

Part 1

Political and Security Affairs

Regional Issues

Middle East

Situation in the Middle East

The 52nd General Assembly failed, for the first time since 1993, to adopt a resolution expressing full support for the achievements of the peace process and calling for international support for the economic and social development of the Palestinian people. The draft resolution was withdrawn by the cosponsors (United States, Russia and Norway) after agreement could not be reached by the cosponsors with the Arab group and Israel on controversial proposed changes to the text.

In December the Palestinian observer mission attempted to bring to a vote a resolution to upgrade its status in the General Assembly. This proposal would have conferred on the Palestinian observer mission all rights and privileges of members except those of voting and candidature, and in so doing would have granted the Palestinian mission rights greater than those of the two observer states, the Holy See and Switzerland. The United States strongly opposed this resolution on the grounds that the areas under the control of the Palestinian Authority do not constitute a state, and should not be treated as one in the General Assembly. In addition, the United States argued that the Palestinian bid, if successful, would have overturned decades of precedent and practice in the General Assembly and set a harmful precedent for the future. On December 9 the measure was withdrawn by its sponsors after it lost a key procedural vote on a proposed European Union (EU) amendment 57 to 65 (U.S.), with 32 abstentions.

The United States continued to oppose a number of the perennial resolutions on the Middle East (Syrian Golan, Question of Palestine, Israeli Settlements, Palestinian Right to Self-Determination, Israeli Practices). The United States opposes these resolutions because they address permanent status issues that are the subject of negotiations between the parties, they advocate activities or language incompatible with basic principles of the Middle East peace process and/or they expend resources that could be used in better ways to improve the lives of the Palestinian people.

UN Interim Force in Lebanon

The UN Interim Force in Lebanon (UNIFIL) was established by Security Council resolution 425 in March 1978 in response to an Israeli operation in southern Lebanon which, in turn, had followed a PLO attack inside Israel. It was intended to confirm the withdrawal of the Israeli army from southern Lebanon, restore peace and security in the area, and assist the Lebanese government in restoring its authority in southern Lebanon. Although UNIFIL has been unable to carry out its mandate fully, the mission contributes to stability in the region by providing a measure of protection and a neutral authority for civilians in the area. The Security Council extended UNIFIL's 6-month mandate on January 28 (Resolution 1095) and again on July 29 (Resolution 1122). Both were adopted unanimously. On December 31 UNIFIL had a troop strength of 4,468 personnel from nine countries.

On August 6 an Irish soldier and four Italian soldiers were killed when a UNIFIL helicopter crashed during a routine exercise. The United States does not contribute troops to UNIFIL. However, the UN Truce Supervision Organization (UNTSO) assists UNIFIL in the Israeli-occupied security zone in southern Lebanon and the two U.S. military observers in UNTSO occasionally may be called on to participate in its activities.

UN Disengagement Observer Force

The UN Disengagement Observer Force (UNDOF) was established after the 1973 Arab-Israeli war to supervise the disengagement of Israeli and Syrian forces on the Golan Heights in accordance with the U.S.-negotiated Israeli-Syrian agreement of May 1974. The mission plays a positive role in the Middle East peace process, serving U.S. national security interests by maintaining confidence levels and preventing the escalation of tensions between Israel and Syria. The Security Council has extended UNDOF's mandate at 6-month intervals, most recently through resolution 1139 of November 21, which was adopted unanimously.

In June 1997 two Austrian peacekeepers were murdered in a still-unexplained incident on the Golan Heights. As of December 31, 1997, UNDOF had a troop strength of 1,048. The United States does not contribute troops to UNDOF. However, the UN Truce Supervision Organization (UNTSO) assists UNDOF on the Golan Heights and the two U.S. military observers in UNTSO occasionally may be called on to participate in its activities.

UN Relief and Works Agency for Palestine Refugees in the Near East

The General Assembly adopted a group of seven resolutions on the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). Voting on the resolutions was as follows: resolution 52/57 "Assistance to Palestine refugees" was adopted by a vote of 159 to 1, with 2 (U.S.) abstentions; resolution 52/58 "Working Group on the Financing of the UN Relief and Works Agency for Palestine Refugees in the Near East" was adopted by consensus; resolution 52/59 "Persons displaced as a result of the June 1967 and subsequent hostilities" passed by a vote of 159

to 2 (U.S.), with 1 abstention; resolution 52/60 “Offers by Member States of grants and scholarships for higher education, including vocational training, for Palestine refugees” was adopted 163 (U.S.) to 0, with 1 abstention; resolution 52/61 “Operations of the UN Relief and Works Agency for Palestine Refugees in the Near East” passed by a vote of 158 to 2 (U.S.), with 3 abstentions; resolution 52/62 “Palestine refugees’ properties and their revenues” was adopted 158 to 2 (U.S.), with 3 abstentions; and resolution 52/63 “University of Jerusalem ‘Al-Quds’ for Palestine refugees” passed 158 to 2 (U.S.), with 3 abstentions.

In its explanation of vote, the U.S. Delegation underscored its long-standing commitment to the work of UNRWA, noting that the United States would continue to support UNRWA’s important educational, health, social and humanitarian relief programs. However, the U.S. Delegation expressed criticism for the inclusion of politicized language in several of the resolutions, and urged that narrow political agendas be set aside so that UNRWA could receive the wholehearted support it deserves.

