality and other questions central to the peace process. In response, pro-government militia groups such as the Young Patriots staged mass demonstrations in Abidjan for nearly a week, claiming the IWG had "dissolved" the National Assembly.

Nigerian President Obasanjo flew to Abidjan on January 18, and shortly thereafter he and President Bongo of Gabon issued a statement undercutting the IWG's authority. This action restored order in the short term and bolstered President Gbagbo's action about a week later extending the National Assembly's term in office. The Security Council issued a strong statement on January 19, condemning the violence, and reaffirming its support for the IWG's communiqué. On January 24, the Council unanimously adopted Resolution 1652, extending UNOCI's mandate and personnel levels until December 15.

In February, the Security Council's Cote d'Ivoire Sanctions Committee named three people to be subject to a visa ban and assets freeze for their actions advocating violence. The three individuals were pro-government militia leaders Charles Ble Goude, Eugene Djue, and *Forces Nouvelles* commander Kouakou Martin Fofie. On February 8, the White House announced that President Bush had signed an executive order implementing the Security Council sanctions in the United States. The Departments of Treasury and State put measures in place respectively to freeze any U.S. assets of these three persons and to require Washington review of any visa application.

On February 6, Security Council Resolution 1657 (2006) authorized the temporary transfer of a mechanized infantry company of 200 Nigerian soldiers from the UN Mission in Liberia (UNMIL) to UNOCI, as a precaution against any violence in response to the announcement of sanctions. The

transfer was authorized until March 31, with a review to be conducted at 30 days in the context of the security situation in both Liberia and Cote d'Ivoire.

The Security Council issued a Presidential Statement on March 29 urging the Ivorian parties to begin disarmament/demobilization programs and election preparations immediately. In mid-April, Secretary-General Annan named Gerard Stoudmann of Switzerland to replace Antonio Monteiro (Portugal) as High Representative for Elections.

On June 2, the Security Council adopted Resolution 1682, (2006) temporarily increasing UNOCI's authorized ceiling by up to an additional 1,500 personnel (1,025 military and 475 police), until December 15. There was some movement forward politically in June, with first steps taken on both disarmament of combatants and the identification process. A pilot identification program was conducted from May 18 through May 27 at seven sites. 4,810 applicants were interviewed. 2,601 birth certificates and 2,188 certificates of nationality were approved. After the first day, the population was able to participate in the process without significant harassment from pro-government militias (although they continued to pass out literature calling for disarmament before identification).

The International Working Group (IWG) met again on May 19. The Security Council issued a Presidential Statement endorsing the IWG's communiqué and underlining again that the Council stood prepared to impose sanctions on persons impeding the peace process.

On September 14 the Security Council adopted Resolution 1708 (2006), which extended until December 15 the mandate of the Cote d'Ivoire Group of Experts reporting on implementation of the diamonds and arms embargoes.

ECOWAS heads of state met on October 16, and the African Union's Peace and Security Council (AU/PSC) issued a communiqué on October 17, announcing the extension of the deadline for elections for another year, until October 31, 2007. The AU/PSC also extended President Gbagbo's tenure in office for an additional year, and strongly reaffirmed the authority and powers it had conveyed on Prime Minister Banny in 2005. The Security Council on November 1 adopted Resolution 1721 (2006), which similarly affirmed Banny's powers (including authority over the armed forces) and extended Gbagbo's term for another year. Both the AU and the Security Council stressed that this should be the last extension.

As of December 31, 2006, UNOCI had 9,029 troops, police, and military observers.

### **Democratic Republic of the Congo**

The UN Mission in the Democratic Republic of the Congo (MONUC) was established under Security Council Resolution 1258 (1999) to assist in the implementation of the Lusaka Ceasefire Agreement between the Congolese and the governments of Angola, Namibia, Rwanda, Uganda, and Zimbabwe for a cessation of hostilities.

On January 23, MONUC announced that eight peacekeepers from the Guatemalan Special Forces contingent were killed during joint operations with the Congolese Army (FARDC) against the Ugandan Lord's Resistance Army (LRA) at Garamba National Park. On February 10, a MONUC convoy was ambushed by suspected elements of the Democratic Forces for the Liberation of Rwanda (FDLR) while transporting Disarmament, Demobilization, and Reintegration (DDR) candidates affiliated with the armed rebel group. On February 25, FARDC, backed by MONUC troops, began an operation against Rwandan Hutu rebels in South Kivu.

On March 3, MONUC announced that it had suspended Operation Ituri Engraver. About 300 MONUC peacekeepers from the Pakistani, Bangladeshi and Moroccan contingents returned to Bunia after FARDC commandos protested conditions of service, withdrew from fighting, and staged a mutiny. Sporadic fighting between FARDC and the FRPI in Ituri continued through mid-March. In a separate joint FARDC-MONUC operation, about 300 MONUC peacekeepers supported successful FARDC efforts to dislodge FDLR militia from heavily forested areas in South Kivu. On March 6, the UN Under Secretary-General for Peacekeeping Operations, Jean-Marie Guehenno, began a 10-day working visit to the DRC. On March 21, as part of a two-week Africa visit, the UN Secretary-General arrived in Kinshasa for three days of consultations.

During April, MONUC continued intensive patrolling in Ituri and South Kivu. From April 5 to 29, the World Food Program (WFP), with MONUC support, airdropped food relief to people displaced by fighting between FARDC and Mayi-Mayi militia in Katanga. On April 10, the Security Council adopted Resolution 1669, authorizing the Secretary-General to redeploy until July 1, 2006, up to one infantry battalion, a military hospital and up to 50 military observers from ONUB to MONUC. On April 15, the Beninese Army initiated deployment of one battalion to MONUC. On April 20, MONUC began a series of meetings with traditional village chiefs in the Ituri district to reinforce MONUC's ability to protect civilians and to streamline MONUC support for elections scheduled for July 30. On April 25, the Security Council unanimously adopted Resolution 1671 authorizing deployment of a European Union reserve force (EUFOR) to support MONUC's security efforts during the upcoming elections in the DRC and for up to four months afterwards. MONUC and FARDC troops launched a joint initiative, North Network, against FDLR positions in North Kivu on April 26.

Approximately 200 Mai surrendered to MONUC forces on May 6 and were taken to a FARDC base. On May 8, SRSF Swing had consultations with officials at the State Department. On May 9, FARDC, backed by MONUC peacekeepers, launched a new military operation in Ituri District with the aim of eliminating militias from the Congolese Revolutionary Movement (MRC). MONUC later confirmed that Mai leader Gedeon surrendered to peacekeepers on May 12. On May 21, FARDC troops, backed by MONUC, retook control of the town of Tchei in Ituri. On May 28, one Nepalese peacekeeper was killed during an anti-militia operation in Ituri.

Seven other Nepalese peacekeepers were captured during Operation Ituri Element 3, a joint operation that began May 27. During an intense firefight, three other Nepalese peacekeepers were wounded.

On June 2, Deputy SRSR Mountain held consultations with U.S. officials in Washington. On June 10-13, a Security Council mission visited the DRC. On June 12, the EU adopted a decision to deploy an 800-strong military force in Kinshasa, backed up by 1,200 reserve troops in Gabon. The force complemented MONUC's security presence through the elections. Starting June 17, DRC peacekeepers used mortars and heavy machine guns to shell the village of Kazana in Ituri district, while MONUC personnel stood by as Congolese government troops torched huts in the village with civilians still inside them. On June 30, the Security Council unanimously adopted Resolution 1693, extending until September 30 the temporary increases in MONUC's military and civilian police strength authorized the previous year by resolutions 1621 and 1635. On June 26, MONUC forces withdrew from the town of Tchei (where rebels mounting a new military offensive again wrested control of the eastern DRC town), forcing FARDC troops to abandon their positions. On July 30, the DRC's first free presidential election in 46 years was held.

During September, MONUC helped to disseminate electoral kits throughout the DRC. On September 29, the Security Council renewed MONUC's mandate until February 15, 2007. On October 27, peacekeepers freed Francois Joseph Mobutu Nzanga, a key ally of current President Joseph Kabila, after rival soldiers had surrounded him for 24 hours. On October 29, provisional and presidential runoff elections took place. With assistance from MONUC, the Independent Electoral Commission (CEI) collected ballots and tally sheets from voting sites throughout the DRC.

The President of the Security Council received a letter from the Secretary-General on November 15, requesting the Council to consider a temporary increase in MONUC's authorized military strength to accommodate the troops whose deployment was authorized under the UN Operation in Burundi (ONUB). On November 16, SRSR Swing deployed about 100 UN troops in armored cars around presidential rival Jean Pierre Bemba's residence to serve as a deterrent to fighting. On November 25, approximately 700 UN peacekeeping troops were deployed in Sake to discourage any potential advance toward the provincial capital of Goma. On November 28, a delegation which included DSRSR Haile Menkarios visited Sake to assess the situation. On November 29, the last three Ituri armed groups signed a comprehensive agreement, by which they agreed to surrender their weapons to MONUC and to enter the DDR process.

On December 4, alongside police in Ituri, MONUC detained Agenonga Ufoyuru, a fugitive former rebel militia member alleged to have been involved in the murder of two UN observers. On December 6, Guehenno visited the DRC for the inauguration ceremony of Kabila. On December 8, EUFOR left the DRC after having spent several months, in cooperation with

MONUC, helping to secure the capital during the October elections. On December 11, with the help of MONUC, the disarmament of the Ituri FRPI militia group commenced in Aveba.

As of December 31, 2006, MONUC had 18,296 troops and military observers. Former U.S. Ambassador Bill Swing serves as the SRSG for MONUC.

### **Ethiopia/Eritrea**

The United Nations Mission in Ethiopia and Eritrea (UNMEE) was established under UN Security Council Resolutions 1312 and 1320 in 2000, after the two countries signed cease-fire and peace agreements in Algiers, ending the border war which had broken out in May 1998.

Throughout January, Eritrean restrictions on UNMEE remained in force. On January 9, the Security Council voiced unanimous support for a U.S. initiative, in which Ambassador Bolton proposed that the Security Council maintain UNMEE's current configuration and defer action for 30 days while the United States undertook a diplomatic initiative on demarcation.

On February 8, Under Secretary-General for Peacekeeping Operations, Jean-Marie Guehenno, briefed the SC on the situation in Ethiopia-Eritrea and outlined contingency planning options for UNMEE's future. On February 9-10, former African Affairs Deputy Assistant Secretary Don Yamamoto held consultations with UN and other officials on the diplomatic initiative for resumption of demarcation. As a result of Eritrea's continuing ban on UNMEE helicopter flights, an ill soldier from UNMEE's Jordanian contingent had to be transported by road to a hospital. On February 22, representatives of the five Algiers Witnesses met at the United Nations and adopted a joint statement supporting the EEBC and urging the EEBC to convene a meeting of the parties. On February 24, the Council adopted a PRST that welcomed the meeting of the Algiers Witnesses, demanded that Eritrea and Ethiopia permit UNMEE to carry out its duties without restrictions, and urged the two countries to meet with Eritrea-Ethiopia Boundary Commission (EEBC).

On March 1, an Indian UNMEE peacekeeper suffered a heart attack and died. Due to the helicopter ban, the Indian peacekeeper was taken on an hours-long medical evacuation flight to Addis Ababa. The Council and the Secretary-General reiterated UN demands that Eritrea lift its restrictions on UNMEE operations. In the March 6 Secretary-General's Report on Ethiopia and Eritrea to the Council, the Secretary-General expressed concern about the restrictions on UNMEE imposed by Eritrea, voiced alarm about the death of the Indian peacekeeper, and highlighted the U.S. diplomatic initiative, as well as the February meeting of the Algiers Witnesses. On March 14, the Council adopted Resolution 1661, which extended UNMEE's mandate until April 15, 2006. On March 31, outgoing SRSG Joseph Legwaila met with Eritrean President Isaias.

On April 6, Eritrean militia briefly detained without explanation a UN military observer; he was released later. On April 9, Major General Mohammed Taisir Masadeh (Jordan) assumed command of UNMEE's military contingent. On April 14, the Council adopted Resolution 1670, extending UNMEE's mandate until May 15, 2006, to allow for diplomatic follow-up to the meeting of the EEBC with the parties.

