

25. The situation concerning Iraq

Overview

From 2012 to 2013, in connection with the situation concerning Iraq, the Security Council held eight meetings and adopted two resolutions. Over the course of those meetings, the Council heard briefings by the Special Representative of the Secretary-General for Iraq and Head of the United Nations Assistance Mission for Iraq (UNAMI) on the situation on the ground, activities of UNAMI and steps taken by Iraq and Kuwait to normalize their relations and resolve the issue of missing Kuwaiti and third country nationals and missing Kuwaiti property, including its national archives. The Council also twice renewed the mandate of UNAMI for a period of 12 months each time.⁸⁶³

Briefings on the situation in Iraq and activities of UNAMI

On 10 April 2012, the Special Representative of the Secretary-General for Iraq, in his briefing, stated that the hosting of the League of Arab States summit in Baghdad on 29 March was an historic event that marked the Iraq's re-emergence as a major actor in the region. He commended the recent steps taken by the Governments of Iraq and Kuwait to improve bilateral relations. He expressed concerns over the political impasse that had arisen from tensions between the main parliamentary blocs in Iraq; Arab-Kurdish relations, in particular issues pertaining to the disputed internal boundaries; the human rights situation; and the spillover effects of the continuing violence in the Syrian Arab Republic. He also provided an update on Camp Ashraf, reporting that almost 1,200 residents had been relocated to Camp Hurriya. The Special Representative of the Secretary-General stated that following the withdrawal of United States troops, there were greater expectations for UNAMI to assist the Government and people of Iraq in addressing the major challenges facing their nation, which came at a time when resources made available to UNAMI had been shrinking. Nevertheless, he underscored the commitment of UNAMI to implement its comprehensive mandate in the areas of political facilitation, electoral support, human rights,

reconstruction and development. He expressed his firm belief that United Nations assistance at this critical juncture in the history of Iraq remained essential.⁸⁶⁴

The representative of Iraq provided his own assessment of the situation in the country. He also urged the Council to help to relocate 1,200 members of the People's Mujahedin Organization of the Islamic Republic of Iran from Camp Ashraf to other countries, as the Iraqi Government could not allow them to stay in Iraq, in accordance with its Constitution. Finally, he reported on the progress in the bilateral relations with Kuwait, including the payment to the United Nations of the expenses of the border pillar maintenance project.⁸⁶⁵

On 19 July 2012, the Special Representative of the Secretary-General said that Iraq was in the midst of a seven-month-long stalemate between political blocs, hampering progress in areas essential to its development, including a sustainable solution to the disputed internal boundaries, the unfinished constitutional agenda, the adoption of essential outstanding legislation and the preparation of the governing council elections due in March 2013. He called for the swift selection of commissioners for the Independent High Electoral Commission. In respect of Iraq-Kuwait bilateral relations, he reported on the progress in the border maintenance project. The United Nations was preparing for the start of the maintenance work by 31 October. He also welcomed the ratification by the Council of Representatives of the Additional Protocol to the Comprehensive Safeguards Agreement of the International Atomic Energy Agency. With regard to Camp Ashraf, where approximately 1,200 residents remained, he noted that the commitment of UNAMI was strictly humanitarian, in order to facilitate a voluntary, temporary relocation of residents to Camp Hurriya as a first step of resettlement to countries outside Iraq. He therefore urged the residents to cooperate with Iraqi authorities, and third countries to step forward to offer resettlement to eligible former Ashraf residents as soon as possible.⁸⁶⁶

The representative of Iraq, *inter alia*, expressed hope that the achievements of the meeting of the Joint

⁸⁶³ Resolutions [2061 \(2012\)](#) and [2110 \(2013\)](#). For more information on UNAMI, see part X, sect. II, "Political and peacebuilding missions".

⁸⁶⁴ [S/PV.6747](#), pp. 2-5.

⁸⁶⁵ *Ibid.*, pp. 6-9.

⁸⁶⁶ [S/PV.6811](#), pp. 2-5.