Iraq

During three bimonthly reviews, the UN Security Council determined unanimously that Iraq had failed to comply fully with the Council’s resolutions relating to Iraq’s invasion of Kuwait in August 1990. The United States regards the failure of the Government of Iraq to comply with resolutions of the Council, including its refusal to cooperate fully on weapons of mass destruction issues, failure to account for missing Kuwaitis, failure to return stolen Kuwaiti property and cultural artifacts, failure to respect the human rights of its citizens, and the failure to end support for and participation in terrorism, as a continuing threat to international peace and stability in the region. The United States and the Security Council continued to support the UN Special Commission (UNSCOM) and the International Atomic Energy Agency (IAEA), which are tasked with overseeing the destruction and monitoring of Iraq’s weapons of mass destruction programs.

On June 21, after a series of Iraqi provocations that included blockage of UNSCOM inspections and interference with UNSCOM aircraft while in flight, the Security Council unanimously adopted resolution 1115. The resolution condemned Iraq’s refusal of access to UNSCOM as a “clear and flagrant violation” of relevant resolutions, suspended further sanctions reviews until after UNSCOM’s 6-month report to the Council in October and expressed the firm intention to impose “additional measures” if Iraq did not comply. This resolution was the first to contain new punitive measures against Iraq since 1994.

After further incidents of Iraqi interference with UNSCOM inspections, on October 23 the Council adopted resolution 1134, which expressed “grave concern at the report of additional incidents since the adoption of resolution 1115” and decided that “such refusals to cooperate constitute a flagrant violation of Security Council resolutions.” Sanctions reviews were suspended once again until April 26, 1998. On October 29

Iraq informed the president of the Security Council that beginning on October 30 Iraq would not accept Americans working with the Special Commission and ordered them out of Iraq within 1 week.

On November 12 the Council passed resolution 1137, which condemned “the continued violations by Iraq of its obligations” and expressed the firm intention to take “further measures” to enforce the Council’s will. In a presidential statement on November 13, the Council again condemned the Iraqi decision to obstruct UNSCOM inspections. In November Iraq announced that UNSCOM could resume its normal activities, including the use of American inspectors. However, at the end of 1997, Iraq continued to disrupt UNSCOM inspection activities and insisted that “presidential and sovereign” sites would remain off-limits to the weapons inspectors.

The UN humanitarian program mandated by resolution 986 (1995) remained in effect. The Council renewed its provisions twice during the year (through resolution 1111 of June 4, and resolution 1143 of December 4). In addition, the Council passed resolution 1129 on September 12 to permit Iraq to export the full \$2 billion permitted by resolution 1111 within the 180-day period set by the resolution. Iraqi delay in selling oil had threatened to prevent Iraq from selling the full dollar amount permitted by the resolution, which would have seriously delayed the delivery of humanitarian goods to the Iraqi people.

The United States continues to strongly back the UN humanitarian program in Iraq, which performs a vital role in meeting the basic needs of the Iraqi people.

Tenth Emergency Special Session

Following two successive U.S. vetoes in the Security Council of resolutions to condemn Israeli settlement construction, the Arab group, supported by a majority of member states, called on the President of the General Assembly to initiate an emergency special session of the General Assembly under the “Uniting for Peace” formula. (Resolution 377 of November 3, 1950.) The 10th emergency special session would consider the issue of Israeli settlements and specifically the controversial question of construction at a site in Jerusalem called Har Homa. Only nine other such emergency special sessions on a variety of topics have been called since the founding of the United Nations.

The 10th emergency special session of the General Assembly, which opened in April, met four times in 1997. The session passed four resolutions criticizing Israel’s settlement policies and urging member states to take actions to discourage these activities. (Resolutions ES-10/1 through 4.) A resolution adopted in November called upon Switzerland as depository of the Geneva Conventions to convene a meeting of experts on the applicability of the Fourth Geneva Convention in the Occupied Territories. The 10th emergency special session did not conclude its work in 1997 and can be reconvened at the request of any member state.

While the United States made clear its view that construction at the Har Homa site is not helpful to the peace process, the United States opposed these resolutions because they inappropriately interjected the General Assembly into issues the Palestinians and Israelis are dealing with in direct negotiations, and eroded the climate of trust and confidence necessary for those negotiations to succeed.

Africa

Angola

At the outset of 1997, UNAVEM III had already begun drawing down from a peak level of 7,200 personnel, and in his first report of the year (on February 7), the Secretary General anticipated the withdrawal of most of the military force by August. However, other milestones in the peace process, including the full integration of the National Union for the Total Independence of Angola (UNITA) officers and soldiers into the Angolan Army and Police, agreement on the future status of UNITA leader Jonas Savimbi, integration of UNITA representatives into the national parliament, and the formation of a Government of National Unity (GURN) containing UNITA ministers, were postponed repeatedly. This, in turn, caused the postponement of the UN plan to convert UNAVEM III into a smaller mission to manage the end game of the Lusaka Protocol peace process.

The GURN was finally inaugurated on April 11, opening the way for the parties to tackle the final requirements of the Lusaka Protocol peace process: extension of government control over the entire country; elimination of hostile media broadcasts, including conversion of UNITA's short-wave radio station into a nonpartisan FM station; and full disarmament of UNITA and its conversion into an unarmed political party. On June 30 the UN Security Council ended UNAVEM III and authorized the UN Observer Mission in Angola (MONUA). MONUA was to be composed primarily of military observers, civilian police, and human rights and political advisers whose main task was to be assisting the Government in reestablishing authority over areas long outside its control. MONUA was given responsibility for the remaining UNAVEM III troops. (Resolution 1118.)

Unfortunately, the escalation of civil war in former Zaire during the first half of 1997 had a destabilizing effect on Angola, and military tensions continued to be reported over wide areas of the country. This situation impelled MONUA to move the August drawdown target date to November, then to February 1998. At year's end, MONUA still retained 1,600 troops.