In May, the DSRSG Azzouz Ennifar became acting SRSR. During the week of May 7, 11 UNMEE local staff members were arrested by Eritrean police forces. The week of May 15, Eritrean authorities released without explanation one of the detained UNMEE local staff members. The following week Eritrean authorities arrested another UNMEE local staff member. On May 15, the Council adopted Resolution 1678 to extend the mandate of UNMEE until May 31. The resolution also demanded full compliance with Resolution 1640 and stated that the Council shall adjust the mandate and troop level of UNMEE by the end of May 2006. The resolution also requested the Secretary-General to report any further recommendations on adjusting UNMEE to focus on support for demarcation. On May 31, the Council adopted Resolution 1681 to extend the existing mandate of UNMEE until September 30, 2006, and to decrease the force ceiling to 2,300 uniformed personnel, including 230 military observers. On May 17, a meeting of the EEBC, which included representatives of Eritrea, Ethiopia, the United Nations, and the Witnesses took place in London.

For several months, Eritrean authorities had repeatedly detained and released members of UNMEE's national staff. As of the end of June, 10 UNMEE Eritrean national employees remained in Eritrean custody. Moreover, Eritrea committed several violations of the agreed arrangements for the Temporary Security Zone (TSZ). On June 26, UNMEE officials met with a visiting U.S. delegation.

In October, Eritrean Defense Forces (EDF) initiated battalion-size movement into the TSZ. On October 17, the DPKO deputy briefed the Council on the incursion. On October 21, an UNMEE soldier from Jordan shot and killed an Eritrean intruder in an UNMEE camp.

On November 11, Eritrea informed Ennifar that the government no longer recognized him and asked that he leave the country. The Eritreans stated that the official reason for his expulsion was that he had not been confirmed as the SRSR, and was therefore not an authorized member of UNMEE. On November 20, the EEBC convoked a formal session at The Hague with the intention of announcing a demarcation decision in which the Ethiopia-Eritrea border would be demarcated by geographical coordinates rather than the placement of pillars on the ground. The United States, the EU, Algeria, and the United Nations sent representatives to The Hague; however, the governments of both Ethiopia and Eritrea boycotted the meeting, both parties having rejected the EEBC's intended approach. On November 22, the DPKO provided official notification that several Western nations would cut their troop contributions to UNMEE between 30 and 50 percent starting in January 2007.



Secretary-General Annan proposed reducing UNMEE force levels due to the stalemated border demarcation process in a draft report on the border situation on December 27. The four options contained in the draft SRSG's report ranged from reducing UNMEE personnel to 1,700 from its current level of 2,300 to converting the operation into a liaison office. As of December 31, 2006, UNMEE had 2,285 troops and military observers.

### **Guinea-Bissau**

In 2006, the United States supported efforts of the UN's Peacebuilding Support Office in Guinea-Bissau (UNOGBIS) to restore constitutional rule in Guinea-Bissau in the aftermath of the *coup d'état* staged by the military on September 14, 2003. Throughout the year, the situation in the country was strained, difficult and complex. President Vieira struggled to maintain control over the National Assembly and the general operations of the government.

UNOGBIS assists in managing the political transition and in building trust among national stakeholders and international partners in the post-transition phase. The successful completion of the electoral process marked the end of Guinea-Bissau's transitional period and the completed restoration of constitutional order. The political situation remained stable but tense. In December 2006, the UN Security Council renewed the mandate of UNOGBIS for an additional 12 months.

### **Liberia**

The United Nations Mission in Liberia (UNMIL) was established by Security Council Resolution 1509 (2003) to support the implementation of the cease-fire agreement and peace process in Liberia.

Ellen Johnson-Sirleaf was inaugurated as President of Liberia on January 16, making her the first woman to be elected president of a country in Africa. First Lady Laura Bush led the U.S. delegation, which also included Secretary of State Condoleezza Rice. President Johnson-Sirleaf moved rapidly after taking office to make ministerial and other key government appointments. In late January she asked for the resignations of all political appointments of the Transitional Government.

In January recruiting began for the U.S.-funded Security Sector Reform program to assist Liberia in building a new, democratically oriented, representative, and capable armed forces appropriate in scale to Liberia's needs; the program was expected to train approximately 2,000 troops by the end of 2008.

Security Council Resolution 1657 (February 6) authorized the temporary transfer of an infantry company from UNMIL to the UN Operation in Cote d'Ivoire (UNOCI), as a precaution in the event of disturbances in response to Security Council sanctions targeted against individuals in Cote d'Ivoire. A mechanized infantry company of 200 soldiers, drawn from the Nigerian battalion assigned to Monrovia, was sent to Abidjan, Cote d'Ivoire,

on February 15. Resolution 1657 authorized the transfer until March 31, with a review after 30 days in the context of the security situation in both Liberia and Cote d'Ivoire. The general authority to transfer personnel and other assets between the two missions in Liberia and Cote d'Ivoire was conferred by UN Security Council Resolution (UNSCR) 1609 in June 2005.

On February 2, President Johnson-Sirleaf signed an executive order implementing recommendations of the Forest Concession Review Committee and canceled all existing forest concessions. The order also established the Forestry Reform Monitoring Committee, composed of representatives of the Liberian government, international partners, Liberian civil society and international civil society, to guide all future reforms at the Forestry Development Authority (FDA). The decree mandated a number of critical reforms in areas such as contractual requirements, and was an important step toward eventual lifting of UN timber sanctions.

Security Council Resolution 1667 of March 31 extended UNMIL's mandate until September 30. The resolution rolled over UNMIL's temporary troop increase (approved in 2005) of 15,250 for an additional six months. The Security Council also decided not to renew the temporary transfer of Nigerian troops from UNMIL to UNOCI.

Former President Charles Taylor was detained attempting to cross the Nigeria/Cameroon border. On March 29 the Nigerian government transferred Taylor to Liberia, whence UNMIL escorted him to Sierra Leone under guard in an UNMIL helicopter.

In late April, President Johnson-Sirleaf inaugurated the George W. Bush Bridge in Barclayville, linking southeast Liberia with the rest of the country. The bridge was funded by AID, providing work for a core team of 100 Liberians for a year, as well as temporary work for hundreds of other Liberians, including ex-combatants and war-injured civilians. UN offices, including UNMIL, helped prepare the terrain and provided critical logistical and oversight during the construction.

In early May the non-governmental group Save the Children-UK issued a report alleging continuing sexual exploitation of vulnerable women and children in Liberia. The report was based on interviews with several hundred children and adults in 2005, when the camps serving internally displaced persons in Liberia were still open. The allegations were aimed at local and international employees of NGOs, as well as civilian UN staff and UN peacekeepers. Following earlier allegations, the UN Department of Peacekeeping Operations instituted training for peacekeepers and set up a well-publicized program for the public to report allegations of abuse.

Security Council Resolution 1683 of June 13 approved a waiver of the arms embargo in order to import weapons and ammunition for training the President's security detail, as well as for vetted and trained members of the police and armed forces. Following several incidents in July and August involving armed clashes between members of the Special Security Service (SSS), guards to the Liberian president, UNMIL posted military units near the

residences of the Director and Deputy Director of the SSS. The weapons involved were privately owned, in violation of public arms control policy as well as of SSS guidelines. These incidents followed a July 26 fire at the presidential mansion. Following an investigation by three different groups of experts – from South Africa, UNMIL and the Special Court in Sierra Leone -- the Liberian Government announced that the fire was caused by faulty wiring, not arson as originally suspected.

On September 29, the Security Council adopted U.S.-drafted Resolution 1712, which extended UNMIL's mandate for another six months, until March 31, 2007. The Secretary-General's report of September 12 reiterated the recommendations made in June for a gradual military drawdown as security conditions permit, with increasing emphasis placed on police work. The plan called for the departure of a battalion by the end of 2006, with another battalion leaving in the first part of 2007 if the security situation permitted.

On December 20, 2006 the Security Council adopted Resolution 1731, extending embargoes on arms and diamonds, as well as the travel ban on individuals. The resolution amended the arms embargo to make it easier for the Government of Liberia to procure non-lethal military equipment. The resolution extended the mandate of the panel of experts for an additional six months. The diamond ban was extended for six months with a review at four months; the arms embargo and travel ban were extended for 12 months.

As of December 31, 2006, UNMIL had 14,898 troops and military observers.

### **Sierra Leone**

Despite the end of its 11-year civil war in 2002, Sierra Leone remains a fragile state. The United Nations Mission in Sierra Leone (UNAMSIL), originally established in 1999, completed its mandate in December 2005. UNAMSIL was succeeded by the United Nations Integrated Office in Sierra Leone (UNIOSIL), established on January 1, 2006, in accordance with Security Council Resolution 1620 (2005) to help consolidate peace in the country, enhance development, ensure human rights, and build capacity to hold free and fair elections in 2007.

In his November 28, 2006, report, the Secretary-General noted Sierra Leone's progress in its peacebuilding efforts and its remaining challenges. To address these challenges, he recommended an increase in the strength of the UNIOSIL Military Liaison Team and the UNIOSIL Police Section to ensure effective support for Sierra Leone's security sector in carrying out its election-related responsibilities. UNIOSIL effectively supported the Government of Sierra Leone's peace consolidation efforts, which included focusing on gender equality, democracy, and implementation of the recommendations of the Sierra Leone Truth and Reconciliation Commission. On December 22, the United States joined other Council members in the unanimous adoption of Resolution 1734, which extended the mandate of UNIOSIL until December

31, 2007, endorsed the Secretary-General's proposed increase in UNIOSIL personnel for election-related purposes, and called on all parties in Sierra Leone to ensure that the 2007 presidential and parliamentary elections were peaceful, transparent, free and fair.

Throughout 2006, the Security Council continued to support the Sierra Leone Special Court. On March 25, following the installation of an elected Liberian government under President Ellen Johnson-Sirleaf, Nigerian President Olusegun Obasanjo permitted the transfer of former Liberian President Charles Taylor, who had been living in exile in Nigeria, to Sierra Leone for prosecution. Taylor was transferred to Sierra Leone under UN guard on March 29. On June 16, the Security Council adopted Resolution 1688, providing for Taylor's transfer to The Netherlands and for the Special Court to detain and try him there consistent with the terms of an agreement between the Special Court and the Government of the Netherlands and the provisions of the resolution.

## **Somalia**

Throughout 2006, the Security Council repeatedly expressed its support for the political framework outlined by the Somalia Transitional Federal Charter and for the Transitional Federal Government (TFG), the components of which are known as the Transitional Federal Institutions (TFIs). The Council also repeatedly expressed its growing concern regarding violence in Mogadishu and the military expansion of the Council of Islamic Courts (CIC) throughout southern and central Somalia, and actively urged parties to seek a peaceful, negotiated solution through political dialogue. On May 6, Secretary-General Annan extended for one year the mandate of his Special Representative for Somalia, Francois Lonseny Fall (Guinea), who was originally appointed on May 3, 2005. In June, the United States and Norway formed the International Contact Group (ICG) on Somalia to serve as a forum for international coordination and to help to guide the international community's efforts in seeking a lasting solution in the country. In addition to the United States and Norway, the membership of the ICG included Italy, Kenya, Sweden, Tanzania, the United Kingdom, the African Union (AU), the Arab League, the European Union and European Commission, and the United Nations.

The United States joined consensus on a March 15, 2006, Security Council Presidential Statement that reaffirmed the Council's commitment to a comprehensive and lasting settlement of the situation in Somalia and its respect for the sovereignty, territorial integrity, political independence and unity of Somalia. The statement commended the efforts of the TFG President and the former Speaker of Parliament toward reconciliation and dialogue, particularly the signing, with the facilitation of the Government of Yemen, of the Aden Declaration on January 5, 2006, which culminated in the convening of the First Session of the Transitional Federal Parliament (TFP) in Baidoa, Somalia, on February 26, 2006. It also welcomed the AU Summit decision of January 25, 2006, on Somalia, including the possible deployment of a regional

Peace Support Mission to Somalia (IGASOM), to be followed by an AU Peace Support Mission. The statement also took note of the increasing incidents of piracy and armed robbery against ships in the waters off the coast of Somalia and urged active prosecution of piracy offenses.

The arms embargo imposed on Somalia in Security Council Resolution 733 (1992) remained in place. Concerned about the increase in violations of this arms embargo, the United States supported adoption of Resolution 1676 on May 10, which re-established for six months a Monitoring Group, originally established by Resolution 1519 (2003), to continue monitoring implementation and violations of the arms embargo on Somalia. In its May 2006 report, the Monitoring Group noted a significant increase in the flow of weapons and ammunition to and through Somalia that violated the arms embargo and posed a serious threat to Somalia's peace process. In a Presidential Statement adopted on July 13, the Security Council expressed its readiness to consider a limited modification of the arms embargo to enable the TFIs, on the basis of a sustainable peace process, to develop Somalia's security sector and national institutions capable of responding to security issues.