Iraq-Kuwait Ministerial Committee in Baghdad convened on 29 April would pave the way for exit by Iraq from the provisions of Chapter VII. He reaffirmed his country's desire for the mandate of UNAMI to be extended for an additional 12 months⁸⁶⁷ and stated that UNAMI was needed more than ever in Iraq.⁸⁶⁸

On 29 November 2012, the Special Representative of the Secretary-General reported that despite the progress that Iraq had made in 2012, two issues were of particular concern: first, strained relations between Iraq's political leaders, resulting in a military and political standoff with extremists using the political differences of the leaders to ignite either sectarian or ethnic violence and tensions in Iraq; and second, developments in the region, particularly spillover from the Syrian Arab Republic, including humanitarian impacts on Iraq. The Special Representative also reported on the activities of UNAMI, including facilitation of political dialogue and assistance to the nationwide governorate council elections on 20 April 2013 and legislative elections scheduled for 2014.⁸⁶⁹

The representative of Iraq updated the Council on the political, security, social, economic and energy situations in Iraq and on his country's relations with Kuwait and Saudi Arabia. With regard to developments related to the residents of Camp New Iraq, formerly known as Camp Ashraf, he reported that approximately 200 residents remained there, after more than 3,000 residents had been transferred peacefully to Camp Hurriya.⁸⁷⁰

On 21 March 2013, the Special Representative of the Secretary-General expressed concern over a spillover of violence from the Syrian Arab Republic, which would fuel the existing political and security challenges facing Iraq. Demonstrators in western provinces had voiced their grievances surrounding issues of human rights and access to basic services, which the Government of Iraq had taken some initiatives to address. UNAMI had offered its good offices, as an impartial actor, while speaking up against the use of sectarian language. He also reported on the continuing strained relations between the central Government and the Kurdistan Regional Government

and the preparations for governing council elections scheduled in April. He pressed the authorities to finalize the removal of obstacles along the border by 31 March to complete the boundary maintenance work and to accept the funds set aside with the United Nations for the compensation of Iraqi farmers, pursuant to resolution 899 (1994). Condemning the 9 February attack on Camp Hurriya, the Special Representative of the Secretary-General welcomed the decision by the Government of Albania to accept 210 residents and informed the Council that 100 residents remained at Camp Ashraf, refusing to transfer to Camp Hurriya until the completion of property negotiations.⁸⁷¹

The representative of Iraq said that Iraq was witnessing a political stalemate and that protests were continuing in a number of cities, with protestors making both legitimate and illegitimate demands. Efforts had been made to respond to their legitimate demands; however, demonstrators had been infiltrated by terrorist and extremist groups aiming to stir sectarian tensions and civil war. He also elaborated on his Government's efforts in various areas, particularly in developing its relations with Kuwait. He announced that a joint technical team working on the border maintenance project would finish its work by the end of March, which would pave the way for Iraq's exit from its Chapter VII status. He stressed that Iraq today was different from Iraq before 2003 and must regain the status it had enjoyed before 1990.⁸⁷²

On 16 July 2013, the Special Representative of the Secretary-General stated that he was deeply concerned by the recent events in Iraq, reporting that the last four months had been among the bloodiest of the last five years, with nearly 3,000 people killed and over 7,000 injured, and had been marked by increased activities of a number of armed groups, including those affiliated with Al-Qaida. Positive developments included governing council elections held on 20 April in 12 provinces and on 20 June in Anbar and Ninewa provinces, which had been the first elections that Iraqis had managed completely by themselves, and Arab-Kurdish relations were on the path towards improvement. He also welcomed the decision to hold the parliamentary and provincial elections in the Kurdistan region on 21 September. He further commended the Governments of Iraq and Kuwait on

⁸⁶⁷ S/2012/520, annex.

⁸⁶⁸ S/PV.6811, pp. 10.

⁸⁶⁹ S/PV.6875, pp. 2-6.

⁸⁷⁰ Ibid., pp. 6-10.

⁸⁷¹ S/PV.6937, pp. 2-4.

⁸⁷² Ibid., pp. 6-10.

their determination to complete the steps necessary for bringing closure to resolutions 833 (1993) and 899 (1994) and stated that UNAMI was looking forward to implementing resolution 2107 (2013), which had transferred the obligations on missing Kuwaitis, third-country nationals and Kuwaiti property, including the national archives, to the Mission.⁸⁷³ He stated that the violence in Iraq could not be separated from the civil war in the Syrian Arab Republic; the battlefields in the two countries were merging, with Iraqi armed groups having an increasingly active presence in the Syrian Arab Republic. With regard to Camp Ashraf, he stated that almost all residents had been transferred to Camp Hurriya; however, 90 per cent of the residents of the latter were still to be relocated to third countries.⁸⁷⁴

The representative of Iraq supported the extension of the mandate of UNAMI for another year on the basis of relevant resolutions. He said that the efforts of the Governments of Iraq and Kuwait had been successful in resolving outstanding issues, resulting in the adoption of resolution 2107 (2013). In his view, the successful Governing Council elections in 14 provinces were paving the way for the success of the parliamentary elections to be held in the first half of 2014, which would be a further step in the democratic process.⁸⁷⁵