On August 28 the Security Council imposed sanctions, which were to automatically come into force within 30 days. (Resolution 1127.) In resolution 1130 (September 29) the Council postponed the entry-into-force of the sanctions for an additional 30 days and in resolution 1135 (October 29) took note that the sanctions were automatically going into effect. The Security Council, losing patience with repeated delays in achieving peace process benchmarks, decided that UNITA bore the main responsibility

and, on October 29, allowed sanctions against UNITA to go into effect. The international community was called on to halt air services to UNITA territory and limit the ability of UNITA leadership to travel and represent their movement overseas. These sanctions remained in effect at year's end.

Burundi

The United States, along with the United Nations, continued to support ongoing regional efforts to broker a peaceful settlement of the Burundian conflict. After the current military regime overthrew the democratic government of Sylvestre Ntibantunganya in a coup in 1996, regional states, under the leadership of Julius Nyerere, imposed sanctions and have been attempting to mediate a negotiated resolution. Armed conflict between the Buyoya government and several Hutu-led insurgencies nonetheless continued throughout 1997.

The Security Council issued a presidential statement (S/PRST/1997/32) in May, urging all parties in Burundi to continue to pursue a negotiated settlement and to refrain from actions which would be detrimental to future political dialogue. The Council expressed its concern about the continuing instability in Burundi. It called upon the Government of Burundi to allow people to return to their homes without any hindrance. The Security Council reiterated its support for the efforts of the regional leaders, including former President Nyerere, and welcomed their decision to exempt humanitarian goods from sanctions in order to alleviate the suffering of the people of Burundi.

In July the Secretary General presented a report to the Council on the situation in Burundi, assessing the country's political, security, human rights and humanitarian situation. He noted with encouragement the willingness shown by President Buyoya and his government to cooperate with the international community and with regional governments in an effort to reach a negotiated political settlement. All-party talks came to a standstill when Burundi Government representatives failed to attend a regional summit in Tanzania in August. Nevertheless, a summit took place later in September, reaffirming the participants' determination and commitment to promote a negotiated settlement in Burundi, and their preparedness to adopt additional measures to deal with any obstruction to the negotiating process.

Tensions along the Burundi/Tanzania border increased in September and October after several cross-border incidents. Burundi accused Tanzania of allowing refugee camps near the border to become militarized. In November the Secretary General decided to send a UN fact-finding mission to the Burundi/Tanzania border area to diffuse these tensions. The mission's purpose was to investigate the confrontations occurring along the border, to report on the effect of those incidents on Burundi-Tanzania relations, and to assess what impact refugees in this area were having on regional peace and security. However, at year's end the team had not been granted access to Tanzania.

The United States fully supports the regional peace initiative led by President Nyerere, stressing that a military solution is not feasible and would not lead to a lasting and stable peace. The United States urges all parties to reject a military option and to participate in all-party negotiations.

Central African Republic

Following a series of mutinies in the Central African Republic in 1996, a group of African leaders negotiated the Bangui Agreements in January 1997 and created the Inter-African Mission to Monitor the Implementation of the Bangui Agreements (MISAB), a multinational force with troops from Gabon, Senegal, Mali, Chad, Burkina Faso and Togo, and financial and logistical support from France. In July President Ange Patasse of the Central African Republic and President El Hadj Omar Bongo of Gabon formally requested UN authorization for MISAB. The Security Council unanimously passed Security Council resolution 1125 on August 6 approving the mandate of MISAB for 3 months and authorizing its member states to ensure the security and freedom of movement of their personnel under Chapter VII of the UN Charter. The resolution stipulated that the expenses and logistical support for the force would continue to be borne on a voluntary basis by MISAB's participants. In his explanation of vote, U.S. Permanent Representative Bill Richardson expressed U.S. support for the participants in MISAB, who had provided an important precedent in peacekeeping efforts and continued to play a vital role in securing peace and disarmament in the Central African Republic. On November 6 in resolution 1136, adopted unanimously, the Security Council renewed its authorization of MISAB under the same terms for an additional 3 months.

Democratic Republic of the Congo/Zaire

The Security Council continued to closely monitor the situation in the Great Lakes area throughout 1997. Fighting between the Alliance of Democratic Forces for the Liberation of Congo/Zaire (ADFL) and the then government began in October 1996 and intensified in the first half of 1997. By May 17 the ADFL had toppled the regime of President Mobutu and taken power, renaming Zaire the Democratic Republic of the Congo. The United States and the Security Council supported efforts by the UN/Organization of African Unity's Special Representative Mohamed Sahnoun to negotiate a peaceful settlement of the Zaire/Congo crisis.

The Security Council issued several presidential statements expressing its grave concern about the deteriorating situation in the Great Lakes region. The first statement on February 7 called for an end to hostilities and the withdrawal of all external forces from the region. It also urged all parties to allow humanitarian agencies and organizations access to eastern Zaire in order to provide assistance to refugees and displaced persons. Moreover, the Security Council called upon all states to refrain from any act that would exacerbate the situation and reaffirmed the importance of holding an international conference on peace, security and development in the Great Lakes region.

On February 18 the Security Council adopted resolution 1097 endorsing a five-point peace plan for eastern Zaire, which called for an immediate cessation of hostilities; withdrawal of all external forces; reaffirmation of respect for the national sovereignty and territorial integrity of states of the Great Lakes region; protection and security for all refugees and displaced persons and facilitation of access to humanitarian assistance; and rapid and peaceful settlement of the crisis through dialogue, the electoral process and the convening of an international conference. The resolution also called on all governments and parties concerned to cooperate with the joint UN/OAU Special Representative for the Great Lakes region to achieve lasting peace in the area.