In its November 2006 report, the Monitoring Group noted that arms continued to flow into Somalia, particularly to the two principal groups contending for power in central and southern Somalia: the TFG and the CIC. The report cited aircraft and ocean-going vessels that were clandestinely delivering arms and other military support from neighboring states to the TFG and the CIC for a military build-up on each side. In Resolution 1724, adopted on November 29, the Council further extended the mandate of the Monitoring Group for six months.

In his October report, the Secretary-General noted that the situation in Somalia had not improved and continued to be a threat to international peace and security. The United States co-sponsored Resolution 1725, adopted on December 6, which reiterated that the Transitional Federal Charter and Institutions offered the only route to achieving peace and stability in Somalia. Resolution 1725 emphasized the need for continued credible dialogue between the TFIs and the CIC and urged them to resume peace talks and adhere to agreements reached in their dialogue. The Council further stated its intention to consider taking measures against those who sought to prevent or block a peaceful dialogue, overthrow the TFIs by force, or take action that further threatened regional stability. Acting under Chapter VII of the UN Charter, the Council authorized the Intergovernmental Authority on Development (IGAD) and member states of the AU to establish a protection-and-training mission in Somalia to protect members of the TFI and those involved in the political dialogue, to maintain security in Baidoa, and to train TFI security forces.

In voting to adopt Resolution 1725, the United States expressed its concern about the deteriorating security situation in Somalia and the prospects for a wider regional conflict. The United States condemned the military expansion by the CIC and its efforts to destabilize the Horn of Africa further

through irredentist claims on the Somali-populated regions of neighboring states and support for insurgent groups in Ethiopia. The United States expressed support for the deployment of a regional force to Somalia as a critical element to help to resume credible dialogue between the TFIs and CIC and to help to create the conditions for Ethiopian and Eritrean disengagement from Somalia. The United States also reiterated its commitment to working with international partners in the International Contact Group to encourage dialogue among Somali parties. The United States welcomed efforts to strengthen and improve the effectiveness of the UN arms embargo on Somalia.

During the year, the humanitarian assistance community had only intermittent access to vulnerable communities, particularly in the south and central parts of the country, as a result of security concerns.

## **Sudan**

The United States joined other UN Security Council members in welcoming the Darfur Peace Agreement (DPA) signed May 5 in Abuja by the Government of Sudan and the Sudan Liberation Movement/Army led by Minni Minawi (SLM/MM) that ended the Darfur conflict. The DPA established security-, wealth-, and power-sharing arrangements and required the Government of Sudan to complete verifiable disarmament and demobilization of Janjaweed militia. Rebel armed forces were to be integrated into the Sudanese Armed Forces and police; other rebels were to be supported through education and training programs to assist in the civilian reconstruction and development in Darfur.

On May 16, the UN Security Council unanimously adopted Resolution 1679, which called on the African Union (AU), the United Nations, member states, and regional and international organizations to strengthen the African Union Mission in Sudan's (AMIS's) capacity to enforce the security arrangements of the DPA, with a view to a follow-on UN mission. This resolution endorsed the May 15 decision of the African Union Peace and Security Council that concrete steps be taken to effect the transition of AMIS to a UN operation. The resolution requested the Secretary-General to submit, within a week of the conclusion of an assessment mission, recommendations on the UN operation in Darfur.

An AU/UN joint assessment team, led by UN Under Secretary-General Jean-Marie Guehenno and AU Peace and Security Commissioner Ambassador Said Djinnit, met in Addis Ababa June 5 to begin work to strengthen AMIS and prepare for transition to a UN operation. A Security Council Mission, led by Ambassador Emyr Jones Perry (UK), met senior southern Sudan officials, including First Vice President and Government of Southern Sudan President Salva Kiir, on June 8 in Juba, to discuss implementation of the CPA. The Secretary-General's report of July 28, 2006, outlined steps for the transition of AMIS into UNMIS.

On August 30, the UN Security Council adopted Resolution 1706, which authorized the transition of AMIS to UNMIS. It authorized up to 17,300 soldiers and 3,300 police officers plus 16 formed police units and

included a Chapter VII mandate to authorize the use of force to protect civilians. It requested that the Secretary-General take the necessary steps to strengthen AMIS through UN resources with a view to transition to a UN operation in Darfur. The resolution passed with 12 positive votes and abstentions by China, Russia, and Qatar.

Despite the passage of Resolution 1706, President Bashir refused to acquiesce to UN deployment in Darfur. Now Senior Assistant to the President Minni Minawi said he would accept a UN operation in Darfur. In addition, senior SPLM officials confirmed that the SPLM supported a transition to a UN operation in Darfur. UNMIS SRSG Pronk addressed the Security Council, calling for a boost to AMIS forces in Darfur and outlining a five-point plan for reviving the DPA. Pronk was expelled in October from Sudan by the Government of Sudan for allegedly making inflammatory remarks on the situation in Darfur.

On November 16, U.S. Special Envoy Natsios attended the High Level Consultation on Darfur under the leadership of the United Nations and AU in Addis Ababa, Ethiopia. The group, which also included Sudan and other African states, agreed on a consensus framework that called for a cease-fire, a re-energized peace process to get non-signatories to agree to the DPA, and a UN-controlled AU-UN hybrid force. On November 30, the African Union Peace and Security Council endorsed this three-phase plan. At the request of President Bashir, the Security Council also endorsed it in a Presidential Statement on December 19.

During this period, the violence in Darfur increasingly affected the border areas of Chad and the Central African Republic (CAR). Pursuant to Paragraphs 9(d) and 13 of UNSCR 1706, the Secretary-General dispatched a multidisciplinary technical assessment mission to Chad and the CAR. The mission was curtailed due to security concerns, but was dispatched again in January, when it recommended options for a robust UN peacekeeping force in Chad and the CAR. Senior U.S. officials had agreed to support such a deployment, with the authority to use force to protect civilians, in November.

As of December 31, 2006, UNMIS in southern Sudan had 10,006 troops and military observers. The force increasingly played a proactive arbitration and humanitarian role in resolving clashes in the Malakal region and elsewhere. In November, heavy fighting between elements of the Sudanese Armed Forces and the Sudan People's Liberation Army killed at least 150 people, including civilians, in Malakal. The UNMIS-chaired Ceasefire Joint Military Committee played a key role in bringing the fighting to a halt, and the parties withdrew to their pre-conflict positions. Joint patrols, including UNMIS observers, monitored a buffer zone.

In addition to protection of civilians, UNMIS military personnel supported local communities, including the building of a medical clinic and constructing roads. These efforts helped support the return of refugees. UNMIS also engaged in human rights monitoring, rule of law, gender issues,

mine action, elections preparation, economic recovery, and HIV/AIDS education and testing activities. It also worked with politicians and local communities to promote the Comprehensive Peace Agreement and the Southern Sudan Interim Constitution, and provided aviation support for peace efforts regarding Abyei and the negotiations between the Government of Uganda and the Lord's Resistance Army.

### **Western Sahara**

The United Nations Mission for the Referendum in the Western Sahara (MINURSO) was established by Security Council Resolution 690 (1991) to assist in the implementation of the settlement proposals accepted on August 30, 1988, by Morocco and the *Frente Popular para la Liberacion de Saguia el-Hamra y Rio de Oro* (POLISARIO Front), supported by Algeria. The Security Council has regularly renewed MINURSO's mandate in six-month intervals, including most recently in UNSCR 1720 of October 2006. In October, prior to the latest MINURSO renewal, the Secretary-General's report called on the two parties to enter into negotiations without preconditions with a view to achieving a just, lasting and mutually acceptable political solution that will provide for the self-determination of the people of Western Sahara. During the course of the past year, MINURSO supported the Office of the High Commissioner for Refugees (UNHCR) program of Confidence Building Measures (CBM). The CBM flights bring families together from the refugee camps in Tindouf, Algeria, and the Moroccan-controlled part of Western Sahara. Some of these families have not seen each other for almost 30 years. As of December 31, 2006, MINURSO had 218 troops and military observers from 25 countries.

## **East Asia and the Pacific**

### **Burma**

Razali Ismail (Malaysia), the Special Envoy of the Secretary-General for Myanmar (Burma), resigned in January 2006. Razali was appointed Special Envoy in April 2000, but had been unable to gain entry to Burma to carry out his duties since March 2004. The Secretary-General created the Office of the Special Envoy in 1993. UNGA Resolution 54/186 of April 29, 2000, established the Special Envoy's mandate to engage in "discussions with the government and political leaders, including Aung San Suu Kyi and representatives of some ethnic minority groups, and call upon the Government of Myanmar to enter into a constructive dialogue with the Secretary-General to make better use of his good offices ... to continue his (the Secretary-General's) discussions on the situation of human rights and the restoration of democracy with the Government of Myanmar, [and] to submit additional reports to the General Assembly..." As of December 31, 2006, the Secretary-General had not appointed a successor to Razali.

Throughout 2006, the United States actively sought action on Burma in UN agencies. Under Secretary-General Ibrahim Gambari visited Burma in May and November 2006, and after his trips briefed the Security Council on



the situation there. In September, the United States proposed that the Council hold a formal meeting on Burma. A vote to put Burma on the Council's agenda was held on September 15, and resulted in a 10-4-1 vote in favor (with China, Russia, Qatar, and Congo opposing and Tanzania abstaining). As a result, a formal meeting of the Security Council was held on September 29. In December, the United States and United Kingdom introduced a Security Council resolution supporting the Secretary-General's good offices mission and calling on the Burmese regime to implement democratic reforms. Discussions on the draft resolution were continuing at the year's end.

### **East Timor**

In August, the Security Council adopted Resolution 1704 to establish UN Integrated Mission in Timor-Leste (UNMIT) with a six-month mandate to expire February 2007. This mission replaced the special United Nations Office in Timor-Leste (UNOTIL), created in 2005 with a one-year mandate. UNOTIL in turn had replaced the United Nations Mission of Support in East Timor (UNMISSET), established in 2002.

UNMIT was charged with consolidating stability, ensuring public security while Timorese institutions are rebuilt, helping the Government of East Timor (GOET) administer presidential and parliamentary elections in 2007, enhancing a culture of democratic governance, and facilitating political dialogue in an effort to foster national reconciliation and social cohesion.

In 2006, instability continued to threaten democratic institutions in this new state. In October, a significant increase in communal conflict occurred in Dili that resulted in two confirmed deaths and other casualties. Extensive UN police and Australian military operations were launched in response to the disturbances.

Violent clashes in April and May resulted in the collapse of the police force and resignation of Prime Minister Mari Alkatiri. These clashes highlighted the still-fragile security and political situation.

In May, at the request of the Government of East Timor, Australia led a multinational force to help to restore order after civil unrest. Approximately 1,000 Australian troops remain in East Timor. This international security force led by Australia deployed to provide military back-up necessary to ensure safety, security and freedom of movement in East Timor. The Government of East Timor stated publicly that continuation of the Australian-led international security force as currently constituted best suits conditions there.

In December, UNMIT signed an agreement with the GOET that gives the UN mission prime responsibility for police operations throughout the country. The agreement set out the operational arrangements and command and control procedures under which the UN Police contingent discharged its tasks as an interim law enforcement body for Timor-Leste.

On December 17, veteran Indian diplomat Dr. Atul Khare began his new job in Dili as Special Representative of the UN Secretary-General. He

said that reforming Timor-Leste's security sector remained the main priority of the UN mission. The second challenge is the provision of assistance to the GOET to ensure that 2007 elections are independent, fair and free.

Timor-Leste continued to need international assistance in key areas of governance and institution building. The fledgling Timorese police, which had to be completely rebuilt, and judiciary will require continued international training and monitoring -- with the presence of international judges and prosecutors and UN executive authority over policing -- until such time as the Timorese are clearly capable of assuming these roles.

As of December 31, 2006, UNMIT had 1,131 police and military observers.

## **Nepal**

On December 1, 2006, the United States and other Security Council members supported a Statement by the President of the Council welcoming the Comprehensive Peace Agreement signed on November 21 by the Government of Nepal and the Communist Party of Nepal (Maoist), and the parties' stated commitment to achieving a permanent peace. The Presidential Statement also noted that the parties had requested UN assistance in implementing key elements of the Peace Agreement, including election observation and monitoring of human rights, cantonment of arms and combatants, and the parties' agreed cease-fire code of conduct. The Council agreed that the United Nations should respond quickly and positively to the Nepalese requests, and welcomed the Secretary-General's intention to send a technical assessment mission to Nepal to develop proposals for a UN political mission, as well as to dispatch an advance team of UN monitoring and electoral assistance personnel. The United States welcomed the Agreement as a positive sign and supported the Secretary-General's technical assessment mission as a way to bolster that Agreement. The United States anticipated that the UN political mission in Nepal would be established in early 2007.

