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## Annual Review of United Nations Affairs, 2009-2010



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# Annual Review of United Nations Affairs

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**2009/2010**

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VOLUME I

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Edited by  
Joachim Müller  
and  
Karl P. Sauvant

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## **SUMMARY TABLE OF CONTENTS**

### **VOLUME I**

Note: ARUNA 2009/2010

Overview: The United Nations Year 2009/2010: Shift from Center Stage – Joachim Müller and Karl P. Sauvant

Introduction: The United Nations and the International Financial Crisis: Extracts from the final report produced by the Commission of Experts of the President of the United Nations General Assembly on Reforms of the International Monetary and Financial System as well as from a preface written by Joseph E. Stiglitz

Calendar of Conferences and Meetings of the United Nations, 15 September 2009 to 13 September 2010

List of Abbreviations

CHAPTER 1: General Assembly, Sixty-fourth Session

### **VOLUME II**

CHAPTER 1: General Assembly, Sixty-fourth Session (*Continued*)

### **VOLUME III**

CHAPTER 1: General Assembly, Sixty-fourth Session (*Continued*)

### **VOLUME IV**

CHAPTER 2: Security Council

### **VOLUME V**

CHAPTER 3: Economic and Social Council

CHAPTER 4: International Court of Justice

### **VOLUME VI**

CHAPTER 5: Secretariat: Annual Reports

CHAPTER 6: Selected Peacekeeping, Peace-building and Political Missions: Progress Reports

### **VOLUME VII**

CHAPTER 6: Selected Peacekeeping, Peace-building and Political Missions: Progress Reports (*Continued*)

INDEX

## TABLE OF CONTENTS VOLUME I

Note: ARUNA 2009/2010 . . . . .	ix
Overview: The United Nations Year 2009/2010: Shift from Center Stage – Joachim Müller and Karl P. Sauvant . . . . .	xi
Introduction: The United Nations and the International Financial Crisis: Extracts from the final report produced by the Commission of Experts of the President of the United Nations General Assembly on Reforms of the International Monetary and Financial System as well as from a preface written by Joseph E. Stiglitz . . . . .	xxxvii
Calendar of Conferences and Meetings of the United Nations, 15 September 2009 to 13 September 2010 . . . . .	xlix
List of Abbreviations . . . . .	lxiii

### CHAPTER 1

#### General Assembly Sixty-fourth Session

1. Statement to the General Assembly by Mr. Ali Abdussalam Treki, President of the General Assembly, following the Opening of the Sixty-fourth Session, A/64/PV1, 15 September 2009 . . . . .	3
2. Agenda of the Sixty-fourth Session of the General Assembly, A/64/251, 18 September 2009, Add.1, 1 December 2009, and Add.2, 29 March 2010 . . . . .	7
3. Resolutions Adopted by the General Assembly at its Sixty-fourth Session. . . . .	19
64/1. High-level United Nations Conference on South-South Cooperation. . . . .	19
64/2. Scale of assessments for the apportionment of the expenses of the United Nations: requests under Article 19 of the Charter . . . . .	21
64/3. Observer status for the International Olympic Committee in the General Assembly . . . . .	22
64/4. Building a peaceful and better world through sport and the Olympic ideal . . . . .	22
64/5. 2010 International Federation of Association Football World Cup in South Africa. . . . .	24
64/6. Necessity of ending the economic, commercial and financial embargo imposed by the United States of America against Cuba. . . . .	25
64/7. International Commission against Impunity in Guatemala . . . . .	27
64/8. Report of the International Atomic Energy Agency. . . . .	28

64/9. Report of the International Criminal Court . . . . .	29
64/10. Follow-up to the report of the United Nations Fact-Finding Mission on the Gaza Conflict . . . . .	32
64/11. The situation in Afghanistan . . . . .	34
64/12. Support by the United Nations system of the efforts of Governments to promote and consolidate new or restored democracies . . . . .	48
64/13. Nelson Mandela International Day . . . . .	51
64/14. The Alliance of Civilizations . . . . .	52
64/15. Permanent memorial to and remembrance of the victims of slavery and the transatlantic slave trade . . . . .	53
64/16. Committee on the Exercise of the Inalienable Rights of the Palestinian People . . . . .	55
64/17. Division for Palestinian Rights of the Secretariat . . . . .	57
64/18. Special information programme on the question of Palestine of the Department of Public Information of the Secretariat . . . . .	58
64/19. Peaceful settlement of the question of Palestine . . . . .	60
64/20. Jerusalem . . . . .	66
64/21. The Syrian Golan . . . . .	67
64/22. Objective information on military matters, including transparency of military expenditures . . . . .	69
64/23. Implementation of the Declaration of the Indian Ocean as a Zone of Peace . . . . .	71
64/24. African Nuclear-Weapon-Free Zone Treaty . . . . .	72
64/25. Developments in the field of information and telecommunications in the context of international security. . . . .	74
64/26. Establishment of a nuclear-weapon-free zone in the region of the Middle East . . . . .	76
64/27. Conclusion of effective international arrangements to assure non-nuclear-weapon States against the use or threat of use of nuclear weapons. . . . .	78
64/28. Prevention of an arms race in outer space . . . . .	81
64/29. Treaty banning the production of fissile material for nuclear weapons or other nuclear explosive devices. . . . .	84
64/30. Assistance to States for curbing the illicit traffic in small arms and light weapons and collecting them . . . . .	84

64/31. Follow-up to nuclear disarmament obligations agreed to at the 1995 and 2000 Review Conferences of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons . . . . .	87
64/32. Relationship between disarmament and development . . . . .	89
64/33. Observance of environmental norms in the drafting and implementation of agreements on disarmament and arms control. . . . .	91
64/34. Promotion of multilateralism in the area of disarmament and non-proliferation . . . . .	92
64/35. International Day against Nuclear Tests . . . . .	94
64/36. Convention on Cluster Munitions . . . . .	95
64/37. Reducing nuclear danger . . . . .	95
64/38. Measures to prevent terrorists from acquiring weapons of mass destruction. . . . .	97
64/39. Treaty on the South-East Asia Nuclear-Weapon-Free Zone (Bangkok Treaty) . . . . .	99
64/40. National legislation on transfer of arms, military equipment and dual-use goods and technology . . . . .	100
64/41. Regional disarmament . . . . .	101
64/42. Conventional arms control at the regional and subregional levels . . . . .	103
64/43. Confidence-building measures in the regional and subregional context . . . . .	104
64/44. Nuclear-weapon-free southern hemisphere and adjacent areas . . . . .	105
64/45. Prohibition of the dumping of radioactive wastes . . . . .	108
64/46. Implementation of the Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction . . . . .	110
64/47. Renewed determination towards the total elimination of nuclear weapons. . . . .	112
64/48. The arms trade treaty . . . . .	115
64/49. Transparency and confidence-building measures in outer space activities . . . . .	118
64/50. The illicit trade in small arms and light weapons in all its aspects. . . . .	119
64/51. Problems arising from the accumulation of conventional ammunition stockpiles in surplus . . . . .	123
64/52. Second Conference of States Parties and Signatories to Treaties that Establish Nuclear-Weapon-Free Zones and Mongolia . . . . .	124

64/53. Nuclear disarmament . . . . .	126
64/54. Transparency in armaments . . . . .	131
64/55. Follow-up to the advisory opinion of the International Court of Justice on the <i>Legality of the Threat or Use of Nuclear Weapons</i> . . . . .	133
64/56. Implementation of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on Their Destruction . . . . .	135
64/57. Towards a nuclear-weapon-free world: accelerating the implementation of nuclear disarmament commitments . . . . .	138
64/58. United Nations regional centres for peace and disarmament. . . . .	140
64/59. Convention on the Prohibition of the Use of Nuclear Weapons . . . . .	141
64/60. United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean . . . . .	143
64/61. Regional confidence-building measures: activities of the United Nations Standing Advisory Committee on Security Questions in Central Africa . . . . .	145
64/62. United Nations Regional Centre for Peace and Disarmament in Africa . . . . .	147
64/63. United Nations Regional Centre for Peace and Disarmament in Asia and the Pacific . . . . .	149
64/64. Report of the Conference on Disarmament. . . . .	150
64/65. Report of the Disarmament Commission. . . . .	152
64/66. The risk of nuclear proliferation in the Middle East . . . . .	153
64/67. Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects . . . . .	155
64/68. Strengthening of security and cooperation in the Mediterranean region . . . . .	158
64/69. Comprehensive Nuclear-Test-Ban Treaty . . . . .	160
64/70. Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on Their Destruction . . . . .	162
64/71. Oceans and the law of the sea . . . . .	163
64/72. Sustainable fisheries, including through the 1995 Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea of 10 December 1982 relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks, and related instruments . . . . .	195



64/73. Protection of global climate for present and future generations of humankind . . . . .	221
64/74. Humanitarian assistance, emergency relief and rehabilitation for El Salvador as a result of the devastating effects of Hurricane Ida . . . . .	225
64/75. Participation of volunteers, "White Helmets", in the activities of the United Nations in the field of humanitarian relief, rehabilitation and technical cooperation for development . . . . .	226
64/76. Strengthening of the coordination of emergency humanitarian assistance of the United Nations . . . . .	228
64/77. Safety and security of humanitarian personnel and protection of United Nations personnel . . . . .	233
64/78. Return or restitution of cultural property to the countries of origin . . . . .	240
64/79. 2001–2010: Decade to Roll Back Malaria in Developing Countries, Particularly in Africa. . . . .	245
64/80. International Decade for a Culture of Peace and Non-Violence for the Children of the World, 2001–2010. . . . .	251
64/81. Promotion of interreligious and intercultural dialogue, understanding and cooperation for peace . . . . .	255
64/82. Follow-up to the International Year of Human Rights Learning. . . . .	257
64/83. University for Peace . . . . .	259
64/84. Assistance in mine action. . . . .	261
64/85. Effects of atomic radiation . . . . .	264
64/86. International cooperation in the peaceful uses of outer space . . . . .	267
64/87. Assistance to Palestine refugees . . . . .	274
64/88. Persons displaced as a result of the June 1967 and subsequent hostilities . . . . .	275
64/89. Operations of the United Nations Relief and Works Agency for Palestine Refugees in the Near East . . . . .	276
64/90. Palestine refugees' properties and their revenues . . . . .	281
64/91. Work of the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Palestinian People and Other Arabs of the Occupied Territories . . . . .	282
64/92. Applicability of the Geneva Convention relative to the Protection of Civilian Persons in Time of War, of 12 August 1949, to the Occupied Palestinian Territory, including East Jerusalem, and the other occupied Arab territories. . . . .	285

64/93. Israeli settlements in the Occupied Palestinian Territory, including East Jerusalem, and the occupied Syrian Golan . . . . .	287
64/94. Israeli practices affecting the human rights of the Palestinian people in the Occupied Palestinian Territory, including East Jerusalem . . . . .	289
64/95. The occupied Syrian Golan. . . . .	293
64/96. Questions relating to information . . . . .	295
64/97. Information from Non-Self-Governing Territories transmitted under Article 73 <i>e</i> of the Charter of the United Nations. . . . .	309
64/98. Economic and other activities which affect the interests of the peoples of the Non-Self-Governing Territories . . . . .	310
64/99. Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations . . . . .	313
64/100. Offers by Member States of study and training facilities for inhabitants of Non-Self-Governing Territories . . . . .	317
64/101. Question of Western Sahara. . . . .	318
64/102. Question of New Caledonia. . . . .	320
64/103. Question of Tokelau. . . . .	323

## **Note: ARUNA 2009/2010**

### *ARUNA coverage of the United Nations year*

The coverage of the *Annual Review of United Nations Affairs (ARUNA)* follows the “UN year”: as a rule, the regular sessions of the General Assembly of the United Nations begin each year on the third Tuesday in September and last 12 months. The Assembly’s Committees normally meet from October to December of each year, although the Plenary continues to meet throughout the year, whenever the need arises. (The United Nations calendar of conferences and meetings for the period covered can be found after the Introduction.) “Life” in the United Nations is therefore structured from September to September. This year’s edition covers the 64th session of the General Assembly, 15 September 2009 to 13 September 2010. It contains complete coverage of the outcome of the work of the key organs of the UN.