Presidential statements issued by the Security Council on March 7, April 4 and April 24 reiterated the Security Council's support for the five-point peace plan. The Security Council called upon the ADFL to publicly declare its acceptance of resolution 1097 and called upon the Government of Zaire to facilitate the implementation of this plan. It also expressed concern about the effect the continued fighting had on refugees and civilians of the region.

The presidential statements on April 24 and April 30 further called upon the Government of Zaire and the ADFL to engage seriously and fully in the search for a speedy political solution, especially the holding of democratic and free elections with universal participation. The April 30 presidential statement also noted the commitment by the leader of the ADFL to allow the United Nations and other humanitarian agencies access to refugees in eastern Zaire, and his commitment to be flexible regarding the duration of the repatriation operation.

The United States strongly supported resolution 1097 and believed that swift adoption of the five-point peace plan would bolster UN/OAU Special Representative Sahnoun in his negotiating efforts. However, these efforts were overtaken by the rapid evolution of the ADFL's military position and the corresponding disintegration of the Mobutu regime.

Liberia

The activities of the UN Observer Mission in Liberia (UNOMIL) officially ended on September 30, 1997, following the achievement of the mission's key objectives. Initially authorized in September 1993, UNOMIL's mission was to monitor compliance with the Liberian peace agreements; verify the disarmament and oversee the demobilization of Liberia's various factional armies; and observe and monitor the election process. For its part, the United States continued in 1997, as it has done since 1993, to support UNOMIL's objectives, specifically its efforts to assist the Economic Community of West African States (ECOWAS) Military Observer Group (ECOMOG) implement peace accords to end the civil war in Liberia.

Following more than a year of setbacks, including a return to violence, and limited progress in the peace process, by late 1996 the warring factions had agreed to another cease-fire and a new implementation schedule

for the 1995 Abuja Accord. According to this revised plan, national elections would be held by May 30, 1997, with a subsequent drawdown of military observers. Although the disarmament process proceeded apace, with ECOMOG disarming more than 20,000 fighters by early February, preparations for national elections took longer than anticipated—forcing their postponement until July 19, followed by the inauguration of a new Liberian government on August 2.

On November 27, 1996, the Security Council, by resolution 1083, extended UNOMIL's mandate until March 31, 1997. On March 27 the mandate was again extended for 3 months (Resolution 1100) to cover the proposed May elections. However, with the elections postponed until July, the Security Council on June 27 once more extended the operation until September 30 (Resolution 1116), with the expectation that UNOMIL would terminate by that date. By early September, in fact, UNOMIL had essentially completed its mandate.

A principal UNOMIL responsibility during its last months centered on providing logistical and technical support for the July 19 national elections. UNOMIL played a key role in ensuring that the elections were free and transparent. Shortly after the August 2 inauguration of President Charles Taylor's government, UNOMIL began to withdraw its personnel. Most of the 92 military observers departed country by mid-September; the remainder left prior to the September 30 mission expiration date.

Libya

During 1997 the Security Council continued to review sanctions adopted against Libya in resolution 748 (1992) every 120 days. Given Libya's noncompliance with requirements imposed by this and resolutions 731 and 883, the Council decided each time that sanctions should remain in effect without change. The United States, along with the United Kingdom and France, maintained their joint position that there would be no compromise on the demands of justice and that Libya would have to comply fully with its obligations. At the November sanctions review, France circulated a letter from its investigative judge noting that, *inter alia*, it had indicted six Libyans for a trial in absentia in connection with the bombing of UTA Flight 772.

In response to Libya's claims that the two Pan Am suspects could not get a fair trial in Scotland, the Secretary General asked a group of independent international jurists to inspect the Scottish judicial system. Their conclusion, presented in a report to the Security Council by the Secretary General, was that "the accused would receive a fair trial under the Scottish justice system. Their rights during the pretrial, trial and post-trial proceedings would be protected in accordance with international standards."

Libya continued during 1997 to claim that UN sanctions prevented its people from receiving proper medical care and hindered Libyan pilgrims in performing the Muslim hajj. However, the sanctions regime has always permitted exceptions to the air embargo for approved medical evacuation flights, whose numbers, in fact, have increased each year since sanctions

were imposed. With regard to Libyan pilgrims, the Council continued to approve, for the third straight year, direct hajj flights from Libya to Saudi Arabia aboard third country aircraft. Approval of flights for these purposes continued to have strong U.S. backing.

Sierra Leone

Throughout 1997 the Economic Community of West African States (ECOWAS) took the lead in seeking a solution to Sierra Leone's ongoing crisis, supported by the UN Security Council and the United States. In January the UN Department of Peacekeeping Operations recommended that a "neutral monitoring force" consisting of 60 military observers, protected by 720 armed peacekeeping troops, deploy to Sierra Leone to monitor the implementation of the 1996 Abidjan Accord between the democratically elected government of President Ahmad Tejan Kabbah and the Revolutionary United Front (RUF) insurgency. The RUF, however, rejected some of the UN's preconditions for the deployment of a peacekeeping operation. On May 25 a coalition of junior army officers seized power, then joined forces with the insurgency. The United States supported UN Security Council presidential statements of May 27, July 11, and August 6, which condemned the coup and called for the peaceful restoration of President Kabbah and the constitutional order.