The Office of the UN High Commissioner for Human Rights (OHCHR) continued to operate in Nepal in 2006 under a mandate set out in the April 2005 Agreement between the United Nations and the Government of the Kingdom of Nepal. This mandate included monitoring human rights and international humanitarian law throughout the country and advising the authorities of Nepal on the formulation and implementation of policies, programs and measures for the promotion and protection of human rights in Nepal. Ian Martin (UK) served as OHCHR Representative in 2006.

## **North Korea**

On July 15, 2006, in response to the multiple ballistic missile launches by the Democratic Republic of Korea (DPRK) that took place on July 5, 2006, the Security Council unanimously adopted Resolution 1695, introduced by Japan. The United States fully supported firm and clear action by the Security Council against the DPRK's missile launches.

Resolution 1695 demanded that the DPRK suspend all activities related to its ballistic missile program, required all member states to “exercise vigilance” and prevent the procurement of missiles and missile-related items by the DPRK, and strongly urged the DPRK to return immediately to the Six-Party Talks without precondition to work toward the expeditious implementation of the September 19, 2005, Joint Statement, and to return at an early date to the Treaty on the Non-Proliferation of Nuclear Weapons and International Atomic Energy Agency safeguards. The resolution made clear that the actions of the DPRK jeopardized the peace and security of the region. Resolution 1695 was the first UNSC resolution on North Korea since 1993, reflecting the gravity of this situation and the unity and determination of the Council.

On October 14, in response to North Korea’s October 9 nuclear test, the Security Council, acting under Chapter VII authority, unanimously adopted Resolution 1718. The United States welcomed the unanimity of this resolution, which sent a strong and clear message to North Korea and other would-be proliferators that there would be serious repercussions in continuing to pursue weapons of mass destruction (WMD). The United States characterized the proclaimed test of a nuclear device by the DPRK as one of the gravest threats to international peace and security that the Security Council had had to confront.

Resolution 1718 required all UN member states to prevent the transfer to the DPRK of a broad range of items, including certain conventional arms, items determined by the 1718 Sanctions Committee established pursuant either to the resolution or to the Security Council as being related to WMD and missiles, and luxury goods. The resolution also prohibited North Korea from exporting weapons-related items designated by the Sanctions Committee or the Security Council. Resolution 1718 required member states to freeze assets owned or controlled, directly or indirectly, by individuals or entities designated by the Sanctions Committee or the Security Council as being engaged in or providing support for North Korea’s WMD or ballistic missile programs. The resolution also required member states to take steps to prevent the entry into, or transit through, their territories of individuals so designated. The 1718 Sanctions Committee agreed on lists of WMD- and missile-related items banned from transfer to and from the DPRK in accordance with the provisions of the resolution. However, by the end of 2006, the Committee had not yet adopted guidelines for its operation, or designated entities or individuals as subject to the travel ban or asset freeze as called for in the resolution. The United States and a number of other UN Member states took steps to implement national measures pursuant to the requirements of Resolution 1718.

The Security Council did not establish a Panel of Experts to work with the 1718 Sanctions Committee, as it often does for sanctions committees.

## **Europe and Eurasia**

### **Bosnia and Herzegovina**

The UN Mission in Bosnia and Herzegovina closed on December 31, 2002, but in 2006 the United Nations continued to endorse the ongoing operations of NATO and the European Union (EU) in support of the 1995 Dayton Peace Agreement. On November 21, 2006, the Security Council unanimously adopted Resolution 1722 authorizing the continuation for 12 months of the EU-led multinational stabilization force (EUFOR) in cooperation with NATO. Resolution 1722 also emphasized the role of the High Representative in monitoring the implementation of the Dayton Peace Agreement.

### **Cyprus**

Since the *de facto* division of Cyprus in 1974 as a result of the Turkish military intervention that followed a *coup d'état* directed by Greece, the UN Peacekeeping Force in Cyprus (UNFICYP) has served as a buffer force between Turkish and Turkish Cypriot forces on one side, and Greek Cypriot National Guard and Greek (Hellenic Republic) forces on the other. The first UN-sponsored negotiations to develop institutional arrangements acceptable to both communities began in 1968; several sets of negotiations and other initiatives followed.

Turkish Cypriots focus on “bizonality,” security guarantees, and political equality between the two communities. Greek Cypriots emphasize the rights of movement, property, settlement, and the return of territory. Turkish Cypriots favor a loose grouping of two nearly autonomous societies living side by side, while Greek Cypriots envision a more integrated structure. Both communities, however, have committed themselves to pursuing a bizonal, bicomunal federation.

The United States continued to support the role of the UN Secretary-General and the efforts of his Special Representative in seeking a solution to the conflict. Michael Moller (Denmark) was appointed Special Representative on January 1, 2006.

On July 8, 2006, UN Under Secretary-General Gambari coordinated the first meeting between the Turkish Cypriot leader and the President of the Republic of Cyprus in two years, resulting in a statement of principles to convoke technical committees and expert working groups to discuss day-to-day and substantive issues, respectively. With sufficient progress, the two communities would then take up a negotiation process under a UN “good offices” mission.

In November 2006, Under Secretary-General Gambari addressed a letter to Greek and Turkish Cypriots, proposing a process to move forward with the July 8 agreement and to prepare the ground for full-fledged negotiations aimed at a comprehensive settlement. Both community leaders responded positively to the letter. However, although negotiators for both

communities met regularly with SRS G Moller to begin implementing the agreement, obstacles remain and the technical committees and working groups had not met by year-end.

On November 22, the last two mines in the Nicosia airport UN buffer zone were detonated during a special ceremony, signaling a historic milestone in the UN de-mining program that had begun in 2005. De-mining in Cyprus will continue for at least two more years.

In his December 2006 report, Secretary-General Annan expressed frustration with the lack of a resolution to the situation in Cyprus. The Secretary-General concluded that in the absence of a comprehensive settlement, UNFICYP's presence remained necessary to maintain the cease-fire. His report indicated existing force levels would be required for the foreseeable future.

On December 15, the Security Council unanimously adopted Resolution 1723 to extend the UNFICYP mandate for an additional six months. The resolution welcomed the signing by both parties of the July 8 agreement meant to spur a preparatory phase for the resumption of settlement talks. The Council expressed full support for the steps outlined by Under Secretary-General Gambari to begin to implement the agreement, and called for early completion of the preparatory phase so a full-fledged "good offices" process could resume.

## **Georgia**

Established on August 24, 1993, by UN Security Council Resolution 858, the United Nations Observer Mission in Georgia (UNOMIG) monitors compliance with a cease-fire agreement reached between the Georgian government and Abkhaz separatists. On July 21, 1994, UNSCR 937 increased the authorized number of military observers in UNOMIG (all unarmed) from 55 to 136. Under the May 1994 Moscow Agreement, a peacekeeping force of the Commonwealth of Independent States (CIS) monitors compliance with the terms of the cease-fire. The CIS force consists of approximately 1,700 armed Russian Federation troops. CIS peacekeepers maintain checkpoints along both sides of the cease-fire line. UNOMIG military observers maintain a close working relationship with the CIS force, which is responsible for UNOMIG's security.

On January 31, 2006, the United Nations Security Council unanimously approved UNSCR 1656, which extended the mandate until March 31, 2006. The UNSC approved this "technical rollover" of the mandate as they could not reach consensus on the political text because of changes in national positions just prior to the end of the mandate. On March 31, 2006, the UNSCR renewed the UNOMIG mandate for a full six months. The new resolution was a leaner version of previous resolutions that reaffirmed member states' commitment to the sovereignty, independence, and territorial integrity of Georgia, and supported efforts to settle the conflict peacefully within the framework of previous UNSC resolutions.

Mr. Jean Arnault of France was appointed as the Special Representative of the Secretary-General (SRSG) for UNOMIG in July 2006. Mr. Arnault, an experienced diplomat with extensive experience in United Nations peacekeeping operations, most recently headed the UN Mission in Afghanistan.

On October 13, 2006, the UNOMIG mandate was renewed for six months by UNSCR 1716. Negotiations leading up to the final agreement were very contentious because of contrary viewpoints among key UNSC members on a July operation conducted by the Republic of Georgia to re-establish law and order in the Upper Kodori valley.

As of December 31, 2006, UNOMIG had 139 military observers and police.

### **The Former Yugoslavia: UN Interim Administration Mission in Kosovo (UNMIK)**

The Federal Republic of Yugoslavia agreed to withdraw its forces from Kosovo following the NATO 1999 air campaign against Serbian forces. UN Security Council Resolution 1244 (1999) authorized an international security presence that became the NATO-led Kosovo Force (KFOR) and an international civilian presence to establish an interim governing authority and meaningful self-government in Kosovo until resolution of its future status.

The resolution mandated the United Nations Interim Administration Mission in Kosovo (UNMIK) to provide civilian administration of Kosovo; develop provisional institutions for a democratic and autonomous self-government, facilitate a process to determine Kosovo's future status; support economic reconstruction, humanitarian and disaster relief; maintain law and order, protect and promote human rights; and support refugee/internally displaced person returns.

UNMIK is a collaborative effort of the international community and includes organizations such as the Organization for Security and Cooperation in Europe (OSCE) and the European Union (EU). In 2003, the UN Secretary-General's Special Representative in Kosovo announced Standards for Kosovo, including the creation of functioning democratic institutions; rule of law; freedom of movement; returns and reintegration; economy; property rights; dialogue with Belgrade; and development of the Kosovo Protections Corps.

Progress on Standards implementation was encouraging throughout 2006, particularly on the 13 Priority Standards outlined by the Contact Group in June. The Standards program continued to strengthen the Kosovo institutions, but its impact on the Kosovo Serbs was limited by their own reluctance, largely at Belgrade's behest, to cooperate with the Pristina authorities.

As the year ended, UN Special Envoy Martti Ahtisaari reached the final stages of the Kosovo future status process. In November, Ahtisaari said he would postpone making recommendations on the future status until after Serbian elections in January 2007.

At year's end, it was expected that a 120-day transition from UNMIK to a new International Civilian Office would occur after a settlement. The ICO would oversee implementation of a settlement, and NATO would remain to provide a safe and secure environment.

As of December 31, 2006, UNMIK had 37 military observers and 1,960 United Nations Police (UNPOL) from 13 nations.

## **Western Hemisphere**

### **Haiti**

The UN Stabilization Mission in Haiti (MINUSTAH) made significant progress in setting security conditions and promoting the political process leading to presidential and legislative elections in early 2006. MINUSTAH assisted Haitian authorities in organizing and conducting presidential, parliamentary and local elections; helping to develop a police reform plan; conducting joint anti-crime operations; supporting the extension of state authority; and aiding the fight against poverty through quick-impact projects and other activities.

The Security Council issued four Presidential Statements in 2006. One of the most remarkable was issued on February 9, commending Haiti for holding the first round of national elections on February 7, and congratulating them on taking this fundamental step towards the restoration of democracy and stability in their country. The Council also called on all parties to respect the outcome of the elections; to remain engaged in the political process; and to renounce all forms of violence.

On February 7, the presidential and initial round of parliamentary elections were held, marking the first nationwide voting since an insurgency forced former President Jean-Bertrand Aristide into exile two years before. The United Nations worked alongside the Haitian electoral officials to organize and conduct the elections. The mission's 6,500-plus troops and 1,895 UN police officers provided security and logistical support throughout the country, including distributing election materials to some 9,200 polling stations. MINUSTAH's military and police components coordinated closely with the Haitian National Police (HNP). The poll locations were free from violence and had a higher electoral turnout than anyone had predicted (51 percent). The election was hailed as a significant step forward for Haiti. René Préval was declared the elected President by Haitian authorities later that month by Parliament.

The United Nations Security Council (UNSC) passed two unanimous Mandate renewals in 2006. On February 14, the Security Council unanimously voted on UNSC Resolution 1658 extending MINUSTAH's mandate for six months. Again on August 15, the UNSC adopted Resolution 1702 for six more months to February 2007.

MINUSTAH provided full logistical, technical and security support for the second round of parliamentary elections held April 24. These led to the establishment of a broad-based Parliament and the formation of a multi-party

government, following extensive consultations. On December 3, the electoral cycle was completed with the holding of local and municipal elections and a number of legislative run-offs.