### *ARUNA introduction*

The deliberations of the United Nations during this year took place in the shadow of the world financial and economic crisis. In fact, the President of the General Assembly had convened, in November 2008, a Commission of Experts of the President of the United Nations General Assembly on Reforms of the International Monetary and Financial System, headed by Professor Joseph E. Stiglitz, to assist the member states of the Organization in their deliberations on the world financial and economic crisis. The Commission submitted its report on 21 September 2009. Among other things, it called for a strengthening of the role of the United Nations in international economic governance, including through the establishment of a Global Economic Coordination Council. Given the importance of these economic developments, the Introduction to this year’s edition of the *Annual Review of United Nations Affairs* brings together excerpts from this report, as well as from a Preface Professor Stiglitz had written for the separate publication of this report.

### *ARUNA concept*

ARUNA presents comprehensive documentation of the work of the United Nations for the time-period covered. Coverage of the United Nations’ key organs is provided: the General Assembly, the Security Council, the Economic and Social Council (ECOSOC), the International Court of Justice, and the United Nations Secretariat. (Due to its inactive nature, the Trusteeship Council is not included.) In addition, selected reports of intergovernmental bodies and expert groups and other materials are included. Solely official United Nations documentation is used.

ARUNA thus occupies a special place in the growing number of publications on the work of the United Nations—it allows readers to obtain an overview of the principal developments in its key organs during the time period covered. This makes it an important reference source for policy-makers and academic researchers.

### *Description of the chapters contained in ARUNA 2009/2010*

The 2009/2010 edition comprises six chapters:

- Chapter 1 covers the 64th session of the General Assembly. It is introduced by the opening statement of the President of the session, which highlights some of the main

topics of the United Nations year under review. This is followed by the agenda of the annual session and the complete set of its resolutions.

- Chapter 2 contains the report of the Security Council, giving a detailed account of the various issues discussed, the documentation considered, and the decisions taken by the Security Council during the year under review. This is followed by the resolutions of the Security Council.
- Chapter 3 contains the Report of ECOSOC, comprising three segments. It also reproduces its agenda and makes reference to the resolutions and decisions of the Council. This is followed by the resolutions of ECOSOC.
- Chapter 4 contains the report of the International Court of Justice and gives details of its jurisdiction, its composition, and the work undertaken.
- Chapter 5 documents the work of the Secretariat. It starts with the Annual Report of the Secretary-General for the 64th session of the General Assembly. This is followed by a number of annual reports of various entities of the United Nations.
- Finally, Chapter 6 presents progress reports for selected peacekeeping, peace-building, and political missions.

We trust that this publication is of use to all those interested in the work of the United Nations.

ARUNA is edited by Dr. Joachim Müller, Director for Resource Management, World Meteorological Organization (e-mail: joachimwm@gmail.com), and Dr. Karl P. Sauvant, Executive Director, Vale Columbia Center on Sustainable International Investment (a joint initiative of The Earth Institute at Columbia University and the Columbia Law School), and Co-Director, Millennium Cities Initiative (e-mail: karlsauvant@gmail.com). The views expressed here do not necessarily reflect those of the institutions with which the editors are affiliated.

## Overview

### The United Nations Year 2009/2010: Shift from Center Stage

by

*Joachim Müller and Karl P. Sauvant\**

The United Nations facilitates cooperation in a wide range of areas, most notably regarding international security, economic development, social progress, and human rights. It provides a platform for dialogue, establishes international norms, and works through peacekeeping missions and multiple subsidiary organizations to carry out its missions. The 64th session of the United Nations (2009/2010) – which took place in the shadow of the world financial and economic crisis (see the Introduction below) – was particularly marked by the devastating Haiti earthquake of 12 January 2010 and the Pakistan floods during three weeks in August 2010.<sup>1</sup>

The Haiti earthquake left more than 200,000 dead and millions homeless. The headquarters of the United Nations Stabilization Mission in Haiti (MINUSTAH), located in the capital Port-au-Prince, collapsed, killing 101 United Nations staff members, including the Mission's Chief, Hédi Annabi, and his deputy, Luiz Carlos da Costa. This was the highest single loss of life in the history of United Nations peacekeeping. The Security Council<sup>2</sup> responded quickly on 19 January 2010 and strengthened MINUSTAH, which comprised 7,000 soldiers and 1,000 police, by an additional 3,500, to support the immediate recovery and stabilization efforts in the country. Secretary-General Ban Ki-moon set up a Haitian task force to manage the crisis and approached the United States for help, appointing former United States President Bill Clinton as United Nations Special Envoy for Haiti. Many countries responded to appeals for humanitarian aid and dispatched rescue teams.

The earthquake delivered a severe blow to the country's already shaky economy and infrastructure. Communication systems, transport facilities, and hospitals were damaged, which hampered rescue and aid efforts; confusion over who was in charge, and a chaotic period at the airport, prevented the arrival of relief planes. Delays in aid distribution led to angry appeals from survivors and aid workers, and to some looting and sporadic violence. The United Nations faced criticism from the media, but also from governments, among them those of France and Russia, over the sluggish international relief effort, in particular during the initial days following the earthquake. In March 2010, an international donor conference raised almost USD 10 billion (from 59 donors) in immediate and long-term assistance for the reconstruction effort. The event was organized by the United Nations and the United States, in cooperation with the Government of Haiti and with the support of Brazil, Canada, the European Union, France, and Spain.

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\* The views expressed here do not necessarily reflect those of the institutions with which the authors are affiliated.

<sup>1</sup> See Chapter 1.1 of ARUNA 2009/2010 for "Statement to the General Assembly by Mr. Ali Abdussalam Treki, President of the General Assembly, following the opening of the sixty-fourth session", A/64/PV1, 15 September 2009.

<sup>2</sup> See Chapter 2.2 of ARUNA 2009/2010 for Security Council Resolution S/RES/1908 (2010), "The question concerning Haiti", 19 January 2010.

The international community required some time to comprehend the true scope of the devastation in flood-ravaged Pakistan. With 160,000 square kilometers of land under water, countless villages had been washed away, roads and bridges had been destroyed, and crops and livelihood had been wiped out, with millions of people affected. Hundreds of thousands needed evacuation, food, shelter, and clean drinking water. Preventing water-borne diseases and epidemics were top priorities. The United Nations, together with Pakistani agencies, was immediately engaged in assessing the situation and authorized USD 20 million from emergency response and relief funds. Food, clean water, tents, and cholera kits were provided by the World Food Programme (WFP), the United Nations Children's Fund (UNICEF), the United Nations High Commissioner for Refugees (UNHCR), and the World Health Organization (WHO). With eight million people in need of relief aid and 14 million in need of health care, the Secretary-General travelled to Pakistan in mid-August 2010 and called for a massive scaling up of aid. The United Nations launched a USD 500 million appeal for an initial floods emergency response plan. The reply, however, was slow – with governments apparently reluctant to cope with yet another disaster.

### **Climate Change and Gaza Conflict**

The United Nations deals with multiple issues, some of which stay on the agenda for many years. In other cases, ad hoc crises need to be dealt with immediately. During 2009/2010, significant progress was achieved in addressing conflicts in Timor-Leste, Sierra Leone and Nepal; quiet progress was made in Iraq; and opportunities to advance solutions were opened in Cyprus. Two specific issues received considerable attention, namely climate change and the Gaza conflict.

The Climate Change Conference in Copenhagen in December 2009 had initially been intended as the concluding event of a long negotiation process (also known as the post-Kyoto framework) to establish limits on greenhouse gas emissions for individual countries, with the aim of addressing global warming. The United Nations Framework Convention on Climate Change (UNFCCC) had organized the negotiation process, which included conferences in Bali, Indonesia, in December 2007 and Poznan, Poland, in December 2008. Secretary-General Ban Ki-moon had placed climate change at the top of his agenda. Among others, he convened a special Summit on Climate Change in September 2009, addressed by over 100 heads of state and government, to strengthen momentum for a climate deal in Copenhagen.

The Copenhagen Conference, however, did not manage to reach a binding agreement on emissions ceilings or a financial support system for developing countries. Instead, an agreement was reached on the less ambitious Copenhagen Accord. It outlined a promise to make available USD 100 billion per year by 2020, in addition to USD 30 billion until 2012, to help developing countries carry out activities to mitigate and adapt to climate change. The conference also decided to return to the issue of a climate change agreement in Cancun, Mexico, at the end of 2010.

In preparation for the Mexico conference, the Secretary-General created two groups of senior officials. The High-Level Advisory Group on Climate Change Financing was established on 12 February 2010 to study potential sources of long-term funding indicated in the Copenhagen Accord. The Group was co-chaired by Mr. Jens Stoltenberg, Prime Minister of Norway, and Mr. Meles Zenawi, Prime Minister of Ethiopia, and included a team of

senior government officials, bank representatives, philanthropists, regional financial and monetary officials, and leading economists;<sup>3</sup> the Advisory Group was tasked to submit its report by October 2010. The second group, the High-Level Panel on Global Sustainability, was established on 9 August 2010 to develop a road map for a green economy by exploring approaches for building a resilient economy that can eradicate poverty while effectively addressing climate change. The Panel was co-chaired by Tarja Halonen, President of Finland, and Jacob Zuma, President of South Africa, and brought together global policy-makers, private sector representatives, and civil society experts.<sup>4</sup> The Panel was asked to report by the end of 2011, to feed into the United Nations Conference on Sustainable Development in Rio de Janeiro in 2012 and the annual conference of the UNFCCC.