Extension of the mandate of UNAMI

By resolution 2061 (2012) of 25 July 2012, underscoring the need for all communities in Iraq to participate in the political process and an inclusive political dialogue, and to ensure stability and develop a just and fair solution for the nation's disputed internal boundaries and work towards national unity, the Council extended the mandate of UNAMI for a period of 12 months, and decided that the Special Representative of the Secretary-General for Iraq and UNAMI should continue to pursue their mandate as stipulated in resolution 2001 (2011).

By resolution 2110 (2013) of 24 July 2013, recognizing that the situation that currently existed in Iraq was significantly different from that which had existed at the time of the adoption of resolution

661 (1990) of 6 August 1990, and further recognizing the importance of Iraq achieving international standing equal to that which it had held prior to the adoption of resolution 661 (1990), the Council decided to extend the mandate of UNAMI until 31 July 2014, and also decided that the Special Representative of the Secretary-General for Iraq and UNAMI should continue to pursue their mandate as stipulated in resolution 2061 (2012), and recalled the provisions of resolution 2107 (2013).⁸⁷⁶

Briefing on the situation in Iraq and the search for missing Kuwaiti and third-country nationals and missing Kuwaiti property, including its national archives

On 25 November 2013, the Special Representative reported on the deteriorating security situation in Iraq, compounded by political deadlock and characterized by acts of violence perpetrated by terrorist groups that had targeted civilians with the intention of inciting sectarian hatred. He also noted the outstanding issues between the central Government and the Kurdistan Regional Government, including revenue-sharing and budget allocation as well as the security arrangements in the disputed areas. He highlighted a number of positive developments on the political front, including the adoption of the new electoral law, the setting of 30 April 2014 as the date for national parliamentary elections, the convening of the Conference for Social Peace and the signing of the National Code of Honour, in which many of Iraq's political, religious, tribal and civil leaders committed to uphold the unity of Iraq and its people. He noted that for the first time since 1990, in February, Iraqi and Kuwaiti airlines had resumed flights between the two countries. He also addressed the rule of law and human rights, socioeconomic and developmental challenges, the humanitarian impacts of the Syrian conflict and the issue of the former residents of Camp Ashraf, which had been officially closed on 11 September. With regard to the issue of missing Kuwaiti and third country nationals and missing Kuwaiti property, including its national archives, he expressed his disappointment that few clues concerning the whereabouts of the Kuwaiti national archives had

⁸⁷³ For more information, see part I, sect. 24, "The situation between Iraq and Kuwait".

⁸⁷⁴ S/PV.7002, pp. 2-7.

⁸⁷⁵ Ibid., p. 7.

⁸⁷⁶ For more information on resolution 2107 (2013), see part I, sect. 24, "The situation between Iraq and Kuwait".

emerged, and reiterated that the issue of missing persons remained an important priority.⁸⁷⁷

The representative of Iraq reaffirmed his country's commitment to continue to resolve all remaining issues in the framework of the national reconciliation process. He highlighted the ongoing preparation by the Independent High Electoral Commission for the 30 April 2014 national

parliamentary elections and expressed gratitude to UNAMI for its support and advice in the electoral process. Referring to the impact of the Syrian conflict on the frequency of terrorist attacks in Iraq, he called on the Council to consider those terrorist acts as crimes against humanity and to bring the perpetrators and their supporters to justice.⁸⁷⁸

⁸⁷⁷ S/PV.7068, pp. 2-6.

⁸⁷⁸ Ibid., pp. 6-8.

Meetings: the situation concerning Iraq

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
S/PV.6747 10 April 2012	Second report of the Secretary-General pursuant to resolution 2001 (2011) (S/2012/185)		Iraq	Special Representative of the Secretary-General for Iraq and Head of the United Nations Assistance Mission for Iraq (UNAMI)	All invitees	
S/PV.6811 19 July 2012	Third report of the Secretary-General pursuant to resolution 2001 (2011) (S/2012/535)		Iraq	Special Representative of the Secretary-General	All invitees	
S/PV.6815 25 July 2012	Third report of the Secretary-General pursuant to resolution 2001 (2011) (S/2012/535)	Draft resolution submitted by the United States (S/2012/570) Note verbale from the Permanent Mission of Iraq to the United Nations addressed to the Secretary-General, concerning extension of UNAMI mandate (S/2012/520)	Iraq			Resolution 2061 (2012) 15-0-0
S/PV.6875 29 November 2012	First report of the Secretary-General pursuant to resolution 2061 (2012) (S/2012/848)		Iraq	Special Representative of the Secretary-General	All invitees	
S/PV.6937 21 March 2013	Second report of the Secretary-General pursuant to paragraph 6 of resolution 2061 (2012) (S/2013/154)		Iraq	Special Representative of the Secretary-General	All invitees	
S/PV.7002 16 July 2013	Third report of the Secretary-General pursuant to paragraph 6 of resolution 2061 (2012) (S/2013/408)		Iraq	Special Representative of the Secretary-General	All invitees	