The successful cycle of elections not only anchored the transition to democracy and aided Haiti internally, but also boosted the country's international standing; the Caribbean Community (CARICOM), the regional body which had suspended Haiti following President Aristides's ouster, readmitted it as a full member in 2006.

Security remained a crucial issue for Haiti, where kidnappings are relatively commonplace and other forms of criminality flourish. A significant step toward reforming and strengthening Haiti's security structure was taken when the government signed the Haitian National Police Reform Plan on August 8. This plan followed an extended review and consultation between Haitian police and political officials with support from the United Nations, and laid out a clear and comprehensive outline for the development of a basic policing capacity within Haiti, drawing on experience in the country and internationally.

Haitian and MINUSTAH officials also agreed in late August to an enhanced security plan for the least secure areas of Port-au-Prince. A series of joint Haitian police and UN checkpoints were set up, several MINUSTAH platoons redeployed from the outlying regions to the volatile shantytowns of Port-au-Prince to support the increased tempo of operations, and the configuration of Formed Police Units (specially trained and heavily armed UN police) was adjusted. In December, MINUSTAH and the HNP further increased their pace of operations to counter the activities of armed criminal gangs, especially the kidnapping of innocent civilians, including schoolchildren. December 23 also marked the approval of the jointly crafted Five-year HNP Reform Plan to vet and build a professional and credible national police force in support of Security Sector reform.

MINUSTAH's other significant activities included improving the poor human rights situation; refocusing the stalled disarmament, demobilization and reintegration process; and strengthening the democratic structures of governance and the rule of law. As of December 31, 2006, MINUSTAH had 8,376 troops and police.

## **Disarmament Issues**

### **UN Disarmament Commission (UNDC)**

The UN Disarmament Commission (UNDC), a subsidiary body of the General Assembly, is a deliberative body intended to consider in depth, and make recommendations on, various issues in the field of disarmament. It typically meets annually for three weeks in New York. The UNDC reports annually to the UNGA. All UN member states are eligible to participate, but barely one-third attended the UNDC in recent years.



The UNDC focuses for a three-year cycle on a limited number of agenda items, and its recommendations must be approved by consensus. The focus of the United States has been to ensure that the UNDC adopts reports that advance and are consistent with U.S. policy. The Non-Aligned Movement (NAM) states historically tried to focus UNDC discussion almost exclusively on nuclear disarmament issues. The United States, however, tried to maintain a balance in UNDC work between nuclear disarmament and nuclear nonproliferation, on the one hand, and other disarmament issues, such as conventional arms control matters, on the other. The UNDC last issued consensus recommendations in 2000.

The 2006 UNDC session was the first dealing with substance since 2003, when the Commission failed to agree on any recommendations after three years of effort. The UNDC then settled into nearly three more years of disagreement over its agenda, resolving that impasse only in December 2005. The UNDC finally convened in April 2006 to begin its three-year consideration of issues relating to nuclear nonproliferation, nuclear disarmament, and practical confidence-building measures (CBMs) in the field of conventional weapons. The agenda the Commission adopted, proposed by the United States, for the first time equated nuclear nonproliferation with nuclear disarmament as a UNDC priority. Also at U.S. insistence, the UNDC considered and adopted a modest set of measures to improve its internal operations.

The United States was the first and, for much of the session, the only country to issue a national working paper (A/CN.10/2006/WG.I/WP.1) containing scores of recommendations for strengthening the global nuclear nonproliferation regime. In addition, U.S. national statements focused on the importance of preventing the further spread of nuclear weapons, and on the need for states party to the Nuclear Non-Proliferation Treaty (NPT) to abide by the Treaty's nonproliferation obligations if nuclear disarmament were to be achieved. The U.S. goal was to end the impasse in the UNDC and give it an opportunity to make a real contribution to international peace and security.

Unfortunately, the UNDC failed to meet this challenge, electing Iran as one of the eight vice-chairs of the Commission. Iran was the candidate of the Asian regional group. Each UN regional group has the prerogative to choose its own candidates for UN conference officer positions, and all nominees traditionally are confirmed by acclamation. In its closing national statement at the UNDC, the United States publicly criticized the election of Iran as a mockery of a UN body responsible for developing consensus recommendations on nuclear nonproliferation and nuclear disarmament.

At the 2006 session of the General Assembly, the United States declined to participate in the adoption of the annual UNDC resolution because of concerns over the Commission's approach to its work.

## **Conference on Disarmament (CD)**

The Geneva-based Conference on Disarmament (CD) is the principal multilateral forum for negotiating arms control and disarmament agreements. Its agenda includes nuclear disarmament and the prevention of nuclear war, weapons of mass destruction, conventional armaments, negative security assurances (NSAs), the prevention of an arms race in outer space (PAROS), and transparency in armaments.

The CD is an autonomous body, but is supported through the budget of the UN Department of Disarmament Affairs. The Conference's 65 member states are divided into geopolitical groups – the Western Group, the Eastern Group, and the Non-Aligned (G-21) Group, with China as an independent member. Thirty-five non-members also participated in 2006 as observers. All CD decisions are made by consensus. The presidency of the CD rotates among its members on a monthly basis. The CD adopted its annual report to the UN General Assembly on September 15, 2006.

The CD produced significant treaties in the past, including the Nuclear Non-Proliferation Treaty and the Chemical Weapons Convention. When the 2006 session began, however, the CD had been stalemated for nine consecutive years because it was unable to agree on a Program of Work (POW) outlining the subjects on which it would work.

In an effort to break the stalemate, the CD altered its approach to its work. For the first time, the six countries scheduled to hold the rotational CD Presidency in 2006 worked together to design a year-long timetable that allowed for a rolling discussion of all the CD's eight agenda items. Each President organized general debates focused on two of the agenda items, with time allowed for focused, structured debate, including possible participation by experts. "Friends of the Presidents" were named to assist in informal consultations on review of the CD agenda, improvement of methods of work, and other issues. The CD held 49 formal plenary sessions and 22 informal plenary meetings during the 2006 session.

The vast majority of CD members agreed that the CD should negotiate a Fissile Material Cutoff Treaty (FMCT). On May 19, 2006, the United States introduced a draft FMCT text and negotiating mandate. The 2006 session again ended in stalemate as the CD failed to act on FMCT or on banning the sale or export of persistent landmines, two initiatives the United States first proposed to the CD Plenary on July 29, 2004.

The United States reiterated its commitment to effective multilateral solutions to disarmament issues, but made clear that agreement on a CD Program of Work would not be possible as long as some CD members insisted on making linkages between agreed subjects, such as FMCT, and unrelated issues about which there was no agreement. Many members were encouraged that the CD did more work in 2006 than in recent years, but the continued

stalemate increased concern that the CD's relevance as an international negotiating forum was waning.

## **1540 Committee**

United Nations Security Council Resolution 1540 established, for the first time, binding obligations on States under Chapter VII of the UN Charter to develop and enforce appropriate legal and regulatory measures against the proliferation of Weapons of Mass Destruction (WMD) and their means of delivery. Among other things, UNSC Resolution 1540 obligates states to criminalize and take action against proliferation-related activities, to include financing. The Security Council established a subsidiary Committee to assist with implementation, because it viewed implementation of Resolution 1540 as an important obligation by member states to prevent and deter illicit access to WMD, their means of delivery, and related materials. Implementing the requirements of 1540 also will benefit regions that seek to be key global economic suppliers of goods and services, including to the United States.

In Resolution 1673 (2006), the Security Council unanimously extended the mandate of the 1540 Committee for two years and asked the Committee to "intensify its efforts to promote the full implementation by all states of Resolution 1540 through a work program which shall include the compilation of information on the status of states' implementation of all aspects of Resolution 1540: outreach, dialogue, assistance, and cooperation." The United States developed an approach designed to encourage and support the Committee in fulfilling its mandate. Specifically, the United States is working cooperatively with the Committee to: 1) develop useful information such as identification of gaps in laws and controls; 2) outline regional and state-specific assistance priorities for stemming proliferation activity; and 3) help to coordinate assistance requests so that donors can work together and with recipients to implement 1540 obligations.

The United States completed its National Action Plan on May 31, 2006, and has used the Plan as a working document. Likewise, each UN member country will tailor its action plan to reflect its own national priorities. The initial approach in the U.S. Plan focuses on ways to strengthen states' nonproliferation capacities through on-going assistance programs and projects, particularly by working with regional organizations such as the Organization for Security and Cooperation in Europe (OSCE), the ASEAN Regional Forum (ARF), and the Organization of American States (OAS), consistent with the 1540 Committee's April 2006 report (S/2006/257).

The United States is working with the 1540 Committee to factor the Committee's analyses of states' implementation of Resolution 1540 into (1) U.S. decisions regarding assistance in areas related to 1540, and (2) other domestic steps.

## **Small Arms and Light Weapons**

UN Member states met from June 26-July 7, 2006 for the Conference to Review Progress Made in the Implementation of the "Program of Action to

Prevent, Combat and Eradicate the Illicit Trade of Small Arms and Light Weapons” (POA), as called for in Section IV of the 2001 political agreement (UN Document A/CONF.192/15). The states participating in the Review Conference failed to come to consensus on an outcome document due to disagreement on a number of issues, including follow-up conferences beyond the 2006 Review Conference. The Conference’s proceedings revealed significant differences of opinion among delegations on how best to continue addressing the illicit trade in small arms/light weapons (SA/LW). The U.S. delegation highlighted the leading role played by the United States in reducing and securing stockpiles of SA/LW that are obsolete, loosely held, or otherwise at risk of illicit diversion.

The U.S. delegation focused on practical measures to implement existing commitments in the POA. The delegation outlined U.S. best practices and lessons learned in the implementation of U.S. assistance and cooperation efforts in the area of SA/LW. Countries seeking assistance from the United States were encouraged to provide organized requests and to ensure supervision of projects through completion. The U.S. delegation also highlighted issues such as stockpile security, management, and destruction, as well as robust export and import control systems that are central to any serious effort to reduce illicit trafficking in SA/LW. The U.S. delegation pressed the Conference to replace references to “end-user certificates” with “end-user certification or certification processes” in order to encourage states to verify that importers were actually complying with the provisions of any given certificate. The U.S. delegation underscored how few states actually implemented various portions of the POA. The United States alone opposed the holding of an additional review conference. Although the Review Conference did not result in a consensus outcome document, participating states renewed their commitment to the implementation of the POA.

Following the Review Conference, the United States continued to push the international community in 2006 to implement the POA “on the ground” at the regional level at conferences and workshops on SA/LW sponsored by the Organization of American States, the Organization for Security and Cooperation in Europe, NATO, and by various sub-regional organizations. The United States also urged states to work first at the national, sub-regional, and regional levels and funded, for the second year, training programs under the Regional Center for Small Arms, an organization of 11 East and Central African states, to help reduce the illicit trade in SA/LW in the Horn of Africa.

The United States will continue to support the implementation of the POA by participating in those United Nations meetings that take a practical and comprehensive approach in the implementation of the POA.

## **Peacekeeping Issues**

### **Peacekeeping Financing**

In 2006, the United States supported the continued expansion of the overall level of UN peacekeeping operations including the authorization for a UN peacekeeping presence in Darfur, the dramatic expansion of the size and mandate of the peacekeeping force in Lebanon, and the re-establishment of a peacekeeping operation in East Timor.

The United States supports UN peacekeeping operations when they can be an effective means of containing conflict and resolving disputes in support of U.S. national interests. It has supported proposals to improve the United Nations' ability to assess conflict situations, to plan and manage peacekeeping operations, and to respond quickly to United Nations mandates. The United States has also encouraged other states to include peacekeeping in their national security strategies and to contribute forces to peacekeeping whenever appropriate. The total number of troops, military observers, and UN police from all nations serving in UN missions at the end of 2006 increased by 10,530 from 2005, due primarily to the expansion in Lebanon and new mission in East Timor (Timor-Leste). As of December 31, 2006, the United Nations had a total of 69,146 troops, 2,527 military observers, and 7,241 UN police participating in UN peacekeeping operations. The U.S. contribution for UN peacekeeping included 298 U.S. police and 26 U.S. military serving in UN military staff or observer positions.