The Gaza conflict was another main issue occupying the United Nations during 2009-2010. On 31 May 2010, Israel Defense Forces seized a flotilla of six ships in international

<sup>3</sup> Other members (in alphabetical order): Ambassador Pedro Luiz Carneiro de Mendonça, Under-Secretary General for Economic and Technological Affairs, Ministry of External Relations, Federal Republic of Brazil; Soumaïla Cissé, President, Commission of the West African Monetary Union; Ernesto Cordero Arroyo, Minister of Finance, Mexico; Chris Huhne, Secretary of State for Energy and Climate Change, United Kingdom; Sri Mulyani Indrawati, Managing Director, World Bank Group; Bharrat Jagdeo, President of the Republic of Guyana; Donald Kaberuka, President, African Development Bank; Caio Koch-Weser, Vice-Chairman, Deutsche Bank Group; Christine Lagarde, Minister of the Economy, Industry and Employment, France; Trevor Manuel, Minister in the Presidency for National Planning, Republic of South Africa; Bob McMullan, Member of Parliament and Parliamentary Secretary for International Development Assistance, Australia; Mutsuyoshi Nishimura, Special Advisor to the Cabinet Office, Japan; Supachai Panitchpakdi, Secretary-General of the United Nations Conference on Trade & Development (UNCTAD); Tharman Shanmugaratnam, Minister for Finance, Republic of Singapore; Lawrence H. Summers, Director of the National Economic Council and Assistant to the President for Economic Policy, United States of America; Montek Singh Ahluwalia, Deputy Chairman, Planning Commission, Republic of India; George Soros, Chairman, Soros Fund Management; Nicholas Stern, Professor of Economics and Government, London School of Economics; and Zhu Guangyao, Vice-Minister, Ministry of Finance, People's Republic of China.

<sup>4</sup> Other members (in alphabetical order): H.H. Sheikh Abdallah Bin Zayid Al Nahayan, Minister of Foreign Affairs of the United Arab Emirates; Hajiya Amina Az-Zubair, Senior Special Assistant/Advisor to the President of Nigeria on MDGs; Ali Babacan, Deputy Prime Minister of Turkey; James Laurence Balsillie, Co-CEO, Research in Motion, and Chair of the Board, Centre for International Governance Innovation (CIGI), Canada; Alexander Bedritsky, Adviser to the President of the Russian Federation and Special Envoy for Climate, President of the World Meteorological Organization (WMO); Gro Harlem Brundtland, Former Prime Minister of Norway and former Chair of the World Commission on Environment and Development; Micheline Calmy-Rey, Minister for Foreign Affairs of Switzerland; Julia Carabias, Environmentalist and former Secretary of the Environment of Mexico; Gunilla Carlsson, Minister for International Development Cooperation of Sweden; Luisa Dias Diogo, Member of Parliament and former Prime Minister of Mozambique; Han Seung-soo, Chairman of the Governing Board, Global Green Growth Institute (GGGI) and former Prime Minister of the Republic of Korea; Yukio Hatoyama, Member of the House of Representatives and former Prime Minister of Japan; Connie Hedegaard, EU Commissioner for Climate Action; Cristina Narbona Ruiz, Spanish Ambassador to the OECD and former Minister of Environment of Spain; Jairam Ramesh, Minister of Environment of India; Susan E. Rice, United States Permanent Representative to the United Nations and member of the United States President's Cabinet; Kevin Rudd, Member of Parliament and former Prime Minister of Australia; David Thompson, Prime Minister of Barbados; and Zheng Guo Guang, Administrator, China Meteorological Administration.

waters in the Mediterranean Sea. The ships had departed from Turkey with 718 people from 37 countries on board, and set out for Gaza, carrying humanitarian aid. Israel had imposed a Gaza Strip blockade with the expressed intent of preventing Hamas from acquiring weapons. Nine activists were killed and dozens were injured; seven Israeli commandos were injured. The raid prompted widespread international reactions, including demonstrations around the world, and strained relations between Turkey and Israel. On 1 June 2010, the Security Council condemned the raid and demanded an investigation.<sup>5</sup> Israel initially rejected this call, but later agreed to cooperate with the investigation – which was considered a major success for Secretary-General Ban Ki-moon. The panel of inquiry included as chair Geoffrey Palmer, former Prime Minister of New Zealand, and as vice-chair Alvaro Uribe, the outgoing President of Colombia, as well as two additional members, one each from Israel and Turkey. The panel was not to reopen investigations, but to review those already undertaken by Israel and Turkey. In a parallel move to that by the Security Council, the Human Rights Council launched a separate international inquiry, focused on possible violations of international law. A three member fact-finding mission was dispatched in June 2010, chaired by Judge Karl T. Hudson-Phillips of Trinidad and Tobago, a former judge with the International Criminal Court.<sup>6</sup> The panel and the fact-finding mission were asked to report in September 2010.

On a related matter, the Human Rights Council had previously established a fact-finding mission in April 2009 to investigate possible violations of international law in connection with the three-week armed conflict that took place in the Gaza Strip and southern Israel during the winter of 2008-2009. Richard Goldstone, an international jurist from South Africa, headed the Mission;<sup>7</sup> it issued its report in September 2009. Both the Israel Defense Forces and the Palestinian militants were accused of war crimes and possible crimes against humanity. The fact-finding mission recommended that the sides investigate their own conduct and, should they fail to do so, that the allegations be brought to the International Criminal Court. Israel rejected the report as prejudiced and full of errors, and also rejected the charge that it had a policy of deliberately targeting civilians. The Islamic group Hamas, which governs the Gaza Strip, initially rejected some of the report's findings, but subsequently expressed support. In November 2009, the General Assembly<sup>8</sup> accepted an appeal from the Human Rights Council and supported an investigation to be conducted by Israel and the Palestinian sides on allegations of war crimes described in the report, with 114 votes in favor, 18 against, and 44 abstentions. In July 2010, Israel pressed charges against a soldier for killing Palestinian civilians during the Gaza conflict; a brigadier general and a

<sup>5</sup> Presidential Statement, "Security Council Condemns Acts Resulting in Civilian Deaths during Israeli Operation against Gaza-Bound Aid Convoy, Calls for Investigation", 6325th and 6326th Meetings, 1 June 2010.

<sup>6</sup> The other two members were Sir Desmond de Silva of the United Kingdom, a former chief prosecutor at the UN-backed Special Court for Sierra Leone (SCSL), and Shanthi Dairiam of Malaysia, a member of the Gender Equality Task Force at the United Nations Development Programme (UNDP).

<sup>7</sup> The other three members were Christine Chinkin of the United Kingdom, Hina Jilani of Pakistan, and Desmond Travers of Ireland.

<sup>8</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/10, "Follow-up to the report of the United Nations Fact Finding Mission on the Gaza Conflict", 5 November 2009.



colonel were also reprimanded. In February 2010, the Assembly endorsed an update of the status of Israeli and Hamas actions by March 2011, with 98 votes in favor, 7 against, and 31 abstentions.<sup>9</sup>

### **General Assembly**

Approving joint actions and fostering global norms, in particular through the sessions of the General Assembly, are among the key functions of the United Nations. Some Assembly resolutions reflect advances on long-standing matters, others simply recall positions on given issues, some of which appear to have lost relevance over time. As an example of the latter, the Assembly reaffirmed in December 2009 the need to continue working toward a new International Economic Order, based on the principles of equity, sovereign equality, interdependence, common interest, cooperation, and solidarity among all States set forth in the Declaration on the Establishment of a New International Economic Order.<sup>10</sup> The resolution was approved by 124 in favor with 50 abstentions. Canada expressed disappointment that the resolution sent a confusing message about the United Nations' work, and the European Union argued that the resolution was outdated and irrelevant in today's world. On pressing disarmament matters, the Assembly called for banning the production of fissile material for nuclear weapons and urged the Conference on Disarmament to start negotiations on a treaty early in 2010.<sup>11</sup> In addition, the Assembly agreed to hold a four-week United Nations conference in 2012 to elaborate an arms trade treaty.<sup>12</sup> Finally, an International Day against Nuclear Tests<sup>13</sup> was established, to be observed each year on 29 August.

The General Assembly is also concerned at times with issues that appear to be of marginal importance for international diplomacy. For example, the year 2010 was proclaimed the International Year of Youth, commencing on 12 August 2010.<sup>14</sup> This was to encourage dialogue and understanding across generations to promote the ideals of peace, respect for human rights and freedoms, and solidarity. In March 2010, the Assembly also proclaimed a Decade of Action for Road Safety (2011-2020), aimed at reducing traffic-related deaths and injuries.<sup>15</sup> Member states were called upon to improve road safety management, road

<sup>9</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/209, "Towards a New International Economic Order", 21 December 2009.

<sup>10</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/254, "Follow-up to the report of the United Nations Fact-Finding Mission on the Gaza Conflict (II)", 26 February 2010.

<sup>11</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/29, "Treaty banning the production of fissile material for nuclear weapons or other nuclear explosive devices", 2 December 2009.

<sup>12</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/48, "The arms trade treaty", 2 December 2009.

<sup>13</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/35, "International Day against Nuclear Tests", 2 December 2009.

<sup>14</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/134, "Proclamation of 2010 as International Year of Youth: Dialogue and Mutual Understanding", 18 December 2009.

<sup>15</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/255, "Improving global road safety", 2 March 2010.

infrastructure, vehicle safety, road-user behavior, road safety education, and post-crash care, as well as to set their own national road traffic casualty-reduction targets, to be achieved by the end of the Decade.

In November 2009, early on in the 64th session, the Assembly declared 18 July, Nelson Mandela's birthday, as Nelson Mandela International Day, to be observed annually starting in 2010.<sup>16</sup> This action recognized the long-standing dedication of the former South African President and Nobel Prize laureate to humanity, particularly in the areas of conflict resolution, race relations, human rights promotion, reconciliation, and gender equality. Setting the stage for the coming session, the General Assembly decided to convene a Special Summit on the Millennium Development Goals, to open the 65th session of the Assembly.<sup>17</sup> The meeting is to take into account progress made vis-à-vis internationally agreed development goals, through a review of best practices and lessons learned.

In total, the General Assembly approved 301 resolutions during the 64th session.<sup>18</sup> Of those, 58 received opposing votes, including from the United States in 43 votes. A total of 8 resolutions were passed with a negative vote by one country only, including India, Israel, North Korea, Somalia, Turkey, the United States, and Zimbabwe.<sup>19</sup> This compares to 311 resolutions approved during the 63rd session, of which 63 had received opposing votes.

### **Conferences and High-level Meetings**

Issues of particular importance are often dealt with through conferences and high-level meetings.<sup>20</sup>

The first major event during 2009/2010 was the World Summit on Food Security, held in Rome in November 2009, to deal with the entrenched problems of hunger. The Summit pledged renewed commitment to eradicate hunger at the earliest date. Countries agreed to

<sup>16</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/13, "Nelson Mandela International Day", 10 November 2009.

<sup>17</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/299, "Draft outcome document of the High-level Plenary Meeting of the sixty-fifth session of the General Assembly on the Millennium Development Goals", 13 September 2010.

<sup>18</sup> See Chapter 1.3 of ARUNA 2009/2010 for "Resolutions adopted by the General Assembly at its sixty-fourth session".

<sup>19</sup> See Chapter 1.3 of ARUNA 2009/2010: India was the negative vote for General Assembly resolution A/RES/64/42, "Conventional arms control at the regional and subregional levels", 2 December 2009; Israel for General Assembly resolution A/RES/64/95, "The occupied Syrian Golan", 10 December 2009, and for General Assembly resolution A/RES/64/87, "Assistance to Palestine refugees", 10 December 2009; Democratic People's Republic of Korea for General Assembly resolution A/RES/64/69, "Comprehensive Nuclear-Test-Ban Treaty", 2 December 2009; Somalia for General Assembly resolution A/RES/64/197, "Agricultural technology for development", 21 December 2009; Turkey for General Assembly resolution A/RES/64/71, "Oceans and the law of the sea", 4 December 2009; United States of America for General Assembly resolution A/RES/64/147, "Inadmissibility of certain practices that contribute to fueling contemporary forms of racism, racial discrimination, xenophobia and related intolerance", 18 December 2009; and Zimbabwe for General Assembly resolution A/RES/64/48, "The arms trade treaty", 2 December 2009.