On October 8 the United States joined a unanimous Security Council vote to approve resolution 1132, which imposed sanctions on the sale of arms and petroleum products to Sierra Leone, and on travel by members of the military junta. Resolution 1132 authorized ECOWAS, which had already imposed more comprehensive regional sanctions, to enforce the UN sanctions. On October 23 ECOWAS negotiated a framework agreement with the junta that provided for a cease-fire, disarmament and demobilization of all combatants and the return of President Kabbah to office within 6 months. The agreement called for the ECOWAS Military Observer Group (ECOMOG), assisted by UN military observers, to implement demobilization. A November 14 Security Council presidential statement, supported by the United States, welcomed the agreement and the efforts of ECOWAS to seek a peaceful settlement of the crisis. A UN assessment team made preparations to travel to Sierra Leone January 10–17, 1998, and the special envoy sought to negotiate the modalities for implementing the agreement. However, the junta imposed new demands, and the negotiation process had stalled completely by year's end.

Western Sahara

During 1997 the United States and the Security Council continued to support the efforts of the Secretary General to resolve the long-standing dispute in the Western Sahara between the Government of Morocco and POLISARIO. In March the Secretary General appointed former U.S. Secretary of State James A. Baker III as his Personal Envoy for the Western Sahara to see whether the UN's settlement plan could be implemented and, if not, whether the parties would be amenable to any other ideas for a solution. The settlement plan had been stalled since 1995 after a dispute

over the process of identifying prospective Sahrawi voters eligible to participate in a referendum on self-determination.

After a round of consultations in regional capitals, Personal Envoy Baker determined that the parties wished to proceed only on the basis of the settlement plan. During the course of four separate rounds of talks with the parties that took place in London and Lisbon (which included Algeria and Mauritania as observers), Personal Envoy Baker was able to obtain agreement on key issues that had stalled the settlement plan, including voter identification, confinement of Moroccan and POLISARIO forces during the transitional period leading up to the referendum, and the release of POWs and Sahrawi political prisoners and detainees. At a final round of direct talks that took place in Houston September 14–16, Mr. Baker also got the parties to agree to a code of conduct for the referendum campaign and on a declaration of the parties relating to the authority of the United Nations during the transitional period.

On May 22 the Security Council voted to extend the mandate of the UN Mission for the Referendum in Western Sahara (MINURSO) for another 180 days, until September 30. (Resolution 1108.) On September 29, following adoption of the Houston Accords, the Council passed a second technical rollover resolution extending MINURSO's mandate until October 20, in accordance with a recommendation of the Secretary General. The mandate was extended for a full 180-day period (until April 20, 1998) by Council resolution 1133 of October 20, 1997. Resolution 1133 authorized MINURSO to increase its size, as recommended by the Secretary General, in order to proceed with its voter identification tasks. Voter identification formally resumed on December 3. Later that month, the Secretary General named retired U.S. Ambassador Charles Dunbar as his new Special Representative for the Western Sahara to oversee implementation of the Houston Accords and the settlement plan.

Following the adoption of resolution 1133, U.S. Permanent Representative Bill Richardson issued a statement noting that

. . . the U.S. Government fully supported Jim Baker's mediation effort, and we will fully support the UN's effort to build on Baker's negotiating success and bring the settlement plan to a successful conclusion. However, as we have said before, our support of MINURSO depends on the continuing ability of the parties to achieve progress. Unless significant progress can be maintained, the United States cannot support the continued renewal of MINURSO in its present form.

Western Hemisphere

Guatemala

The Security Council and the General Assembly passed several resolutions regarding Central America. The peace process in Guatemala again received significant attention. The United States strongly supports efforts to assist the Guatemalan Government in implementing the peace agreement signed on December 29, 1996, ending that country's 36-year internal struggle. On January 20, 1997, on the recommendation of the Secretary

General, the Security Council unanimously authorized the deployment of 155 military observers to Guatemala for 3 months to verify the cease-fire, separation of forces, and disarmament and demobilization of the Unidad Revolucionaria Nacional Guatemalteca (URNG). (Resolution 1094.) The deployment came after China's earlier veto of a similar resolution, citing Guatemala's invitation of Taiwanese officials to attend the signing of the overall peace accord. An exchange of letters between the permanent representatives of Guatemala and China resolved the dispute.

The UN Verification Mission in Guatemala (MINUGUA) continued to verify compliance with the agreements signed between the Government of Guatemala and the URNG. The General Assembly acted twice in 1997 to extend MINUGUA's mandate. The Mission is now authorized to operate until December 31, 1998. (Resolutions 51/198 B and 52/175.)

MINUGUA maintained eight regional offices and six subregional offices providing it with a presence throughout the country. MINUGUA conducted prompt, thorough and impartial investigations into alleged human rights abuses, worked to improve the administration of justice and aided in opening access to government for indigenous people. In the year since the signing of the peace agreements, positive trends observed in the country have been consolidated. There has been an increase in political freedom. The URNG is in the process of transforming itself into a political party. Human rights abuses have continued to decline. However, common crime and violence remained a significant problem.

Haiti

On July 30 the Security Council, acting upon the request of the President of Haiti, established the UN Transition Mission in Haiti (UNTMIH) with a single 4-month mandate until November 30. (Resolution 1123.) The new mission was composed of up to 250 civilian police and 50 military personnel to form the headquarters of a security element and 1,150 voluntary troops from Canada and Pakistan. The United States continued to fund the latter through a special trust fund established by the United Nations. UNTMIH assisted the Government of Haiti by supporting and contributing to the professionalization of the Haitian National Police (HNP).

The July 31 closing of the UN Support Mission in Haiti, coupled with the creation of UNTMIH, marked a reduction in the international military presence in Haiti and the recognition of a greater ability on the part of the Haitian Government to maintain a secure and stable environment. Civilian police officers from the United States, Argentina, Benin, Canada, France, India, Mali, Niger, Pakistan, Senegal, Togo and Tunisia participated in UNTMIH.