### **UN Police**

UN police officers have participated in peacekeeping missions since the 1960s. The UNPOL division of the Department of Peacekeeping Operations is responsible for issues related to civilian and military police, as well as gendarmes. The United States continued its efforts to provide high-quality police officers to UN operations. At the end of 2006, the United States had police officers assigned to the UN missions in Haiti (50 officers), Kosovo (223), Liberia (10), Sudan (11), and East Timor (4). In 2006 the demand for qualified police officers to deploy to peacekeeping missions continued to outpace the supply. The United States helped develop a concept, approved in 2006 by the General Assembly's Fifth Committee (Budget), to train a cadre of approximately 25 police professionals who would be available to start new UN policing operations or troubleshoot existing operations. Each member of the "Standing Police Capacity" (SPC) would have his or her own area of expertise. The SPC will eventually be based at the UN Logistics Base in Brindisi, Italy. At the end of 2006, recruitment for the SPC had not been completed.

### **Sexual Abuse**

According to the UN Department of Peacekeeping Operations (DPKO), there were 357 allegations of sexual exploitation and abuse involving

UN peacekeeping personnel reported in 2006. Of these allegations, 252 were predicated for investigation. The UN Office of Internal Oversight (OIOS) reviewed all allegations received and conducted investigations into those allegations deemed serious and credible. In 2006, OIOS completed 153 investigations. Of these investigations, 14 allegations were considered substantiated and 139 allegations were considered by OIOS as “less serious,” and were referred back to the relevant peacekeeping mission to take action.

Alleged and confirmed cases of sexual exploitation and abuse are reported in the Department’s comprehensive semi-annual report to the Congress on UN measures taken to prevent sexual exploitation and abuse, and the effectiveness of such measures, pursuant to section 104(e) of the Trafficking Victims Protection Reauthorization Act, FY 2006, (P.L. 109-164). The Department’s report covered all alleged cases that are reported to DPKO or alleged cases reported by the press. Additionally, the report provided insight from embassies in the countries where the UN peacekeeping mission is located and/or where the alleged incident of sexual exploitation and abuse occurred. Each report covered all peacekeeping missions expected to be created or renewed during the next six months. The first report to the Congress covered UN peacekeeping missions with a mandate expiration or renewal during the period of August 15, 2006, to February 15, 2007.

Throughout 2006, UN member states – through the Special Committee on Peacekeeping Operations and its Working Group (C-34) and the General Assembly’s Fifth Committee – along with several UN officials, addressed the issue of sexual exploitation and abuse prevention.

On January 25, DPKO’s new Chief of Conduct and Discipline Team (CDT), Ms. Yewande Odia (Nigeria), briefed delegates of the C-34 and the Fifth Committee on the status of implementation of measures taken to address sexual exploitation and abuse. The briefing touched on DPKO’s priorities for 2006, which included: finalization of the UN/TCC draft model Memorandum of Understanding; full staffing of code of conduct and discipline teams at Headquarters and in the field; and recommendations of the Group of Legal Experts to address criminal accountability of staff. Although not all of these priorities were met in 2006, one notable achievement was that CDTs were established at Headquarters and in all peacekeeping missions, with some CDTs covering more than one peacekeeping mission.

On February 23, the Under Secretary-General for Peacekeeping, Jean-Marie Guéhenno (France), briefed the Security Council on the “significant progress” that had been made in dealing with incidents of sexual exploitation and abuse. He was encouraged by the progress but recognized that there was still much work to be done. Specifically, he stressed the need for member states to send “an uncompromising message” against prostitution in peacekeeping missions. The Secretary-General’s Advisor on sexual exploitation and abuse, Prince Zeid Ra’ad Zeid Al-Hussein (Jordan), who was also Jordan’s Permanent Representative to the UN, added that the Secretary-

General would release a bold UN policy statement and strategy on assistance and support to victims of abuse.

On March 2, DPKO submitted a draft policy statement and strategy on sexual exploitation and abuse victim's assistance to Secretary-General Annan. The draft included provisions for assistance to complainants, victims, and children fathered by United Nations' staff. The proposed assistance included medical care, psychosocial support, educational opportunities, access to legal services and financial support. If allegations were confirmed, the perpetrator would bear the cost of victim's assistance through fines or salary deductions. The draft included a proposal for the universal collection of DNA samples from UN staff to verify paternity claims. By the end of 2006, the policy statement and strategy remained a draft.

On March 22, the C-34 issued a report that included recommendations and proposals to implement the comprehensive strategy to eliminate sexual exploitation and abuse outlined by Prince Zeid Ra'ad Zeid Al-Hussein. The Committee reiterated that the responsibility for creating and maintaining an environment that prevents sexual exploitation and abuse should be part of the performance objectives of UN peacekeeping mission managers and commanders. Additionally, the Committee encouraged further cooperation between the United Nations and troop-contributing countries in investigations of alleged cases of sexual exploitation and abuse, and recommended that all troop-contributing countries ensure that all personnel deployed to UN peacekeeping missions receive DPKO's training module on "Prevention of Sexual Exploitation and Abuse," which is part of a mandatory induction training course for all peacekeeping personnel.

In 2006, the United States continued to take an active, leading role in the prevention of sexual exploitation and abuse. During its presidency of the Security Council, the United States convened a special meeting on this subject where DPKO briefed member states on the status of reforms. As a result, one of several measures taken by the Security Council, at the request of the United States, included language on the prevention of sexual exploitation and abuse in Security Council resolutions for UN peacekeeping mission mandates created or renewed. Such language included in Security Council Resolution 1675 (2006), extended the mandate for the UN Mission for the Referendum in Western Sahara (MINURSO):

"Requests the Secretary-General to continue to take the necessary measures to achieve actual compliance in MINURSO with the United Nations zero-tolerance policy on sexual exploitation and abuse, including the development of strategies and appropriate mechanisms to prevent, identify and respond to all forms of misconduct, including sexual exploitation and abuse, and the enhancement of training for personnel to prevent misconduct and ensure full compliance with the United Nations code of conduct, requests the Secretary-General to take all necessary action in accordance with the Secretary-General's Bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13) and to keep the Council

informed, and urges troop-contributing countries to take appropriate preventive action including the conduct of pre-deployment awareness training, and to take disciplinary and other action to ensure full accountability in cases of such conduct involving their personnel....”

In March, DPKO released a comprehensive report on “Sexual Exploitation and Abuse: Lessons Learned Study: Addressing Sexual Exploitation and Abuse in MONUC.” The report provided a summary and analysis of the activities of the Office for Addressing Sexual Exploitation and Abuse (OASEA), a part of the UN Mission in the Democratic Republic of the Congo (MONUC). The report extrapolated lessons from MONUC’s experiences for existing and future UN peacekeeping missions on how to prevent sexual exploitation and abuse involving UN peacekeepers.

During 2006, the United Nations made progress in structural reforms aimed at preventing misconduct, enforcing UN standards of conduct, and taking remedial measures regarding sexual exploitation and abuse. Key reforms such as the UN/TCC draft model Memorandum of Understanding, and the comprehensive strategy to assist victims of sexual exploitation and abuse, were under negotiation with member states for several months but likely will not be finalized in the near future.

## **Special Issues**

### **Terrorism**

In 2006, the United Nations continued to provide focus and energy to the international community in its collective fight against terrorism. U.S. participation was a key factor in advancing international counterterrorism initiatives in the Security Council, its committees addressed terrorism-related issues (the 1267 al-Qaida/Taliban/Usama bin Laden Sanctions Committee, the Counter-Terrorism Committee created pursuant to Resolution 1373, and the 1540 [nonproliferation] Committee), and the UN General Assembly.

The Security Council adopted four resolutions directly related to terrorism in 2006. Resolution 1673 extended the mandate of the Resolution 1540 Committee for a period of two years, and that of its panel of experts, and endorsed an intensive program of work. Resolution 1699 authorized increased cooperation between the United Nations and Interpol in support of the mandates of the counterterrorism and sanctions committees. Resolution 1730 adopted new procedures to ensure the fairness and clarity of the process of listing and delisting individuals and entities on all of the UN sanctions lists, including that related to terrorism. Resolution 1735 reauthorized the Resolution 1267 Committee and its Monitoring Team, and made improvements and clarifications to its mandate.

The 1267 Sanctions Committee used its renewed and refined mandate to continue developing and maintaining its list of individuals and entities associated with al-Qaida, the Taliban, and Usama bin Laden, as well as subjecting international sanctions — asset freezes, travel bans, and arms embargoes — that all UN member states are obligated to implement. The



United States continued referring names of individuals and entities for inclusion on the Committee's sanctions list. The names or entities were first vetted within U.S. government agencies and then circulated to the other members of the Committee with sufficient explanatory information for the Committee to determine whether they should be added. In response to calls for greater transparency and fairness in the 1267 listing and de-listing procedures, the United States and France co-drafted Resolution 1730, which created a mechanism to ensure that all sanctioned individuals who petition to be delisted would get a fair hearing by the Committee.

The Counter-Terrorism Committee (CTC), established by Security Council Resolution 1373 after the events of September 11, 2001, continued progress toward its goal of raising the level of performance of the governments of all member states in the fight against terrorism. The United States played an active leadership role in the CTC, and urged the Committee to become more focused on facilitating technical assistance to member states to help them close gaps in their implementation of Resolution 1373, and promoting closer cooperation and coordination between the CTC and other international organizations, including regional and sub-regional organizations. In 2006, the CTC adopted the Preliminary Implementation Assessment (PIA) template, an analytical tool to measure country progress on implementing Resolution 1373, and the Counter Terrorism Executive Directorate (CTED), the Secretariat staff supporting the CTC, significantly expanded its number of country visits to conduct assessments (10 in all).

The General Assembly adopted a number of terrorism-related resolutions in its 61st Session, which began in September 2006. Most importantly, the General Assembly on September 8 adopted a Global Counterterrorism Strategy, a UN plan to enhance national, regional and international efforts to counter terrorism. This marked the first time that all UN member states agreed to a common strategic approach to fighting terrorism, including practical steps to be taken individually and collectively.

On December 4, the General Assembly passed Resolution 61/40 on "Measures to Eliminate International Terrorism," which condemned all acts, methods, and practices of terrorism as criminal and unjustifiable, wherever and by whomsoever committed. This resolution reaffirmed previous resolutions and declarations on Measures to Eliminate International Terrorism, and called upon all states, the United Nations and other international, regional and sub-regional organizations to implement the UN Global Counterterrorism Strategy. This resolution also urged states to become parties to all international terrorism conventions and protocols, including the recently adopted International Convention for the Suppression of Acts of Nuclear Terrorism; the Amendment to the Convention on the Physical Protection of Nuclear Material; the Protocol of 2005 to the Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation; and the Protocol of 2005 to the Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf. Resolution 61/40 stipulated that the Ad Hoc Committee established by General Assembly

Resolution 51/210 should continue its work on negotiation of the Comprehensive Convention on International Terrorism (CCIT).

The General Assembly passed two additional terrorism-related resolutions in 2006: on December 6, the General Assembly adopted Resolution 61/86 on “Measures to prevent terrorists from acquiring weapons of mass destruction,” and on December 19, the General Assembly passed Resolution 61/171 on “Protection of human rights and fundamental freedoms while countering terrorism.” Each of these resolutions was adopted by consensus.

Negotiations on the CCIT in 2006 remained at an impasse over a provision, which the United States supported, exempting state military forces from the scope of the Convention because other provisions of international law already govern their activities. Negotiations also failed to resolve the question of whether the CCIT should include language that could be used to argue that terrorists claiming to act in the name of national liberation movements were excluded from the scope of the Convention. The United States took the position that any provision of this nature would undermine the credibility of UN and member state counterterrorism efforts.

## **Sanctions**

The United States continued to support the imposition of UN sanctions in response to threats to international peace and security. Chapter VII, Article 41, of the United Nations Charter authorized the Security Council to mandate member states to implement measures not involving the use of armed force to carry out its decisions. Under this authority, the Security Council has resorted to the use of targeted sanctions as a tool to address threats to international peace and security in conjunction with diplomatic efforts.

The United States believes that sanctions, appropriately structured, targeted, supported, and implemented by the international community, can serve as an important tool to prompt a change in policy or behavior of regimes that threaten international peace and security. Sanctions have restricted access to arms, funds, and commodities used to undermine security, while denying political support to the leadership of sanctioned regimes. The United States recognizes that sanctions can be an important tool when used in conjunction with effective diplomacy. The effectiveness of UN-imposed sanctions is directly linked to the willingness and ability of member states, particularly neighbors of the targeted regime, to implement and enforce the measures.