<sup>20</sup> See ARUNA 2009/2010 for "Calendar of Conferences and Meetings of the United Nations", 15 September 2009 to 13 September 2010.

work to reverse the decline in domestic and international funding for agriculture, promote new investment in the sector, improve the governance of global food issues, and proactively face the challenges climate change posed for food security.<sup>21</sup>

In early December 2009, the High-level United Nations Conference on South-South Cooperation was held in Nairobi, Kenya, highlighting the leadership of countries of the global South in handling issues from economic recovery to food security and climate change.<sup>22</sup> The Nairobi Outcome recognized the increasing importance of South-South cooperation due to record economic growth of some developing countries and the establishment of regional common markets, customs unions, inter-State transport, and communications networks. The Nairobi Outcome invites developed countries to follow through on their official development assistance (ODA) commitments.

The High-Level Dialogue on Financing for Development in March 2010 was the fourth such dialogue held by the General Assembly since the landmark International Conference on Financing for Development in Monterrey, Mexico, in 2002.<sup>23</sup> The Outcome of the meeting, the Monterrey Consensus, has since become the main reference point for global development cooperation. A review conference was convened in 2008 in Doha, Qatar. The High-Level Dialogue focused on the status of implementation of the Monterrey Consensus and the Doha Declaration, as well as on the tasks ahead. The global financial crisis was seen as creating a series of challenges for developing countries, and the need was emphasized for more effective ODA, greater market access, and debt relief. Many countries stressed the importance of the domestic mobilization of resources and the strengthening of an enabling environment for private investment as key for development financing. The need for bringing about a successful conclusion of the Doha Round of multilateral trade negotiations was also emphasized.

In May 2010, the Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons (NPT) was held at United Nations headquarters in New York. The NPT is a landmark international treaty whose objective is to prevent the spread of nuclear weapons, to promote cooperation in the peaceful uses of nuclear energy, and to achieve nuclear disarmament. Since the treaty went into effect in 1970, review conferences have been held at five-year intervals. At the Conference, the United States took the remarkable step (as a gesture of openness) of making public the size of its nuclear stockpile. The Review Conference highlighted the need to ban any further nuclear weapon test explosions. The Comprehensive Nuclear-Test-Ban Treaty had been opened for ratification in 1996, and only a few additional countries still need to join to bring the treaty into force. There have been signs of renewed engagement in nuclear arms control. At a Security Council summit meeting in September 2009, presided over by President Barack Obama,

<sup>21</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/224, "Agriculture development and food security", 21 December 2009.

<sup>22</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/1, "High-level United Nations Conference on South-South Cooperation", 6 October 2009; and General Assembly Resolution A/RES/64/222, "Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation", 21 December 2009.

<sup>23</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/194, "Modalities for the fourth High-level Dialogue on Financing for Development", 21 December 2009.

the Council pledged to stop the proliferation of nuclear weapons, ensure reductions in existing weapon stockpiles and strengthen the control of fissile material.<sup>24</sup> Finally, on 8 April 2010, President Obama and Russian President Dmitry Medvedev signed the New Strategic Arms Reduction Treaty. Subsequently, on 22 December 2010, the U.S. Senate gave its advice and consent to ratification of the treaty, which had not yet been approved by the Duma of the Russian Federation at the time of this writing.

### **Economic and Social Council**

The Economic and Social Council (ECOSOC) met in June/July 2010. The high-level segment included a policy dialogue with international financial and trade institutions, as well as a dialogue with the heads of United Nations regional commissions. The Declaration reaffirmed the vital role of women as agents of development and declared that gender equality, the empowerment of women, the full enjoyment of their human rights, and the eradication of poverty were essential to socio-economic development, including achieving all of the Millennium Development Goals. The High-level segment also included the Annual Ministerial Review to assess progress toward the Millennium Development Goals, with a focus on goals relating to gender equality and women's empowerment. The segment included presentations from 13 countries. In parallel, the two-day Development Cooperation Forum was held, which called for a road map to reach the Millennium Development Goals by 2015. The Forum was structured around a series of round-table discussions on promoting greater coherence; accountable and transparent development cooperation; the role of various forms of cooperation, including South-South and triangular cooperation; the impact of multiple crises; allocating resources among competing needs; and achieving the Millennium Development Goals by 2015. Donor countries were encouraged to set ambitious targets for 2011-2015 during the High-level Summit in September 2010 to review progress toward the Millennium Goals.

### **United Nations Reform and Secretariat<sup>25</sup>**

The report of the Secretary-General details the work of the secretariat during 2009/2010.<sup>26</sup> The secretariat services meetings, prepares negotiations, provides studies, and implements decisions, with its main offices being in New York, Geneva, Vienna, and Nairobi. The operational arm for development includes various funds and programs, such as the United Nations Children's Fund, the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the United Nations High Commissioner for Refugees, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), and the World Food Programme (WFP).<sup>27</sup> Although under the authority

<sup>24</sup> See Chapter 2.2 of ARUNA 2009/2010 for Security Council Resolution S/RES/1887 (2009), "Maintenance of international peace and security: Nuclear non-proliferation and nuclear disarmament," 24 September 2009.

<sup>25</sup> For more detail on recent United Nations reform initiatives, see Joachim Müller, *Reforming the United Nations: The Challenge of Working Together* (Leiden: Brill, 2010).

<sup>26</sup> See Chapter 5.1 of ARUNA 2009/2010 for "United Nations: Report of the Secretary-General on the Work of the Organization for 2009/2010", A/65/1 (Supplement No. 1), 2010.

<sup>27</sup> See Chapter 5.3 of ARUNA 2009/2010 for "United Nations Children's Fund: Annual Report of the Executive Director for 2009", E/2010/6, 16 November 2009, Chapter 5.4 for "United Nations

of the General Assembly, these entities have their own governing bodies, budgets, and secretariats. In 2010, the United Nations budget amounted to approximately USD 20 billion, with a staff of 70,000.<sup>28</sup> Coordination of activities among the United Nations system organizations, including funds, programs, and the specialized agencies,<sup>29</sup> is done in the United Nations System Chief Executives Board.<sup>30</sup>

One of the main United Nations reform initiatives during 2009/2010 resulted in the establishment of United Nations Women, a single agency for accelerating gender equality and women's empowerment, to become operational by 1 January 2011. Approved in July 2010, this decision concluded four years of negotiations as part of a system-wide coherence initiative to consolidate four existing United Nations entities, namely the United Nations Development Fund for Women, the International Research and Training Institute for the Advancement of Women, the Division for the Advancement of Women, and the Office of the Special Adviser on Gender Issues and Advancement of Women. United Nations Women carries out policy-oriented activities and field operations, such as guidance and technical support at the country level. The new entity was also charged with coordinating the United Nations system activities on gender issues, including gender mainstreaming. The Assembly approved the appointment of an Under-Secretary-General to head up the new body and the establishment of an executive board to provide intergovernmental support to, and supervision of, its operational activities.

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Development Programme and United Nations Population Fund: Joint Annual Report of the Administrator of UNDP and of the Executive Director of UNFPA for 2009", E/2010/5, 25 November 2009; Chapter 5.5 for "United Nations High Commissioner for Human Rights: Report of the High Commissioner for 2010", A/65/36 (Supplement No. 36), 2010; Chapter 5.6 for "United Nations High Commissioner for Refugees: Report of the High Commissioner for 2009/2010", A/65/12 (Supplement No. 12), 2010; Chapter 5.7 for "United Nations Relief and Works Agency for Palestine Refugees in the Near East: Report of the Commissioner-General for 2009", A/65/13 (Supplement No. 13), 2010; Chapter 5.8 for "World Food Programme: Annual Report of the Executive Director for 2009", E/2010/14, 4 March 2010.

<sup>28</sup> Of the total budget of USD 20 billion, approximately USD 10 billion are funded from assessed contributions, of which USD 2.0 billion are provided for the United Nations secretariat and USD 8.0 billion for peacekeeping operations. The balance of USD 10 billion is funded from voluntary contributions, of which the major share relates to semi-independent programs and funds such as UNDP, UNICEF, UNHCR, UNFPA, and UNRWA. Of the 70,000 United Nations staff, 20,000 are with the United Nations secretariat, 20,000 at peacekeeping operations (in addition to approximately 100,000 military personnel provided by governments to United Nations peacekeeping missions), and 30,000 at semi-independent programs and funds.

<sup>29</sup> The specialized agencies are independent from the United Nations. They include the Food and Agriculture Organization (FAO), International Atomic Energy Agency (IAEA), International Civil Aviation Organization (ICAO), International Fund for Agricultural Development (IFAD), International Labour Organization (ILO), International Maritime Organization (IMO), International Monetary Fund (IMF), International Telecommunication Union (ITU), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Industrial Development Organization (UNIDO), Universal Postal Union (UPU), World Health Organization (WHO), World Intellectual Property Organization (WIPO), World Meteorological Organization (WMO), United Nations World Tourism Organization (UNWTO), World Bank, and World Trade Organization (WTO).

<sup>30</sup> See Chapter 5.2 of ARUNA 2009/2010 for "Annual overview report of the United Nations System Chief Executives Board for Coordination for 2009/2010", E/2010/69, 7 May 2010.

A comprehensive review of the whole question of peacekeeping operations was approved by the General Assembly<sup>31</sup> in May 2010. The Assembly endorsed the work of the Special Committee on Peacekeeping Operations on a comprehensive review, including cooperation with troop-contributing countries, the restructuring of peacekeeping, guiding principles, definitions and implementation of mandates, safety and security, and conduct and discipline. The review also touched on such issues as strengthening operational capacity, strategies for complex peacekeeping operations, triangular cooperation between the Security Council, Secretariat and troop-contributing countries, cooperation with regional arrangements, the enhancement of African peacekeeping capacities, and developing stronger United Nations field support arrangements. The Assembly urged the Secretariat to consult with troop-contributing countries when planning any change that would have an impact on personnel, equipment, training, and logistics requirements, such as changes in military tasks, mission-specific rules of engagement, operational concepts, or the command and control structure.

A controversy between a senior Secretariat official and the Secretary-General attracted global attention in July 2010. Inga-Britt Ahlenius, the outgoing Under-Secretary-General for the Office of Internal Oversight Services (OIOS) and a former Swedish auditor-general, leveled extraordinary charges against the Secretary-General. In a 50-page end-of-assignment report, she argued that, rather than being an advocate for accountability, the Secretary-General had systematically sought to undermine the independence of her office, initially by trying to set up a competing investigations unit under his control and then by thwarting her efforts to hire her own staff. She charged that the Organization was being led into irrelevance. The Secretary-General's office considered that the charges constituted a deeply unbalanced account of their differences and that the criticism of the Secretary-General's stewardship of the United Nations was patently unfair. OIOS tasks include preventing and detecting fraud, waste, abuse, malfeasance, and mismanagement. In September 2010, Carman L. Lapointe of Canada took up the position of Under-Secretary-General for OIOS.