On November 28 the Security Council established the UN Civilian Police Mission in Haiti (MIPONUH). The closing of UNTMIH ended the year-long transition from an international military presence to a civilian operation. Mandated to continue to support and contribute to the professionalization of the HNP, MIPONUH was authorized up to 300 civilian

police. (Resolution 1141.) MIPONUH does not have a military element. MIPONUH's mandate expires on November 30, 1998.

On December 15 the General Assembly debated a resolution cosponsored by the United States that renews and extends the mandate of the UN component of the International Civilian Mission in Haiti (MICIVIH) until December 31, 1998. MICIVIH supports the promotion and protection of human rights. It also provides reporting, technical assistance and expert recommendations that have enhanced the effectiveness of the HNP and broader Haitian justice system. MICIVIH operates under a dual mandate from the United Nations and the Organization of American States. The General Assembly will take action on the resolution after it has reviewed its budgetary implications.

During 1997 the Haitian Government made progress toward the further consolidation of democracy. The withdrawal of the remaining international military presence was a concrete sign of that progress. However, a political stalemate between the president and parliament that has lasted more than 6 months has hampered progress towards economic reform and sustained growth. The United States remains deeply committed to achieving progress in Haiti and provided over \$100 million in bilateral assistance in 1997 as well contributions to the international missions in Haiti.

Other Areas

Afghanistan

The UN General Assembly created a UN special mission to Afghanistan in March 1994. The mission was initially headed by former Tunisian foreign minister Mahmoud Mestiri, who was replaced by German diplomat Norbert Holl in June 1996. Holl continued his work with the mission in 1997, before stepping down in December. He has yet to be replaced.

The Secretary General appointed former Algerian foreign minister Lakhdar Brahimi as Special Representative for Afghanistan in July 1997. Brahimi conducted a comprehensive review of UN peacemaking activities in Afghanistan. After travel to 13 countries and meetings with the Afghan factions, he returned to New York and convoked meetings with representatives of the six nations bordering Afghanistan (China, Pakistan, Iran, Turkmenistan, Uzbekistan and Tajikistan) plus the United States and Russia. His objective was to look at ways to apply joint pressure on the Afghan parties to promulgate a cease-fire and begin negotiations toward a broad-based, representative, multiethnic government. This "6 plus 2" group met three times in 1997.

The Security Council issued a presidential statement on Afghanistan December 16, which reiterated the Council's grave concern about the continued military confrontation and deplored the unwillingness of the warring factions to lay down their arms. The statement also stressed that the Afghan conflict has no military solution and that the primary responsibility for finding a peaceful settlement lies with the Afghan parties themselves.

The General Assembly, in plenary session in December, adopted a resolution which renewed the mandate of the UN special mission and expressed concern about the political, economic and human rights situation in Afghanistan. The United States joined consensus on the resolution. (Resolution 52/145.)

Albania

The collapse of pyramid schemes in Albania in early 1997 destroyed the life savings of a large portion of the Albanian population and led to an outbreak of violence and a breakdown of central government authority that virtually tore the country apart and threatened to destabilize the surrounding region. Thousands of refugees left Albania for neighboring countries, particularly Italy. On March 13 the Security Council issued a presidential statement expressing the Council's deep concern about the deteriorating situation in Albania and urged all concerned to refrain from hostilities and acts of violence and to cooperate with diplomatic efforts to reach a peaceful solution to the crisis.

On March 28 the Security Council adopted resolution 1101 by a vote of 14 (U.S.) to 0, with 1 abstention (China), which authorized member states to establish a multinational protection force for Albania. The mandate of the mission was to facilitate the safe and prompt delivery of humanitarian assistance, protect international relief workers and help create a secure environment in which elections could be held. The mandate was originally limited to 3 months, and participating states voluntarily bore the costs of the operation. On June 19 the Security Council passed resolution 1114, by a vote of 14 (U.S.) to 0, with 1 abstention (China). It extended the mandate of the protection force for another 45 days to maintain a secure environment during and after parliamentary elections scheduled for June 29. The elections were held successfully and the force withdrew from Albania in August after the establishment of relative stability.

Cyprus

The UN Peacekeeping Force in Cyprus (UNFICYP) was created in March 1964, to help end violence between the Greek and Turkish Cypriot communities. Since the *de facto* division of the island in 1974, UNFICYP has also served as a buffer force supervising the cease-fire between Turkish and Turkish-Cypriot forces on one side and the Greek Cypriot National Guard and Greek troops on the other.

As of December 31, 1997, there were 1,217 military personnel assigned to UNFICYP, and 35 civilian police. No U.S. personnel participate. The most significant troop contributors are Argentina, Austria, Hungary, Ireland and the United Kingdom. Australia and Ireland provide the civilian police contingent.

On June 27 the UN Security Council (Resolution 1117) extended UNFICYP's mandate until December 31, 1997. On December 23 the mandate was extended again to June 30, 1998. (Resolution 1146.)

Since June 1993 UN assessments have been used to pay only for the portion of UNFICYP's costs not covered by voluntary contributions. Together, Greece and Cyprus make voluntary contributions that cover almost half of the annual cost of UNFICYP.