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against- abstaining)</i>
S/PV.7008 24 July 2013	Third report of the Secretary-General pursuant to paragraph 6 of resolution 2061 (2012) (S/2013/408)	Draft resolution submitted by the United States (S/2013/434)	Iraq			Resolution 2110 (2013) 15-0-0
S/PV.7068 25 November 2013	First report of the Secretary-General pursuant to paragraph 4 of resolution 2107 (2013) (S/2013/654); First report of the Secretary-General pursuant to paragraph 6 of resolution 2110 (2013) (S/2013/661)		Iraq	Special Representative of the Secretary-General	All invitees	

Thematic issues

26. United Nations peacekeeping operations

Overview

During the period under review, the Security Council held five meetings in connection with the item entitled “United Nations peacekeeping operations,” adopting one resolution.⁸⁷⁹ At the meetings, the Council discussed the issue of inter-mission cooperation and considered a multidimensional approach to peacekeeping, with a view to better coordinating it with peacebuilding processes. The Council also heard briefings by several force commanders of peacekeeping operations regarding the challenges they faced in the field.

Briefings on the transition from peacekeeping to peacebuilding

On 26 March 2012, in his briefing to the Council, the Under-Secretary-General for Peacekeeping Operations pointed out that when the Security Council mandated missions, it was not only to stabilize the country and keep the peace, but also to contribute to the building of a sustainable peace. He stated that peacekeepers should not address the full spectrum of peacebuilding activities; rather, they were best suited to prioritizing those initiatives that advanced the peace process or political objectives of a mission. He said that it was not about expanding peacekeeping or adding new tasks to mandates, but about making the most of the tasks that peacekeepers were already being asked to perform. The Under-Secretary-General stressed that peacekeeping missions had a restricted time horizon and needed to synchronize their plans with actors who were better suited to undertaking long-term engagements. He concluded by affirming that transitions should not be about simply reducing numbers in a peacekeeping operation, but that it was through building confidence and maintaining clear communication between the host Government, key national stakeholders and the international community that a successful drawdown plan and an enduring peace would be secured.⁸⁸⁰

⁸⁷⁹ Resolution 2086 (2013).

⁸⁸⁰ S/PV.6740, pp. 2-5.

The Under-Secretary-General for Field Support referred to the fundamental role of effective transitions in ensuring a sustainable peace, stating that delivering an effective response to the peacebuilding needs of post-conflict countries required the same agility and flexibility from field support systems that was required from other peacekeeping tasks. This was especially significant when considering the impact that large and multidimensional field missions had on the social and economic life of the host countries. Examples showed how joint planning with national counterparts had a positive impact throughout the drawdown phase. She also identified national capacity development as a priority for planning and executing peacebuilding tasks and effective transitions. In concluding, she noted that the Council played an enormous role in the process of transitioning to a sustainable peace, setting the direction not only through mandates but also building and maintaining the political support required for delivery.⁸⁸¹

Briefings by force commanders of United Nations peacekeeping operations

On 20 June 2012, on the initiative of the Under-Secretary-General for Peacekeeping Operations, the Council was briefed at an open meeting by force commanders of United Nations peacekeeping operations. In his briefing, the Force Commander of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) highlighted the need for a system to support common military standards and for training in peacekeeping operations, especially when it came to the protection of civilians under imminent threat, which he called a fine balance between prompt and robust action required from a soldier in uniform and a person who cared and nurtured the vulnerable civilian community in his area of operational responsibility.⁸⁸² Addressing the Council with respect to leading a composite force towards common operational goals, the Force Commander of the United Nations Interim Force in Lebanon (UNIFIL) outlined the key challenges inherent in a composite and multinational

⁸⁸¹ Ibid., pp. 5-7.

⁸⁸² S/PV.6789, pp. 2-3.