### **Peacekeeping and Peace-building**

Peacekeeping and peace-building continued to expand in 2009/2010. By mid-2010, the Department of Peacekeeping Operations (DPKO) directed 16 peacekeeping missions, with a somewhat higher number of 122,745 peacekeepers (see box below) as compared with the previous year, as well as one peace-building mission. The Department of Political Affairs (DPA) directed a total of 11 political and peace-building missions.<sup>32</sup> In the following table, the main peacekeeping operations and peace-building missions are outlined.

<sup>31</sup> See Chapter 1.3 of ARUNA 2009/2010 for General Assembly Resolution A/RES/64/266, "Comprehensive review of the whole question of peacekeeping operations in all their aspects", 21 May 2010.

<sup>32</sup> Missions directed by DPA: Office of the Special Representative of the Secretary-General for West Africa (UNOWA), Office of the United Nations Special Coordinator for the Middle East (UNSCO), Office of the United Nations Special Coordinator for Lebanon (UNSCOL), United Nations Assistance Mission for Iraq (UNAMI), United Nations Integrated Office in Burundi (BINUB), United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL), United Nations Integrated Peacebuilding Office in the Central African Republic (BINUCA), United Nations

<b>Peacekeeping operations as of 30 June 2010</b>	
<b>Africa</b>	<b>Peacekeepers*</b>
MINURCAT (Central African Republic and Chad)	3,872
MINURSO (Western Sahara)	510
MONUC/MONUSCO (Congo)	24,996
UNAMID (Sudan/Darfur)	25,883
UNMIL (Liberia)	10,959
UNMIS (Sudan/South)	14,539
UNOCI (Côte d'Ivoire)	9,976
<b>Americas</b>	
MINUSTAH (Haiti)	13,494
<b>Asia and the Pacific</b>	
UNMIT (East Timor)	2,903
UNMOGIP (India and Pakistan)	115
<b>Europe</b>	
UNFICYP (Cyprus)	1,078
UNMIK (Kosovo)	458
<b>Middle East</b>	
UNDOF (Golan Heights)	1,180
UNIFIL (Lebanon)	12,419
UNTSO (Middle East)	363
<b>Total</b>	<b>122,745</b>

\*Including troops, military observers, police, international civilians, local civilians, and UNV volunteers.

Source: United Nations, DPI/1634/Rev.110/Corr.1, August 2010.

The **United Nations African Mission in Darfur (UNAMID)** was established in July 2007 as an African Union/United Nations hybrid peacekeeping operation to support the implementation of the Darfur Peace Agreement for the Darfur region of Western Sudan.<sup>33</sup> The Agreement between the Government of Sudan and Darfur rebel groups of May 2006 was meant to end a conflict that had begun in 2003 with a rebellion accusing the Government of neglecting the vast desert region. The Darfur Peace Agreement specified the disarmament of the Janjaweed, a government militia, and the disbandment of the rebel forces, and aimed at establishing a temporary government in which the rebels could take part. The conflict has left up to 300,000 people dead and forced 2.7 million to flee their homes, many to camps in Sudan's western region. The fighting in Darfur broke out after the conflict in southern Sudan had begun (see United Nations Mission in Sudan below).

Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS), United Nations Mission in Nepal (UNMIN), United Nations Political Office for Somalia (UNPOS), and United Nations Regional Centre for Preventive Diplomacy for Central Asia (UNRCCA).

<sup>33</sup> See Chapter 2.2 of ARUNA 2006/2007 for Security Council Resolution S/RES/1769 (2007), "Reports of the Secretary-General on the Sudan", 31 July 2007.

UNAMID has as its core mandate the protection of civilians, though it also contributes to security for humanitarian assistance, monitors and verifies the implementation of agreements, and assists an inclusive political process. It is the largest and most complex field operation the United Nations has ever undertaken, with an annual budget of USD 1.8 billion and 25,883 peacekeepers by mid-2010, as compared to 22,431 in mid-2009.<sup>34</sup> The World Food Programme distributed food to more than three million people throughout Darfur. Now nearing full deployment, UNAMID has been able to expand its patrols throughout the three Darfur states, with more than 100 patrols a day.

Not all rebel groups had signed the Darfur Peace Agreement. It did not include the Justice and Equality Movement (JEM) led by Khalil Ibrahim, which commands the most potent military force in Darfur, and the Sudan Liberation Army-Abdel Wahid (SLA-AW), a significant force with tribal links to the largest number of displaced in Darfur. The non-signatories created a temporary military alliance that inflicted a number of crushing defeats on the Sudanese army and condemned the peace agreement to irrelevance. A number of mediation and negotiation efforts were launched by the African Union and the United Nations in 2007 and 2008, with the aim of uniting rebel movements and holding new talks. In June 2008, Djibril Bassolé of Burkina Faso was appointed chief mediator for the peace process, representing the African Union and the United Nations. In addition, the African Union authorized a High-Level Implementation Panel on Darfur in July 2008, headed by former South African President Thabo Mbeki, to focus on peace, reconciliation, and justice.

The deployment of UNAMID had initially been delayed since the anticipated support by the Government of Sudan was not forthcoming. Instead, Darfur experienced an escalation of violence. In March 2007, the United Nations mission accused the Government of Sudan of orchestrating, and taking part in, gross violations in Darfur. The United Kingdom and France suggested sanctions against the Government. In July 2008, the chief prosecutor at the International Criminal Court (ICC) filed charges of war crimes against Sudan's President Omar al-Bashir and issued an arrest warrant in March 2009. This was the first time a sitting head of state had been charged by the ICC. Sudan rejected the ICC's jurisdiction. The League of Arab States and the African Union announced its solidarity with the President. Outbursts of fighting and periodic harassments of UNAMID by pro-government factions continued. In July 2009, Ibrahim Gambari of Nigeria was appointed head of UNAMID.

<sup>34</sup> See Chapter 6.F.1 of ARUNA 2009/2010 for "Report of the Secretary-General on the United Nations Mission in the Sudan", S/2009/545, 21 October 2009; Chapter 6.F.2 for "Report of the Secretary-General on the deployment of the African Union-United Nations Hybrid Operation in Darfur", S/2009/592, 16 November 2009; Chapter 6.F.3 for "Report of the Secretary-General on the Sudan", S/2010/31, 19 January 2010; Chapter 6.F.4 for "Report of the Secretary-General on the deployment of the African Union-United Nations Hybrid Operation in Darfur", S/2010/50, 29 January 2010; Chapter 6.F.5 for "Report of the Secretary-General on the United Nations Mission in Sudan", S/2010/168, 5 April 2010; Chapter 6.F.6 for "Report of the Secretary-General on the United Nations Mission in Sudan, Addendum", S/2010/168/Add.1, 27 April 2010; Chapter 6.F.7 for "Report of the Secretary-General on the deployment of the African Union-United Nations Hybrid Operation in Darfur", S/2010/213, 28 April 2010; Chapter 6.F.8 for "Report of the Secretary-General on the Sudan", S/2010/388, 19 July 2010.



In February 2009, the League of Arab States launched new negotiations between the Government of Sudan and the JEM in Doha, Qatar, with Djibril Bassolé, the chief mediator of the African Union and the United Nations, working alongside Qatar's state minister for foreign affairs. The meeting resulted in a goodwill agreement that combined a ceasefire with a commitment to exchange prisoners and to facilitate the delivery of aid. In March 2009, five additional rebel groups joined the Doha meeting, a move not acceptable to the JEM, which subsequently suspended its participation. The SLA-AW did not participate in the Doha negotiations. With other tracks stalled, civil society representatives met for the first time in Doha in November 2009 and issued the Doha Declaration, which called for an immediate ceasefire and negotiations, an end to impunity, the settlement of land disputes (including the return of internally displaced persons), and the evacuation of settlers.

In December 2009, Sudan and Chad signed an agreement on border security and restored diplomatic relations, ending a period of conflict. This progress gave new impetus to the Darfur negotiations, which resumed in January 2010, resulting in a framework agreement between the government and JEM. The agreement covered a ceasefire, the release of prisoners, and an agenda for substantive talks, to include a permanent ceasefire, the future status of JEM combatants, compensations, and power sharing. The new peace round was hailed internationally as a major breakthrough. In parallel, the Government negotiated in Doha with a unified rebel group, the Liberation and Justice Movement (LJM). LJM includes the Tripoli Group, the Addis Ababa group, and the United Resistance Front, the largest military contingent outside of JEM. In March 2010, the Government signed a framework agreement with LJM, despite the demands of JEM to expel that group from the Doha negotiations.

In April 2010, presidential and parliamentary elections were held in Sudan. The elections were held in a peaceful and orderly manner in Darfur, in spite of strong opposition from the armed movements. President Omer Hassan al-Bashir was confirmed as the winner, and legislators were elected in Darfur's three states. Following consultations between the African Union and the United Nations, UNAMID began to engage systematically with newly elected officials.

However, the security situation deteriorated quickly in May 2010. The Government and JEM accused each other of violating the ceasefire agreement. Renewed fighting occurred, making that month the deadliest since the establishment of UNAMID in 2007. The Government was able to dislodge JEM from its traditional stronghold in Jebel Moon in West Darfur and the Adoula mountains in southern Darfur, in addition to disrupting aid supply routes to El Fasher and Nyala. The resumption in fighting was accompanied by JEM's withdrawal from the Doha peace talks. In an apparent attempt to take advantage of the Government's military engagement with JEM, the SLA-AW attacked Sudanese armed forces' positions in the Jebel Marra area. In addition, intense inter-communal fighting erupted between the Misseriy and Nawaiba communities, both semi-nomadic Arab tribes that had been fighting over fertile land along the border of South and West Darfur states, causing civilian casualties and displacement, in addition to hindering the delivery of humanitarian assistance. There was a spike in criminal acts, such as abductions and kidnappings, and attacks against United Nations and humanitarian personnel, leaving 10 dead and 26 injured. The Secretary-General stated that there are no signs that peace in Darfur is being pursued with seriousness and in good faith and that it was essential that the Sudanese

authorities show greater practical commitment to providing an enabling environment for the Mission.

Still, in May 2010, a meeting of the African Union and the United Nations in Addis Ababa agreed on an integrated approach to stability in Sudan, linking peace in Darfur to preparations for the January 2011 referendum on the future of southern Sudan, which would determine whether the South remained part of Sudan or become an independent political entity. It was also agreed that the Global Political Agreement on Darfur should be concluded ahead of the holding of the southern Sudan referendum. This was accepted by the Government of Sudan.

A new crisis broke out in July 2010, with clashes in several internal displacement camps between those who opposed the peace talks in Doha and those who did not. UNAMID was under attack when refusing the demand of the Government to hand over six leaders accused of instigating violence in the Kalma camp. When UNAMID refused, the Government responded by closing the camp to international relief organizations. (Previously, government forces had targeted the camp in a raid that killed dozens of residents in August 2008.) In August 2010, the Sudanese President stepped up pressure on UNAMID by announcing restrictions on the movement of personnel from UNAMID and by threatening to expel the Mission. At the same time, the ICC issued a second arrest warrant for the President, adding genocide to the list of charges. In response, the African Union summit in Kampala decided not to cooperate with ICC and condemned the conduct of its prosecutor.