Both resolutions 1117 and 1146 expressed concern about the lack of progress toward a settlement of the Cyprus problem. There was dialogue, but only small advances toward settlement during the year. The Secretary General initiated a series of face-to-face meetings between Cypriot President Clerides and Turkish Cypriot leader Denktash, overseen by his Special Advisor Diego Cordovez. The first meeting, at Troutbeck, New York, on July 9–13 aimed at finding a comprehensive solution to the Cyprus problem. The leaders held a second meeting in the series at Glion-Sur-Montreux on August 11–14, without significant progress. Further talks were expected to resume in March 1998, after the Cypriot presidential elections. Aside from this UN-led search for a comprehensive solution, the leaders met in Cyprus on July 31 with UN Chief of Mission Gustave Feissel present to discuss humanitarian issues and agreed to exchange data on missing persons from the 1974 conflict and from prior intercommunal violence. Later, acting on a U.S. initiative, the two leaders held a meeting September 26 in Cyprus, again with Mr. Feissel present, to discuss security issues.

The United States supports UNFICYP as a means of preventing an outbreak of conflict on Cyprus that could draw NATO allies Turkey and Greece into war, thus endangering both peace in the immediate area and regional stability. The United States supports negotiations toward a bi-zonal, bi-communal federation.

Georgia

Initially established in 1993, the UN Observer Mission in Georgia (UNOMIG) was expanded in July 1994 in size (to 136 military observers) and scope—charged with monitoring the implementation of the May 1994 cease-fire agreement between the Government of Georgia and Abkhaz separatists and with observing the Russian-led Commonwealth of Independent States (CIS) peacekeeping force. Four U.S. military observers participated in UNOMIG in 1997, along with others from 22 countries.

On July 12, 1996, the Security Council unanimously adopted resolution 1065, extending UNOMIG's mandate until January 31, 1997. Subsequently, on January 30, 1997, the Security Council voted to extend the mandate (Resolution 1096) for 6 months to July 31, 1997; in July, the Security Council again renewed the mandate (Resolution 1124) for an additional 6 months until January 31, 1998, "subject to review in the event of any changes that may be made in the mandate of the CIS peacekeeping force."

During 1997 the parties for the most part continued to comply with the cease-fire, but there was little movement on the political front. Despite the vigorous efforts of the United Nations and the "friends of Georgia," little progress was achieved in resolving such key issues as the future political

status of Abkhazia and the return of refugees. However, a UN-sponsored conference in November served to revitalize the negotiating process, resulting in greater cooperation and a number of specific proposals to address practical issues dividing the parties.

Security, specifically the safety of UNOMIG personnel, remained a serious consideration throughout the year. The deployment of 13 mine-protected vehicles in March enabled UNOMIG to resume its patrols of the Gali security zone which separates the Georgian and Abkhaz sides. A brief hostage-taking incident in late September, involving the seizure of three UNOMIG military observers by unknown assailants, heightened security concerns. The United Nations responded by sending an investigative mission to the region in November and by adopting additional measures to safeguard mission personnel.

Tajikistan

Established in December 1994, the UN Mission of Observers in Tajikistan (UNMOT) is charged with monitoring the implementation of the November 1994 cease-fire agreement between the Government of Tajikistan and the United Tajik Opposition. Despite a breakdown in the cease-fire in 1996, by year's end the cease-fire was again in effect and serious political negotiations had begun. The active engagement of UNMOT leadership in subsequent peace talks contributed to the signing of a peace accord between the two sides on June 27, 1997.

On December 13, 1996, the Security Council adopted resolution 1089 extending UNMOT's mandate until March 15, 1997, subject to the proviso that the parties demonstrate their commitment to an effective cease-fire and to national reconciliation. Since the cease-fire held throughout the year, UNMOT's mandate was repeatedly renewed. Through resolution 1099 the Security Council on March 14 extended UNMOT's mandate to June 15. Resolution 1113 of June 12 renewed the mandate unchanged until September 15 and in September, the Security Council opted, by resolution 1128, to roll over the existing mandate until November 15, at which time—due to changed circumstances in Tajikistan—an expanded mandate was approved by resolution 1138 for a period ending May 15, 1998.

Notwithstanding some setbacks, there was considerable progress on the political front during 1997. In February the government and opposition agreed on a Charter of National Reconciliation. On March 8 the sides concluded a military protocol aimed at merging opposition forces into the government's military and security structures. By late May, the last of the requisite accords in the "General Peace Agreement" had been negotiated, paving the way for the parties to sign the agreement in Moscow on June 27.

The agreement called for an adjustment in UNMOT's mandate and size to enable the mission to monitor and support implementation of the peace accords. However, uncertain conditions on the ground led the Security Council to delay consideration of UNMOT mandate expansion until November, when both sides committed themselves to cooperate in ensur-

ing UNMOT's security. The expanded UNMOT mandate calls for 120 military observers, but for most of 1997 the operation consisted of approximately 45 from 8 countries. By December 31 there were 60 observers participating in the mission. The United States did not contribute personnel to the operation.

The security situation in Tajikistan remained a source of concern throughout 1997. In early February an armed rogue group took hostage 15 persons from UNMOT and other international agencies, prompting a major drawdown of UNMOT. The incident ended on February 17 with the release of all hostages and the arrest of key perpetrators. Subsequently, UN personnel were not specifically targeted, but violence continued to be prevalent in Dushanbe, culminating in the August outbreak of intrafactional fighting among groups nominally aligned with the government. The last significant incident of the year involved the November kidnapping of a French couple working for an NGO in Dushanbe. The kidnappers were eventually caught—and the gang leader killed—but one of the victims died in the rescue attempt.

Since September the Commission on National Reconciliation, set in motion by the peace agreement, has been actively implementing various aspects of the peace accords (especially in the area of refugee repatriation). The Commission has set for itself an ambitious work plan in hopes of holding national elections in late 1998.