In 2006, the UN Security Council imposed numerous sanctions regimes, primarily in response to civil wars in Africa, international terrorism and the threat of proliferation of nuclear weapons. During 2006, UN sanctions remained in effect in the Democratic Republic of the Congo (DRC), Liberia, Somalia, Sudan, and Côte d’Ivoire. UN restrictions on non-governmental groups in Rwanda and Sierra Leone also remained in effect. UN sanctions established pursuant to Resolution 1518 (2003) remained in place against senior officials of the former Iraqi regime, and their immediate family

members. Sanctions pursuant to the family of 1267 resolutions remained in place against individuals and entities associated with Usama bin Laden, the Taliban, and al-Qaida. The United Nations Security Council imposed two new sanctions regimes in response to the pursuit of nuclear weapons by the Democratic People's Republic of Korea and Iran. To ensure that fair and clear procedures exist to place individuals and entities on sanctions lists and to remove them, the United States and France drafted Resolution 1730, adopted on December 19, 2006, requesting the Secretary-General to establish within the Secretariat Sanctions Branch a focal point to receive de-listing requests and to perform the tasks described in the annex to the Resolution.

The arms embargo on Somalia, dating to 1992, remained in place as the oldest sanctions regime currently in effect. Resolution 1676, adopted on May 10, 2006, re-established for six months a monitoring group, established by Resolution 1519 (2003), to continue monitoring implementation and violations of the arms embargo on Somalia. Resolution 1724, adopted on November 29, 2006, further extended the mandate of the monitoring group for six months. Resolution 1725, adopted on December 6, 2006, authorized the Intergovernmental Authority on Development (IGAD) and member states of the African Union to establish a protection and training mission in Somalia, deciding that the arms embargo would not apply to supplies of weapons and military equipment intended solely for supporting this force.

Recognizing the progress made in Liberia, the United States drafted Resolution 1683, adopted June 13, 2006, modifying the arms embargo first imposed by Resolution 1521 (2003), to incorporate additional exemptions for the Liberian Special Security Service and for members of the Liberian police and security forces. Resolution 1689, adopted on June 20, 2006, lifted timber sanctions imposed by Resolution 1521 (2003); renewed for six months the diamond ban imposed by Resolution 1521 (2003); and renewed for six months the mandate of the Panel of Experts established by Resolution 1521 (2003). In acknowledgment of the still fragile security situation in Liberia, the United States drafted Resolution 1731, adopted on December 20, 2006, which renewed the arms embargo for 12 months, with a modification to allow trained and vetted security forces to procure medical and non-lethal equipment, excluding non-lethal weapons; extended the travel ban for a period of 12 months; renewed the diamond ban for six months; and re-appointed the Panel of Experts for six months.

The Security Council adopted Resolution 1654 on January 31, 2006, to re-establish for six months the Group of Experts for the Democratic Republic of the Congo (DRC), established by Resolution 1533 (2004). In light of planned elections in the DRC and the continued instability, Resolution 1698, adopted July 31, 2006, renewed for one year the arms embargo imposed by Resolution 1493 (2003), the travel ban imposed by Resolution 1596 (2005), and the assets freeze imposed by Resolution 1596 (2005). Resolution 1698 also extended the travel ban and assets freeze to political and military leaders designated as having recruited or used children in armed conflict, and extended the mandate of the Group of Experts for one year, tasking the Group

to report on feasible and effective measures the Council might impose to prevent the illegal exploitation of natural resources. The United States was pleased to support Resolution 1698, as this was the first and only Security Council sanctions regime that targeted those unlawfully recruiting and using children in armed conflict.

Resolution 1708, adopted on September 14, 2006, extended the mandate of the Group of Experts in Côte d'Ivoire, established pursuant to Resolution 1584, for three months. Recognizing continued instability in Côte d'Ivoire, the Security Council adopted Resolution 1727 on December 15, 2006, to renew the arms embargo, the travel ban, the assets freeze, the embargo on the import of rough diamonds originating in Côte d'Ivoire and the mandate of the Group of Experts, which investigates violations of the sanctions related to Côte d'Ivoire. Resolution 1727 also demanded that all Ivorian parties provide unhindered access to the Group of Experts, the UN Operation in Côte d'Ivoire (UNOCI), and the French forces supporting UNOCI to allow them to carry out their respective mandated responsibilities.

The Security Council adopted Resolution 1665 on March 29, 2006, to re-establish the Panel of Experts in Sudan, established by Resolution 1591 (2005), which investigates violations of the sanctions related to Sudan, for six months and called on all states, relevant UN bodies, the African Union, and other interested parties to cooperate fully with the Committee and the Panel of Experts. Resolution 1672, co-sponsored by the United States and adopted April 25, 2006, designated four individuals for sanctions and required all states to implement the assets freeze and travel ban on these individuals as specified in paragraph 3 of Resolution 1591 (2005). Following the signing of the Darfur Peace Agreement on May 5, the United States co-sponsored Resolution 1679, adopted on May 16, 2006, which called on parties to the Agreement to respect their commitments and urged parties that had not yet signed the Agreement to sign without delay. Resolution 1679 expressed the intention of the Council to take strong and effective measures, such as a travel ban and assets freeze, against any individual or group that violated or attempted to block implementation of the Agreement. The United States introduced Resolution 1713, adopted on September 29, 2006, which renewed for one year the mandate of the Panel of Experts and requested the Secretary-General to appoint a fifth expert to the Panel to strengthen its ability to investigate violations of sanctions.

In order to strengthen the sanctions regime against Usama bin Laden, al-Qaida, the Taliban, and their associates, the Security Council adopted Resolution 1735 on December 22, 2006. Resolution 1735 refocuses the 1267 Committee on updating the Taliban portion of the sanctions list and includes provisions to improve sanctions procedures, specifically listing, delisting, and notifications for the Committee.

In response to the launch of ballistic missiles by the Democratic People's Republic of Korea (DPRK), the Security Council adopted Resolution 1696 on July 15, 2006, demanding that the DPRK suspend all activities related

to its ballistic missile program. Resolution 1696 also called on all states, in accordance with national and international law, to prevent the transfer to or procurement from the DPRK of missile-related items and technology. The United States welcomed the unanimous adoption of Resolution 1718 on October 14, 2006, which condemned the nuclear test proclaimed by the DPRK on October 9, 2006. Resolution 1718 imposed a ban on imports to and exports from the DPRK of specific nuclear and chemical-biological weapons-related items, an embargo on conventional arms, and targeted sanctions on those participating in or supporting DPRK's weapons of mass destruction programs. The resolution also established a Security Council Committee to oversee the implementation of the sanctions measures related. The United States drafted Resolution 1718 to send a strong, clear message to North Korea that the Security Council was united in its condemnation of the DPRK's provocative actions and was committed to preventing its ability to engage in proliferation activities.

In response to Iran's pursuit of nuclear weapons capability, Resolution 1696, adopted on July 31, 2006, called on Iran to take steps required by the International Atomic Energy Agency (IAEA) Board of Governors and suspend all nuclear enrichment-related and reprocessing activities to be verified and reported to the Security Council by the IAEA Director-General by August 31, 2006. Resolution 1696 called on all states to prevent the transfer of any items, materials, goods and technology that would contribute to Iran's nuclear enrichment-related and reprocessing activities and ballistic missile programs. Recognizing that Iran did not comply with Resolution 1696, on December 23, 2006, the Security Council unanimously passed Resolution 1737 to impose sanctions on Iran to stop its nuclear and missile proliferation activities, and compel Iran to return to constructive negotiations. Resolution 1737 required all states to implement a proliferation-sensitive nuclear and ballistic missile program-related embargo, to exercise vigilance regarding travel by targeted individuals, and to impose an assets freeze on persons and entities designated in an annex to the Resolution, as well as any additional persons and entities designated by Security Council or the Committee established to oversee the sanction measures. UNSCR 1737 also imposes a general prohibition on technical/financial assistance to Iranian activities related to these proliferation-sensitive nuclear programs and Iran's development of nuclear weapons delivery systems. In addition, UNSCR 1737 limited IAEA technical cooperation with Iran to those activities with food, agricultural, medical, or humanitarian purposes, or in furtherance of the construction of light water reactors. Finally, the resolution obliged all states to report to the Committee on implementation of the resolution within 60 days of adoption.

## **Security Council Membership**

The United States conducted a major diplomatic campaign in 2006 with the goal of preventing the election of Venezuela to the Security Council for the 2007-2008 period.

Each year the General Assembly elects five non-permanent members of the Council for two-year terms. In accordance with the UN Charter and Council practice, the non-permanent Council seats rotate among the various regional groups. In 2006, the five open seats were allocated as follows: one for Africa, one for Asia, two for the Western Europe and Others Group (WEOG), and one for the Latin America and Caribbean Group (LAC).

Four of the five non-permanent seats were uncontested because the regional groups reached consensus on their candidates: South Africa, Indonesia, Belgium, and Italy. The General Assembly generally approves by acclamation regional consensus candidates. However, the LAC did not reach consensus on a candidate for its one open seat, with both Guatemala and Venezuela contesting the seat.

On October 16, the General Assembly began voting for the non-permanent members, approving the consensus candidates and conducting 10 rounds of balloting for the LAC seat. Balloting for this seat continued for a total of 48 rounds of voting over a period of three weeks, making it the third longest contested Security Council election ever. While Guatemala held a lead over Venezuela in 46 of the first 47 ballots, and the two countries tied in the final round, neither country was able to obtain the two-thirds majority necessary for election. The stalemate was resolved on November 7 when both countries agreed to withdraw and a compromise candidate, Panama, was elected.

The United States viewed Venezuela's record during the previous year as an indication that election to the Security Council would have a negative effect on the Council's ability to address effectively threats to international peace and security, including nuclear nonproliferation. Venezuelan representatives disrupted the Community of Democracies meeting in Chile in April 2006 and the Summit of the Americas in Argentina in November 2005. At the September 2005 World Summit in New York, Venezuela was the only nation to reject the Outcome Document, which was designed to prepare the United Nations to address the challenges of the 21<sup>st</sup> century.

### **New UN Member (Montenegro)**

Montenegro became the 192<sup>nd</sup> member of the United Nations in 2006. On May 21, 2006, Montenegro held a referendum in which 55.7 percent of the voters chose independence from Serbia. On June 4, the Montenegrin Parliament formally declared independence in a special session.

On June 5, Montenegrin President Vujanovic applied for UN membership for Montenegro in a letter to the UN Secretary-General, pursuant to Rule 134 of the Rules of Procedure of the General Assembly, and attached the formal declaration of acceptance of the obligations contained in the Charter, required of nations wishing to join the United Nations. On June 16, the Secretary-General transmitted the application of Montenegro to the Security Council and the General Assembly.

Secretary Rice announced on June 13 the formal recognition by the United States of the Republic of Montenegro as a sovereign and independent state and U.S. support for Montenegro's admission to the United Nations.

On June 21, the Security Council Committee on the Admission of New Members unanimously recommended that Montenegro be admitted to membership in the United Nations. On June 22, the Security Council transmitted this recommendation to the General Assembly, and on June 28, the General Assembly formally accepted Montenegro as a member of the United Nations.

### **Secretary-General**

On October 13, 2006, the General Assembly appointed by acclamation Ban Ki-moon as the new UN Secretary-General to succeed Kofi Annan, whose term of office ended on December 31, 2006. Ban was the Foreign Minister of the Republic of Korea at the time of his appointment. His five-year term begins January 1, 2007.

Article 97 of the UN Charter states that, "the Secretary-General shall be appointed by the General Assembly upon the recommendation of the Security Council." Since the Charter provided no further details, in 1946, the General Assembly adopted Resolution 11, which established the ground rules for the appointment process, including that the Security Council should recommend only a single name to the General Assembly. Since 1971, each new Secretary-General has been appointed by acclamation. In 1997, the General Assembly adopted Resolution 51/241, which called for greater transparency in the selection process, a consultative role for the UN General Assembly President, and for identifying the "best candidate for the post" with due regard given to "regional rotation" and "gender equality."

In practice, the Security Council engages in consultations to develop a list of candidates and conducts "straw polls" to identify the leading contenders. The Council selects a candidate by an affirmative vote of nine members, but in practice the Council's recommendation depends largely on agreement among the five permanent members. Candidates may be subject to a veto by any of the permanent members. Permanent members exercised numerous vetoes in almost all of the previous Secretary-General elections.

Although there is no requirement or established practice for regional rotation in the selection of the Secretary-General, many UN member states believed that the new Secretary-General should be from an Asian country, since the last Secretary-General from Asia was U Thant, who served from 1961-1971. The United States and other countries held that the Secretary-General should be the best-qualified candidate regardless of region.