In the second part of 2010, the Government of Sudan developed a new domestication strategy for the peace process, including the central government and Darfur's three state governors elected in the April 2010 elections. The strategy focused on security and was developed to advance peace from within, in a more aggressive, hands-on approach to the Darfur problem. In the meantime, the Doha peace talks between the Government and the LJM had resumed. In October 2010, the two parties launched negotiations on wealth sharing, compensation and the return of internally displaced persons and refugees, security arrangements, power sharing, the administrative status of Darfur, and reconciliation. The aim was to achieve a comprehensive peace agreement. This occurred despite the breakdown of the ceasefire and the absence of JEM and SLA-AW from the Doha talks – which, however, may limit the hope for a lasting peace.

The **United Nations Assistance Mission in Afghanistan (UNAMA)** was established in March 2002 to support the 2001 Bonn Agreement signed by Afghan political groups opposing the Taliban; it was ratified by the Security Council.<sup>35</sup> UNAMA leads civilian efforts and coordinates all United Nations-led humanitarian relief, recovery, reconstruction, and development activities.<sup>36</sup> The Mission provides good offices to support the implementation of the Afghan-led reconciliation and reintegration program, and it supports electoral processes. UNAMA also engages with the International Security Assistance Force (ISAF). ISAF is under the political command of the North Atlantic Treaty Organisation (NATO),

<sup>35</sup> Security Council resolution S/RES/1383 (2001), "The situation in Afghanistan", 6 December 2001; Security Council resolution S/RES/1401 (2002), "The situation in Afghanistan", 28 March 2002.

<sup>36</sup> See Chapter 2.2 of ARUNA 2006/2007 for Security Council resolution S/RES/1746 (2007), "The situation in Afghanistan", 23 March 2007.

and includes about 100,000 troops in Afghanistan provided mainly by NATO countries, with United States troops making up about half of its force. By mid-2010, UNAMA comprised 1,782 staff, mainly Afghan nationals.<sup>37</sup>

The Taliban was removed from power in late 2001, and Hamid Karzai was elected President in 2004. Since 2006, Afghanistan has seen threats to its stability from mounting Taliban-led insurgent activity, record-high levels of illegal drug production, and a fragile Government with limited control outside Kabul. Moreover, the legitimacy of the Government has been questioned. The August 2009 presidential election, along with the election for 420 provincial council seats, was characterized by low voter turnout, widespread intimidation, electoral fraud, and violent disruption by Taliban militants. Following lengthy fraud investigations, Hamid Karzai was declared President for another five-year term in November 2009. In January 2010, the International Conference on Afghanistan was convened in London on the initiative of the United Kingdom, France, and Germany. The conference centered on the concept of transition, with the newly established Government covering security, governance, and development, with the aim of beginning troop withdrawals during the summer of 2011.

The number of security incidents in the country increased significantly in the early part of 2010, with anti-government activities involving armed clashes and improvised explosive devices. The Taliban's strength was estimated to have increased to 25,000 fighters; efforts focused on reversing the Taliban's momentum by increasing military operations. UNAMA worked with Afghanistan's National Security Council to develop a national threat assessment as part of the security sector policy framework. The United Nations mission also helped to develop the National Police Strategy and the National Police Plan of the Ministry of Interior. UNAMA had become a target. In October 2009, a suicide bombing followed by militants storming a UNAMA guesthouse in Kabul killed nine people.

In order to address the declining security situation, an Afghan-led consultative Peace Jirga was held in June 2010, which endorsed the initiative of President Karzai to convene an intra-Afghan dialogue, which would try to engage Taliban leaders in talks. A peace and reintegration program included political accommodation, exile to a third country, transition aid to individually reconciled insurgents, job training, and de-radicalization programs. Decisions also included the release of Taliban members being held without adequate evidence, the de-listing of individuals and entities associated with Al-Qaida and the Taliban from the United Nations blacklist, and the guarantee of safety and security of those joining the peace process. In general, the Taliban reacted negatively to the peace and reconciliation proposals. The Peace Jirga was followed by a conference of the United Nations and the Afghan government in July 2010 to realign donor support with national priorities. The conference centered on Afghan ownership and the need for Afghan authorities to enhance

<sup>37</sup> See Chapter 6.A.1 of ARUNA 2009/2010 for "Report of the Secretary-General on the situation in Afghanistan and its implications for international peace and security", S/2009/475, 22 September 2009; Chapter 6.A.2 for "The situation in Afghanistan and its implications for international peace and security", S/2009/674, 28 December 2009; Chapter 6.A.3 for "The situation in Afghanistan and its implications for international peace and security", S/2010/127, 10 March 2010; Chapter 6.A.4 for "Report of the Secretary-General pursuant to paragraph 40 of resolution 1917 (2010)", S/2010/318, 16 June 2010; and Chapter 6.A.5 for "The situation in Afghanistan and its implications for international peace and security", S/2010/463, 14 September 2010.

efforts in upholding the rule of law, human rights and women's and children's rights. The conference also stressed the importance of combating the narcotics industry and trade.

Based on concerns about the credibility of the disputed presidential election of August 2009, elections to the Wolesi Jirga, the lower house of parliament, were postponed against the wishes of President Karzai from May to September 2010, until electoral reforms were in place. UNAMA provided technical and logistical support for the election, which started in April with the issuance of implementation guidelines brokered by UNAMA.<sup>38</sup> The United Nations Development Programme took the lead in coordinating international support for the electoral operations, including the placement of electoral observers in all 34 provinces of Afghanistan. Despite intimidation and increased attacks against civilians by warlords, the Taliban, and rival candidates, the major political aims were broadly on track.

In June 2010, General David Petraeus succeeded General Stanley McChrystal as commanding general of ISAF. With the Afghan national army and police operating with increased operational capacity, Petraeus called for turning some security duties over to Afghan authorities. In September 2010, Afghan and international troops began a key operation in districts surrounding the southern Afghan city of Kandahar and involving some 8,000 Afghan and NATO troops in Operation Dragon Strike. Restoring security to Kandahar, the capital of the Taliban regime, was considered important before planned troop withdrawals could be begun during the summer of 2011. In parallel to enhancing military operations, efforts continued toward reconciliation and reintegration. A USD 250 million program to lure low-level Taliban fighters away from the insurgency stalled, however, with only a few hundred fighters seeking to reintegrate during a period of six months. New initiatives were launched, with high-level representatives of the Taliban and President Karzai's government reportedly having started secret talks over a negotiated end to the war.

The **United Nations Assistance Mission in Iraq (UNAMI)** was established in August 2003, following the invasion of Iraq by coalition forces under the leadership of the United States. The Mission was tasked to support political facilitation and humanitarian assistance. This included promoting national reconciliation, reducing sectarian tension, assisting in the holding of elections, supporting the drafting of the Iraqi constitution, and promoting the protection of human rights. The mandate of UNAMI was updated in June 2004<sup>39</sup> with the establishment of the Iraqi Interim government. By mid-2010, UNAMI included 1,022 staff serving in Iraq, Kuwait, and Jordan.<sup>40</sup> The security operation in Iraq comprised 130,000 coalition forces, over 600,000 Iraqi security forces, and 160,000 con-

<sup>38</sup> See Chapter 2.2 of ARUNA 2009/2010 for Security Resolution S/RES/1917 (2010), 22 March 2010.

<sup>39</sup> See Chapter 2.2 of ARUNA 2003/2004 for Security Council resolution S/RES/1546 (2004), "The situation between Iraq and Kuwait", 8 June 2004.

<sup>40</sup> See Chapter 6.D.1 of ARUNA 2009/2010 for "Report of the Secretary-General pursuant to paragraph 6 of resolution 1883 (2009)", S/2009/585, 11 November 2009; Chapter 6.D.2 for "Report of the Secretary-General pursuant to paragraph 6 of resolution 1883 (2009)", S/2010/76, 8 February 2010; Chapter 6.D.3 for "Report of the Secretary-General pursuant to paragraph 6 of resolution 1883 (2009)", S/2010/240, 14 May 2010; and Chapter 6.D.4 for "Report of the Secretary-General pursuant to paragraph 6 of resolution 1883 (2009)", S/2010/406, 29 July 2010.

tractors to address the Iraqi insurgency, al-Qaeda operations, and strife between Sunni and Shia Iraqi groups. Over 4,700 coalition forces were killed, of which 4,400 were United States personnel.

The year 2009/2010 saw a substantial drop in violence and an improvement in the security situation, despite some terrorist attacks. In late February 2009, President Barack Obama announced an 18-month withdrawal timetable for combat forces, with approximately 50,000 troops remaining in the country to provide training, intelligence and surveillance. The withdrawal of United States forces began at the end of June 2009, risking leaving UNAMI exposed. Government forces had to step in to increase the security of the United Nations operations and operational capacity encompassing aviation, transport, infrastructure, and life support.

The parliamentary elections in March 2010 were hailed for having been inclusive and relatively peaceful; they were considered a key milestone in Iraq's democratic transition. UNAMI had assisted in drafting electoral legislation and had monitored the election. But the election resulted in a hung parliament, with any prime ministerial candidate requiring the support of the major parties to be elected. Six months on, there was still no government. The political deadlock essentially revolved around two men both of whom want to be prime minister: Nouri al-Maliki, the caretaker prime minister at the head of a Shia-dominated alliance, and Iyad Allawi, a former prime minister and secular Shia, who drew his support largely from Iraq's Sunni community. The political deadlock did not allow further progress on some of the major challenges the country faced, such as national reconciliation and resolving outstanding Arab-Kurdish issues, particularly in the areas of boundaries, revenue-sharing, human rights, internally displaced persons, refugees, and reconstruction. The failure to reach a power-sharing agreement also created a climate of uncertainty and volatility.

By mid-August 2010, the last United States combat brigade in Iraq had left the country, seven years after the invasion. President Obama confirmed the end of all combat operations in Iraq on 31 August 2010. Despite improvements in recent years, attacks remained a daily reality. At the end of August, insurgents unleashed a wave of coordinated attacks across 13 Iraqi cities in a demonstration of their ability to strike at will. United States soldiers were called in to help Iraqi forces fight the insurgents, in the first such use of United States troops since the end of the United States combat mission.

The **United Nations Interim Force in Lebanon (UNIFIL)** has been deployed in the Middle East since 1978, initially to observe the withdrawal of Israeli troops from southern Lebanon. The mandate of UNIFIL was adjusted in 2006, following a United Nations cease-fire resolution that ended the war between Israel and the paramilitary forces of Hezbollah.<sup>41</sup> The main task of UNIFIL is to ensure that southern Lebanon cannot be used as a base for attacks on Israel. Specifically, the Council mandated the cessation of hostilities, the Israeli withdrawal from Lebanon, the disarmament of Hezbollah, the full control of Lebanon by the Government of Lebanon, and the removal of Hezbollah south of the Litani River and

<sup>41</sup> See Chapter 2.2 of ARUNA 2003/2004 for Security Council resolution S/RES/1559 (2004), "The situation in the Middle East", 2 September 2004; Chapter 2.2 of ARUNA 2005/2006 for Security Council resolution S/RES/1701 (2006), "The situation in the Middle East", 14 August 2006.

its replacement by UNIFIL. A UNIFIL Maritime Task Force was established in October 2006 to assist the Lebanese naval force in preventing arms proliferation to Hezbollah. In addition, the rules of engagement were changed in that UNIFIL troops were permitted to use force not only in cases of self-defense, but also in order to protect civilians, United Nations personnel, and facilities. The UNIFIL operation consisted of 12,419 peacekeepers by mid-2010, as compared to 13,209 in mid-2009.<sup>42</sup>

In December 2006, Israel withdrew from Lebanon, and hostilities ceased. While Israel and Lebanon have enjoyed the longest period of stability in their recent history, tension continued during 2009/2010. Israel maintained that the military build-up of Hezbollah was a serious challenge to peace and security and called for the disarming of all militias operating in Lebanon and an end to arms smuggling. Lebanon raised concerns about ongoing air violations by the Israel Defense Forces through over-flights of Lebanese territory, as well as ground violations of the so-called Blue Line separating Lebanon and Israel as identified by the United Nations in 2000. In August 2010, an exchange of fire between the Lebanese Armed Forces and the Israel Defense Forces led to the deaths of at least four people. The incident was triggered by Israel's announcement of its intention to cut down a tree in the proximity of the Blue Line. UNIFIL later determined that the tree was located south of the line on the Israeli side. The Security Council reaffirmed that the area between the Blue Line and the Litani River is a zone free of any armed personnel and weapons, except for those of UNIFIL and the Lebanese national forces.<sup>43</sup> Lebanon and Israel subsequently expressed interest in accelerating the process of marking the Blue Line.

The **United Nations Mission in Liberia (UNMIL)**<sup>44</sup> was established in August 2003 to monitor a ceasefire agreement and elections in Liberia, following the resignation of President Charles Taylor.<sup>45</sup> Liberia had experienced civil war since the early 1990s; 200,000 people had been killed and millions of others displaced into refugee camps in neighboring countries. UNMIL helped to set up a transitional government and assisted in the implementation of national security reforms, including national police training and the formation of a new, restructured military. The new President, Ellen Johnson-Sirleaf, who commanded wide support from donors and international investors, was successful in consolidating peace and promoting economic recovery. As a result, the Security Council approved measures to draw down UNMIL. By mid-2010, the mission included 10,959 peacekeepers, a decrease compared to 13,192 in mid-2009.<sup>46</sup> The presence of UNMIL is expected to remain

<sup>42</sup> See Chapter 6.E.1 of ARUNA 2009/2010 for "Eleventh report of the Secretary-General on the implementation of Security Council resolution 1701 (2006)", S/2009/566, 2 November 2009; Chapter 6.E.2 for "Twelfth report of the Secretary-General on the implementation of Security Council resolution 1701 (2006)", S/2010/105, 26 February 2010; Chapter 6.E.3 for "Thirteenth report of the Secretary-General on the implementation of Security Council resolution 1701 (2006)", S/2010/352, 1 July 2010.

<sup>43</sup> See Chapter 2.2 of ARUNA 2009/2010 for Security Council resolution S/RES/1937 (2010), 30 August 2010.

<sup>44</sup> See Chapter 2.2 of ARUNA 2003/2004 for Security Council resolution S/RES/1509 (2003), "The situation in Liberia", 19 September 2003.

<sup>45</sup> See Chapter 2.2 of ARUNA 2002/2003 for Security Council resolution S/RES/1497 (2003), "The situation in Liberia", 1 August 2003.

<sup>46</sup> See Chapter 6.G.2 of ARUNA 2009/2010 for "Report of the Secretary-General on the United Nations Office for West Africa", S/2009/682, 31 December 2009; Chapter 6.G.4 for "Twentieth

strong until after a successful conduct of the country's second post-war democratic elections in October 2011.

The overall security situation remained stable, but fragile, in 2009/2010, and further progress is needed to consolidate peace. Potentially destabilizing challenges arose from mob violence, ethnic and communal tensions, competition for natural resources, land disputes, sexual and gender-based violence, and armed robbery. UNMIL remained important in helping the Government establish its authority throughout the country, especially outside the capital Monrovia in the diamond and timber regions and border areas. In December 2009, the Security Council readjusted its arms embargo to allow the Government to receive military material.

Former President Charles Taylor was extradited to the United Nations war crimes tribunal in The Hague, Netherlands, to stand trial for war crimes and crimes against humanity. He faces charges over his role in the brutal civil war in neighboring Sierra Leone, where he is accused of having backed rebels responsible for widespread atrocities. In parallel, the Liberian Truth and Reconciliation Commission issued its recommendations, following four years of investigations into violations of human rights and humanitarian law during the country's civil conflict. The Commission identified 50 Liberians who should be subject to public sanctions for their association with war crimes, including a call for President Ellen Johnson-Sirleaf to resign in light of her ties with Charles Taylor. President Johnson-Sirleaf had previously admitted that 20 years ago she had backed the rebellion of the former warlord.

**The United Nations Mission in Sudan (UNMIS)** was established in March 2005 to support the implementation of the Comprehensive Peace Agreement between the Government of Sudan in northern Sudan and the Sudan People's Liberation Movement in southern Sudan.<sup>47</sup> The Agreement ended the region's 21-year-long civil war in which some 1.5 million people died. It promised the people of southern Sudan the holding of a referendum in January 2011 to determine either Sudanese unity or a peaceful secession from the North; it also called for a referendum on the status of the oil-rich area of Abyei. UNMIS provided assistance for the preparations of the referenda, which included an advisory role related to security arrangements. Immediate tasks included the demobilization of combatants, the formation of a referendum commission, the demarcation of borders, the repatriation of southerners, and negotiations between parties on post-referendum arrangements, taking into account different outcomes. In addition, UNMIS's tasks also related to humanitarian assistance and the protection of human rights. UNMIS consisted of 14,539 peacekeepers in mid-2010, as compared to 13,183 in mid-2009.<sup>48</sup> To address the conflict in the Darfur

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progress report of the Secretary-General on the United Nations Mission in Liberia", S/2010/88, 17 February 2010; Chapter 6.G.6 for "Twenty-first progress report of the Secretary-General on the United Nations Mission in Liberia", S/2010/429, 11 August 2010.

<sup>47</sup> See Chapter 2.2 of ARUNA 2004/2005 for Security Council resolution S/RES/1590 (2005), "Reports of the Secretary-General on the Sudan", 24 March 2005.

<sup>48</sup> See Chapter 6.F.1 of ARUNA 2009/2010 for "Report of the Secretary-General on the United Nations Mission in the Sudan", S/2009/545, 21 October 2009; Chapter 6.F.3 for "Report of the Secretary-General on the Sudan", S/2010/31, 19 January 2010; Chapter 6.F.5 for "Report of the Secretary-General on the United Nations Mission in Sudan", S/2010/168, 5 April 2010; Chapter 6.F.6 for "Report of the Secretary-General on the United Nations Mission in Sudan, Addendum",

region of Western Sudan, a separate peacekeeping operation was approved in July 2007 (see United Nations African Mission in Darfur (UNAMID) above).

In 2009/2010, relations between the North and the South remained troubled, with localized conflict and violence, especially within southern Sudan. The undefined boundary fuelled mistrust and contributed to heightened anxiety and insecurity along the border. Tension over the future of Abyei, a flashpoint region roughly the size of Lebanon on Sudan's north-south border, erupted into armed violence and street demonstrations. Southern leaders accused the Government of Sudan of trying to disrupt the vote to keep control of the South's oil reserves. In September 2010, self-defense groups in southern Sudan were given guns to help fight off increasing attacks by rebels of the Lord's Resistance Army. The rebel group, initially based in Uganda, was also operating in the Central African Republic and the Congo, as well as Sudan. There were fears that violence could increase in southern Sudan; the Government of Sudan regularly denied southern accusations that it was backing the Lord's Resistance Army and other militias to destabilize the region. Nevertheless, preparations for the referenda advanced. In July 2010, a new milestone was reached with the launch of the third demobilization center in South Kordofan. Under the Disarmament, Demobilization and Reintegration program, 180,000 combatants from the Sudan armed forces and the Sudan People's Liberation Movement were to be demobilized and reintegrated into civilian life. In addition, southern Sudan was preparing to repatriate some 1.5 million southerners from the North and Egypt.

In September 2010, UNMIS opened its first field office for the referenda in the first of 79 locations across southern Sudan. The Mission was tasked with providing both training and technical and logistical support for the vote. This involved the procuring and distribution of referenda materials, while United Nations police trained local law enforcement personnel on security. Many of the bases are in remote locations that are accessible only by helicopter because of the poor state of the roads, the rainy season, and ongoing insecurity. UNMIS had available 16 helicopters and requested another eight to help with the distribution of referenda materials.

In early October 2010, Sudanese officials announced a long-awaited timetable for a referendum on the independence of the South, planned for 9 January 2011, but warned that unforeseen circumstances could still delay the vote. During the same month, the Security Council traveled to Sudan ahead of the key referenda. Southern Sudan's President Salva Kiir emphasized that all signs now pointed to southerners choosing independence and that there was a risk of a return to violence on a massive scale if the vote was disrupted or delayed.

The **United Nations Operation in Côte d'Ivoire (UNOCI)** was established in February 2003 to monitor the implementation of the ceasefire agreement to end the civil war.<sup>49</sup> Although most of the fighting had stopped by late 2004, the country remained divided between the Government-controlled South and the rebel-held North, the Forces Nouvelles. UNOCI was tasked with facilitating aspects of the peace process, including the monitoring

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S/2010/168/Add.1, 27 April 2010; Chapter 6.F.8 for "Report of the Secretary-General on the Sudan", S/2010/388, 19 July 2010.

<sup>49</sup> See Chapter 2.2 of ARUNA 2003/2004 for Security Council Resolution S/RES/1528 (2004), "The situation in Côte d'Ivoire", 27 February 2004.



of armed groups, disarmament, demobilization, the monitoring of borders, the protection of civilians, and the monitoring of an arms embargo, as well as facilitating humanitarian assistance by scaling up security. In addition, UNOCI was to support the organization of elections, including logistical and technical assistance and the certification of all stages of the electoral process. In March 2007, President Laurent Gbagbo and the rebels approved the Ouagadougou Political Agreement, calling for the creation of a new transitional government, the organization of presidential elections by early 2008, the merging of the Forces Nouvelles and the national defense and security forces, the dismantling of the militias, the disarming of ex-combatants, and the replacement of the zone of confidence separating North and South with a green line to be monitored by UNOCI. Subsequently, Guillaume Soro, the leader of the Forces Nouvelles, became Prime Minister. By mid-2010, the mission included 9,976 peacekeepers, as compared to 9,509 in mid-2009.<sup>50</sup>

The presidential election was initially expected to be held in October 2005, but was then postponed a number of times until March 2010. Disputes over voter eligibility were the biggest obstacle. The issue focused primarily on descendants of migrant workers from Burkina Faso and Mali; the President's supporters disputed their nationality. Opposition leaders argued that these objections were meant to disenfranchise people who are unlikely to vote for the ruling party. Whereas the March 2010 election initially appeared ready to go ahead, an impasse developed in early 2010 when President Gbagbo dissolved the Government and the electoral commission because of accusations that more than 400,000 people had been illegally registered to vote. In February 2010, opposition demonstrators staged violent protests, with security forces opening fire on hundreds of protesters, killing an undisclosed number of people.