In a letter to the President of the General Assembly on June 2, 2006, the President of the Security Council announced the Council's intention to begin in early July the process of consideration of candidacies for the position of Secretary-General. Seven candidates were formally nominated: Jayantha Dhanapala (Sri Lanka); Shashi Tharoor (India); Ashraf Ghani (Afghanistan);

Prince Zeid Al-Hussein (Jordan); Surakiart Sathirathai (Thailand); Vaira Vike-Freiberga (Estonia); and Ban Ki-moon (South Korea). The Council conducted straw polls on July 24, September 14, September 28, and October 2, in which Security Council members voted whether to “encourage,” “discourage,” or express “no opinion” on each of the official candidates. Ban Ki-moon led in each of the polls. In the fourth poll, Ban emerged as the only candidate with the support of all the permanent members of the Council. The other candidates withdrew their candidacies. On October 9, the Security Council unanimously adopted Resolution 1715, recommending to the General Assembly that Ban Ki-moon be appointed Secretary-General. In Resolution A/Res/61/3 of October 13, the General Assembly appointed Ban.

In 2006, the Security Council took a number of steps to respond to calls from the General Assembly for increased transparency in the Secretary-General selection process. These measures included: formal nominations of candidates by member states, meetings between the candidates and the regional groups in New York, and monthly meetings between the Presidents of the Security Council and the General Assembly regarding the selection process.

Secretary-General Ban is eligible for re-appointment to consecutive five-year terms. In practice, no Secretary-General has served more than two consecutive terms.

## **Peacebuilding Commission**

The Peacebuilding Commission (PBC) is a result of the World Summit Outcome Document of September 20, 2005, and was recommended prior to this Summit, such as in the Secretary-General’s In Larger Freedom report and by the High Level Panel on Threats, Challenges and Change. The Outcome Document stated: “recognizing the need for a dedicated institutional mechanism to address the special needs of countries emerging from conflict toward recovery, reintegration, and reconstruction, and to assist them in laying the foundation for sustainable development, and recognizing the vital role of the United Nations in that regard, we decide to establish a Peacebuilding Commission....”

The UN Security Council and UN General Assembly passed concurrent resolutions (UNSCR 1645 and UNGA A/RES/60/180) on December 20, 2005, establishing the creation of the PBC as an intergovernmental advisory body. The PBC was inaugurated on June 23, 2006, with the inaugural meeting of its Organizational Committee.

The PBC is mandated to bring together all relevant actors to marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery; to focus attention on the reconstruction and institution-building efforts necessary for recovery from conflict; to support the development of integrated strategies to lay the foundation for sustainable development; and to provide recommendations and information to improve the coordination of all relevant actors within and outside the United Nations. The



PBC was also created to develop best practices, to help to ensure predictable financing for early recovery activities, and to ensure long-term attention by the international community to post-conflict recovery.

The structure of the PBC includes an Organizational Committee of 31 states: seven from the Security Council, seven from the Economic and Social Council, five from the General Assembly; the five largest troop-contributing states, and the five largest donors to peacekeeping. Angola was selected as the overall chair. The Security Council requested the PBC to provide peacebuilding advice for Sierra Leone and Burundi. Based in part on host government presentations made in October 2006 and subsequent country-specific meetings, the PBC is working with the host governments, civil societies, the UN country teams, and donors to develop “integrated peacebuilding strategies” for these two countries. Norway and the Netherlands respectively headed the country-specific meetings on Burundi and Sierra Leone. El Salvador is charged with coordinating a working group on thematic issues.

In addition, Security Council Resolution 1645 and General Assembly Resolution A/RES/60/180 requested the establishment of a Peacebuilding Support Office (PBSO) and Peacebuilding Fund. The PBSO was intended to be small, so as to avoid excessive bureaucratization, in order to assist and support the PBC. The current PBSO is Assistant Secretary-General Carolyn McAskie of Canada, former Special Representative of the Secretary-General and head of the UN operation in Burundi (ONUB).

## **Non–Self-Governing Territories**

The status of non-self-governing territories, defined as “territories whose people have not yet attained a full measure of self-government,” is considered annually by the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (Committee of 24 or C-24) and by the Special Political and Decolonization Committee (Fourth Committee) of the UN General Assembly.

The United States is the administering power of three non-self-governing territories considered by the Committee: American Samoa, Guam, and the U.S. Virgin Islands. In 2006 the United States continued its long-standing practice of joining with the United Kingdom to ensure agreement on an “omnibus” resolution on the “Questions of American Samoa, Anguilla, Bermuda, the British Virgin Islands, the Cayman Islands, Guam, Montserrat, Pitcairn, Saint Helena, the Turks and Caicos Islands and the United States Virgin Islands.” This resolution confirmed the right of self-determination and reiterated the call for complete decolonization. It further recognized the work of the “administering powers” to this end. As in prior years, this resolution was adopted by consensus. The United States continued to fulfill reporting requirements as requested by this resolution and Article 73(e) of the UN Charter.

During the General Assembly, the United States voted against or abstained on a series of resolutions addressing the governance and independence of non-self-governing territories. These resolutions contained unacceptable provisions regarding land tenure, economic and military activities, or the responsibilities of administering powers.

## **Security Council Thematic Debates**

In 2006, the Security Council held thematic debates on nine issues, three fewer than in 2005 and six fewer than in 2004. For the fifth year in a row, terrorism continued to command the greatest attention. In September the Council heard a briefing by the Chairs of the Counter-Terrorism Committee, the Committee on the Non-Proliferation of Weapons of Mass Destruction and the Committee Concerning Al-Qaida and the Taliban, during which the United States expressed its strong support for the Council's counterterrorism subsidiary bodies. Furthermore the Chair of the Committee on Counter-Terrorism briefed the Council in December (S/PV.5601). The Council also met as described below under "Threats to International Peace and Security Caused by Terrorist Acts," to take action on specific terrorist incidents.

The Security Council discussed the following themes:

- **Children in Armed Conflict.** In July the Council held an open meeting and issued a Presidential Statement (S/PRST/2006/33) detailing progress on the implementation of a comprehensive framework for addressing the protection of children in armed conflict. The United States recognized the agonizing consequences of using child soldiers, especially in Sudan, northern Uganda, the Democratic Republic of the Congo, Colombia, and Burma. The United States also welcomed the establishment of the Security Council Working Group on Children in Armed Conflict. In November the Council heard a briefing by the Secretary-General on his report on Children in Armed Conflict (S/2006/826). The United States expressed its support to help end this practice, including monitoring governments named in the Secretary-General's report, and engaging in direct dialogue with governments and armed groups to develop action plans to eliminate the use of child soldiers.
- **Threats to International Peace and Security Caused by Terrorist Acts.** The Council met six times over the course of the year under this item, adopting one resolution and four Presidential Statements. The Council issued several Presidential Statements on specific terrorist attacks, including: in April on the bombing in Dahab, Egypt (S/PRST/2006/18); in June on the abduction and killing of Russian diplomats in Iraq (S/PRST/2006/29); and in July on the bombings in different parts of India, including Mumbai (S/PRST/2006/30). The Council also issued a Presidential Statement (S/PRST/2006/56) under this item in December which confirmed its readiness to implement the UN

Global Counter Terrorism Strategy (A/RES/60/288) and endorsed the Counter-Terrorism Committee's recommendation that the Counter-Terrorism Committee Executive Directorate report directly to the Committee. Also in December, the Council passed by unanimous vote a U.S. co-sponsored resolution on measures concerning the Al-Qaida/Taliban consolidated list (Resolution 1735).

- **Refugees.** In January, the Security Council held a meeting to discuss the issue of refugees around the world, and was briefed by the High Commissioner for Refugees (UNHCR). The United States indicated its strong support for UNHCR and for a multilateral approach to serving refugees. The United States also cautioned UNHCR not to let its work with internally displaced persons detract from its work with refugees.
- **Peacekeeping Operations.** Under the United States' tenure as President of the Security Council in February, the Council discussed issues concerning the procurement process used in peacekeeping operations and the sexual exploitation and abuse (SEA) of local populations by UN peacekeepers. For the Security Council debate on procurement in peacekeeping operations (S/PV.5376), the United States requested views from three different parts of the United Nations system: the Office of Internal Oversight Services (OIOS), the Department of Peacekeeping Operations (DPKO), and the Department of Management. Instead of three briefings by these separate offices, only the Deputy Secretary-General Mark Malloch Brown briefed the Council. Brown cited his close working relationship with all three departments and asserted it was this relationship that made him the most appropriate senior official to brief the Council. There was considerable debate on the appropriate nature of the Council discussing procurement issues, but the United States insisted that the legitimacy for the debate came from the Council's responsibility under the UN Charter for creating, supervising, and terminating peacekeeping operations. The United States also highlighted parallels between the OIOS Report on DPKO's procurement process and the Report on the United Nations Oil For Food Program by Paul Volcker, specifically the United Nations' "culture of inaction." The Council also discussed SEA under the U.S. Presidency. The United States indicated the strong interest of the U.S. Congress on this issue, and noted that, as of June 2006, the U.S. Congress required the Executive Branch to report on the actions taken by the United Nations and other international organizations to prevent trafficking and sexual exploitation and abuse by employees, contractors, and peacekeeping forces. The United States also strongly endorsed the recommendations of the UN

General Assembly's Special Committee on Peacekeeping to strengthen enforcement of a uniform UN code of conduct for peacekeepers; to improve the capacity of the United Nations, in cooperation with troop-contributing countries; and to investigate allegations of sexual exploitation and abuse, establish assistance to and compensation for victims, and enhance pre- and post-deployment training.

- **Women and Peace and Security.** In October, the Council held a debate on the role of women in the consolidation of peace. The United States offered numerous examples of how women around the world have contributed to peace processes, including in Sierra Leone, the Democratic Republic of the Congo, and Nepal. The Council issued a Presidential Statement (S/PRST/2006/42) at the end of this debate, which requested the Secretary-General to include, in his reporting to the Council, progress in gender mainstreaming throughout UN peacekeeping missions as well as on other aspects relating specifically to women and girls. The Council emphasized the need for the inclusion of gender components in peacekeeping operations and encouraged member states and the Secretary-General to increase the participation of women in all areas and at all levels of peacekeeping operations.
- **Civilians in Armed Conflict.** In 2006, the Security Council held four meetings on the theme of Civilians in Armed Conflict. In April, the Council unanimously adopted Resolution 1674 demanding that all states cease the targeting of civilians in situations of armed conflict. At an open meeting in June, the United States discussed specific cases of concern, paying special attention to the situation in Darfur. In December, the Security Council discussed this issue again and the United States highlighted the increased consistency with which the Council was addressing the regional dimensions of civilian conflict, and called for the need to promote the safety of UN personnel. At a separate meeting in December, the Council unanimously adopted Resolution 1738, which condemned attacks against journalists, and stated that journalists are to be considered civilians provided they take no action adversely affecting their status as civilians.
- **Strengthening International Law: Rule of Law and Maintenance of International Peace and Security.** In June, the Council held a debate and issued a Presidential Statement (S/PRST/2006/28) on international law and international peace and security. Both the U.S. statement and the Presidential Statement reinforced the use of targeted sanctions as an important tool in the maintenance of international peace and security.
- **Cooperation between the United Nations and Regional Organizations in Maintaining International Peace and Security.**

At a Council meeting in September on regional cooperation, the United States indicated that enhanced cooperation between regional organizations and the United Nations could be valuable, especially when they share lessons learned and information about peacekeeping missions. However, the United States cautioned that these relationships should be informal and should not detract from the relationship between the United Nations and member states. During the meeting, the Council also issued a Presidential Statement (S/PRST/2006/39) that listed ways in which the Council could expand its cooperation with regional organizations including by inviting relevant regional and sub-regional organizations to participate in the Council's meetings, and by continuing to have informal consultations with them as appropriate.

- **Small Arms.** The Council discussed the issue of small arms at an open meeting in March, during which the United States expressed its commitment to finding practical and effective ways to curb illicit trafficking in small arms and light weapons. The United States discussed several measures it has implemented to this end, including: having promoted transparency and greater responsibility in transfers of conventional arms; having worked to prevent their destabilizing accumulation in fora such as the Wassenaar Arrangement; and having offered bilateral, financial, and technical assistance to help countries develop national export and import controls, improve border security against arms smugglers, and secure and destroy illicit stocks of small and light weapons in conflict-prone regions.
- **Non-Proliferation of Weapons of Mass Destruction.** In April, the Council unanimously adopted Resolution 1673 which extended the mandate of the Security Council Committee on the Non-Proliferation of Weapons of Mass Destruction for two years, ending April 27, 2008.