In April 2010, a United Nations technical assessment mission visited the country to formulate a number of options for UNOCI's future. Strengthening UNOCI's mandate to organize elections had been strongly recommended by the opposition. Some observers, claiming that the perennial election delays and reunification no longer justified UNOCI's presence in the country, favored withdrawing UNOCI. The status quo was supported by the Forces Nouvelles, which believed that, despite the failure to arrange elections, the Ouagadougou Agreement had made a considerable contribution to stabilizing the country. It was finally decided to maintain the current operation until the end of 2010 and to focus on three priority objectives: maintaining peace and stability; safeguarding past achievements and continuing to support the elections and the reunification process; and helping to establish the definitive electoral list as expeditiously as possible for the holding of elections. The presidential candidates accepted a new voter list and postponed the election to 31 October 2010. The fact that all candidates agreed on a new electoral list was seen as an indication that the elections would finally take place. In September 2010, the Security Council urged parties in Côte d'Ivoire to ensure the holding of the country's long-delayed presidential election

<sup>50</sup> See Chapter 6.G.1 of ARUNA 2009/2010 for "Twenty-second progress report of the Secretary-General on the United Nations Operation in Côte d'Ivoire", S/2009/495, 29 September 2009; Chapter 6.G.2 for "Report of the Secretary-General on the United Nations Office for West Africa", S/2009/682, 31 December 2009; Chapter 6.G.3 for "Twenty-third progress report of the Secretary-General on the United Nations Operation in Côte d'Ivoire", S/2010/15, 7 January 2010; Chapter 6.G.5 for "Twenty-fourth progress report of the Secretary-General on the United Nations Operation in Côte d'Ivoire", S/2010/245, 20 May 2010.

and agreed to deploy up to 500 additional United Nations troops to assist with security during the election period. Under a 2007 peace deal, rebels in the North were to be disarmed prior to the election. There was limited progress in this respect and, instead, it was understood that the forces were only confined to barracks during the election. The election was subsequently held on 31 October 2010, with a runoff election on 28 November 2010. However, the situation became very volatile after the election when both candidates claimed victory. The assessment of international observers was that challenger Alassane Ouattara had defeated President Laurent Gbagbo, but the dispute remains unresolved at the time of this writing.

The **United Nations Organization Mission in the Democratic Republic of the Congo (MONUC)** (later renamed **United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO)**) was established by the Security Council in November 2000, to help implement a ceasefire and bring about an agreed process for a political settlement.<sup>51</sup> MONUC was the second largest peacekeeping force deployed by the United Nations, with an annual budget of USD 1.4 billion and 24,996 peacekeepers by mid-2010 (as compared to 22,798 in mid-2009).<sup>52</sup> The Second Congo War, also known as Africa's World War, was the biggest war in modern African history. It directly involved eight African nations, as well as about 25 armed groups. It resulted in the killing of over five million people, mostly from disease and starvation – the deadliest conflict since World War II. The war started in August 1998 and officially ended in July 2003 when the transitional government took power, though hostilities continued. In November 2006, Joseph Kabila was elected president. MONUC forces were charged with keeping the election peaceful and orderly and patrolled areas of eastern Congo after clashes had broken out in August following the chaotic collection of election results. Whereas the poll had the general approval of international monitors, fighting continued during 2007. Heavy clashes occurred in 2008 and 2009 between the Government and rebel militias. United Nations peacekeepers engaged the rebels in an attempt to support the Congolese national army. This included the provision of military firepower, transport, rations, and fuel for Government troops as these sought to disarm the militias.

In late 2009, conditions in the country evolved in a positive way, though they remained fragile, in particular in eastern Congo. The Democratic Forces for the Liberation of Rwanda, a notorious ethnic Hutu militia that included many rebels who had taken part in the Rwandan genocide in 1994, and the Lord's Resistance Army, were spreading violence against Congolese civilians, especially rape and other forms of sexual abuse. In January 2010, more than 600 Rwandan Hutu rebels were killed or captured in an operation backed by MONUC. The operations also sought to combat the illegal mining of minerals like

<sup>51</sup> Security Council resolution S/RES/1279 (1999), "The situation concerning the Democratic Republic of the Congo", 30 November 1999; Security Council resolution 1291 (2000), "The situation concerning the Democratic Republic of the Congo", 24 February 2000.

<sup>52</sup> See Chapter 6.B.1 of ARUNA 2009/2010 for "Twenty-ninth report of the Secretary-General on the United Nations Organization Mission in the Democratic Republic of Congo", S/2009/472, 22 September 2009; Chapter 6.B.2 for "Thirtieth report of the Secretary-General on the United Nations Organization Mission in the Democratic Republic of Congo, S/2009/623, 4 December 2009; Chapter 6.B.3 for "Thirty-first report of the Secretary-General on the United Nations Organization Mission in the Democratic Republic of Congo", S/2010/164, 30 March 2010.

colton and cassiterite in the eastern part of the Congo that had fuelled conflict between rebel groups. The minerals were being extracted in thousands of open mines and are used in mobile phones and computers. However, progress in bringing stability through military operations against militias was mixed, with a heavy humanitarian toll and the uprooting of the local population.

Based on the progress achieved, the Security Council transformed the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) into a stabilization force as of July 2010, known as United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). The withdrawal of up to 2,000 United Nations military personnel was authorized from areas where the situation permitted. It was also decided that the Mission would concentrate its military forces in eastern Congo while keeping a reserve force capable of redeploying rapidly elsewhere. A future reconfiguration would depend on the completion of ongoing military operations; improved government capacity to protect the population effectively; and the consolidation of the Government's authority throughout the territory. The Council mandated MONUSCO to monitor and enforce the implementation of the arms embargo and to support security-sector reform through the training of police and reform of the judicial sector. The Mission was also to support Government efforts to fight impunity and ensure the protection of civilians, including from all forms of sexual and gender-based violence.

A major crisis erupted in July/August 2010, when mass rapes were committed of more than 300 civilians in North Kivu by some 200 members of three armed groups, the Mai Mai Cheka, the Democratic Forces for the Liberation of Rwanda, and elements close to Colonel Emmanuel Nsengiyumva, an army deserter. The United Nations apparently knew that armed groups had occupied villages in eastern Congo at that time, raising questions about why peacekeepers failed to move to protect villagers. Subsequent operations were carried out by some 750 peacekeepers with the support of attack and observation helicopters, aimed at providing security cover to efforts by national authorities to apprehend those suspected of having committed the mass rape. In October 2010, United Nations peacekeepers and Government forces seized Lieutenant Colonel Mayele, a commander of the Mai Mai Cheka and one of the rebel leaders suspected of being behind the mass rape.

In October 2010, the United Nations released an extensive report on war massacres and rapes committed in the war-torn Congo from 1993 to 2003, when tens of thousands of people were killed, and numerous others raped and mutilated by both armed Congolese groups and foreign military forces. Aside from providing a historical record, the report sought to assist the Government of the Congo and civil society in developing transitional justice mechanisms that would lay a firm foundation for sustainable peace. This includes achieving justice for the many victims of human rights violations and ending the widespread impunity of those responsible for crimes.

Toward the end of 2010, a joint United Nations/Government assessment was launched about the next steps in MONUSCO's drawdown. The process has been completed in the eastern areas and demonstrated the need for a cautious approach. Remaining threats and the challenge of protecting the civilian population remain. The Congolese authorities stuck to an end-of-2011 deadline for MONUSCO's departure, while the United Nations insisted that the pullout would need to depend on security conditions.

The **United Nations Stabilization Mission (MINUSTAH)** has been in Haiti since 2004 to support security, provide protection during the electoral period and assist in the restoration and maintenance of the rule of law, public safety and public order.<sup>53</sup> MINUSTAH is the only significant military mission of the United Nations dispatched to a country facing an internal conflict without a peace agreement between the parties. The Mission struggled for control over armed gangs, riots, lynchings, and other mob attacks. A number of incidents led to widespread criticism of the Mission and appeals for its departure. In the second half of 2009, security improved, and the crime rate dropped thanks to a police force that was bigger, more professional and better coordinated with United Nations military and police personnel. MINUSTAH supported the preparation of the legislative elections planned for February 2010 and the presidential election foreseen for November 2010 by providing assistance in logistics, security and public awareness.

On 12 January 2010, a devastating earthquake hit Haiti. As described at the beginning of this Overview, the Security Council<sup>54</sup> restructured and strengthened MINUSTAH, which reached 13,494 peacekeepers in mid-2010, as compared with 11,041 in mid-2009.<sup>55</sup> The Mission was mandated to maintain peace and stability, support disaster relief efforts and help restore capacity-building and post-disaster reconstruction. This included containing looting and sporadic violence during the post-disaster period. The devastating earthquake also required the delay of the planned presidential and legislative elections. Haitian President René Préval set 28 November 2010 as the election date to usher in his successor and the new government, which was expected to lead the multibillion-USD reconstruction process. MINUSTAH was tasked to monitor and support the election, including the potentially volatile post-election period.

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In 2010, a major renovation of the United Nations headquarters complex was launched at a cost of nearly USD 2 billion; the project was expected to be finalized in 2014. This includes the construction of temporary facilities in the North Lawn, asbestos abatement, the creation of a secondary data centre, and the relocation of staff across the city of New York. The renovation project has not been without problems. Lack of managerial diligence and oversight not only delayed the renovation plan, but also harmed the image of the United Nations. The stated ambition of the Secretary-General was to make this outward renovation the symbol of an inward renewal.

During the year 2009/2010, the United Nations was essential in conducting peacekeeping operations in Sudan, Congo, and Haiti, and in dealing with security issues, refugees, the conduct of elections, and relief efforts. In Afghanistan, the World Food Programme, the United Nations Development Programme, and the United Nations High Commissioner for

<sup>53</sup> See Chapter 2.2 of ARUNA 2003/2004 for Security Council resolution S/RES/1542 (2004), "The question concerning Haiti", 30 April 2004.

<sup>54</sup> See Chapter 2.2 for Security Council resolution S/RES/1908 (2010), "The question concerning Haiti", 19 January 2010.

<sup>55</sup> See Chapter 6.C.1 of ARUNA 2009/2010 for "Report of the Secretary-General on the United Nations Stabilization Mission in Haiti", S/2010/200, 22 February 2010; Chapter 6.C.2 for "Report of the Secretary-General on the United Nations Stabilization Mission in Haiti", S/2010/446, 1 September 2010.

Refugees are undertaking important work. For a number of major global problems, however, the United Nations has not been at the center stage. These include addressing the global financial and economic crisis – which may partly explain the slow progress in achieving the Millennium Development Goals. They also include the challenge of climate change, where only a limited agreement could be reached at the Copenhagen summit in December 2009; and even that was essentially achieved not by United Nations, but between the United States and a small number of important developing countries. The United Nations is and remains relevant, but increasingly needs to share space with other international players. Important issues are increasingly dealt with by smaller groups, such as the G20 and regional groupings, or in alternative global multilateral venues, such as the World Bank and the International Monetary Fund. A reversal of this shift from center stage will need to be based on the unique legitimacy that universal membership confers on the United Nations.