The Former Yugoslavia

The United States in 1997 continued its leadership in the Security Council concerning the former Yugoslavia, supporting UN objectives in Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia and the Federal Republic of Yugoslavia (Serbia and Montenegro). Many of the Council actions were in support of implementation of the 1995 U.S.-sponsored peace talks in Dayton, Ohio, which led to the General Framework Agreement for Peace in Bosnia and Herzegovina.

The Security Council paid very close attention to the operation of the UN Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium (UNTAES) established in 1996 in resolution 1037. UNTAES' mission was to oversee the transition of the region from local Serb to Croatian Government control. The original mandate was for a period of 1 year, with an option to extend for 1 additional year, until January 15, 1998. The Council in a presidential statement dated January 31, 1997, condemned an incident in Vukovar that resulted in the death of an UNTAES peacekeeper and injuries to other UNTAES personnel. At the same time, it welcomed a letter from the Government of Croatia making commitments concerning the rights of the local Serb population. This letter set the stage for further Council actions later in the year. It called upon the Government of Croatia to ensure that all its citizens were treated as equals regardless of their ethnicity and to facilitate progress on the return of Croatian Serb displaced persons and refugees to other areas. In a presidential statement issued on March 7, the Council agreed to the scheduling

of municipal elections in April and called upon the Serb community to participate fully in those elections. These elections were conducted successfully, although it took several months for the Government of Croatia to provide the necessary assistance to make the local governmental bodies functional. The Council issued a presidential statement on May 8 that welcomed this positive development but also called on the Government to ensure rapid implementation of the results of the elections.

Resolution 1120, dated July 14, 1997, extended the mandate of UNTAES for a 6-month period until January 15, 1998. The resolution endorsed a plan for the gradual devolution of executive responsibility for civil administration in the region to the Republic of Croatia and the draw-down of the UNTAES military component. The drawdown of the military component to 720 troops was accomplished by November 15.

The Council issued two presidential statements on September 18 and October 20 concerning Croatian compliance with its obligations in fulfilling conditions and tasks key to the final transfer of executive authority to the Republic of Croatia. Resolution 1145 of December 19 noted the termination of the UNTAES mandate on January 15, 1998, and established, effective January 16, 1998, a support group of 180 civilian police monitors, for a single period of 9 months to continue to monitor the performance of the Croatian police in the Danube region.

In the January 1996 resolution 1038 the Council authorized 28 UN military observers previously attached to the UN Confidence Restoration Organization in Croatia (UNCRO) to continue their activities in the Prevlaka peninsula area of Croatia as members of a new operation, the UN Military Observers in Prevlaka (UNMOP). Resolution 1093 of January 14 authorized the UN military observers to continue monitoring the demilitarization of the Prevlaka peninsula until July 15. It called upon the parties to abide by their mutual commitments and to cease and refrain from all violations of the demilitarization zone and from military or other activities which may increase tension in the region. The Security Council issued a presidential statement on April 25, which expressed disappointment at the general lack of improvement in the situation in Prevlaka and concern over continuing violations of the demilitarization regime. Resolution 1119 of July 14 extended the mandate of the UN military observers for a further 6-month period until January 15, 1998.

Resolution 1088 of 1996 authorized the establishment, in coordination with NATO, of the multinational Stabilization Force (SFOR) to carry out the key functions of its predecessor, the Implementation Force (IFOR) in Bosnia and Herzegovina. Resolution 1088 also extended the mandate of the UN Mission in Bosnia and Herzegovina (UNMIBH), which includes the International Police Task Force (IPTF) and its civilian support structure. The mandate for UNMIBH and IPTF was set to expire on December 21 unless extended by the Security Council.

On March 11 the Council issued a presidential statement that condemned violence in West Mostar and in particular the involvement by

West Mostar police and demanded the immediate implementation of the conclusions of an IPTF report on the incident. Resolution 1103, adopted unanimously on March 31, authorized an increase in the size of UNMIBH by 186 police and 11 civilian personnel to implement recommendations made by the Secretary General concerning the role of the UN IPTF in Brcko. IPTF's size was again increased by 120 police personnel in May (Resolution 1107) to implement recommendations of the Peace Implementation Council meeting held in London December 4–5, 1996.

The Security Council, in resolution 1112 adopted on June 12, welcomed the conclusions of the Ministerial Meeting of the Steering Board of the Peace Implementation Council held in Sintra, Portugal, on May 30. The Council agreed to the appointment of Mr. Carlos Westendorp as High Representative to succeed Carl Bildt. On September 17 a helicopter crash in Bosnia resulted in the deaths of 12 persons attached to the Office of the High Representative for Bosnia, the IPTF and other organizations. The Security Council included a tribute to those who lost their lives in this tragic accident when UNMIBH's mandate was extended in December for an additional 6 months (Resolution 1144) until June 21, 1998.

The UN Preventive Deployment Force (UNPREDEP), created in March 1995 as one of the successors to the UN Protection Force (UNPROFOR), continued to monitor successfully the situation in the former Yugoslav Republic of Macedonia. On April 9, in light of the instability in Albania, the Security Council in resolution 1105 suspended the reduction of the military component of UNPREDEP approved in resolution 1082 of November 1996 until the end of May 1997. Resolution 1110 of May 28 extended the mandate of UNPREDEP until November 30, and approved the start, as of October 1, of a 2-month phased reduction of the military component by 300.

The mandate renewal discussions in November and December 1997 were heated, with Russia again seeking the termination of the operation. A technical rollover was required until consensus was reached on extending UNPREDEP's mandate. (Resolution 1140.) On December 4 the Council unanimously agreed to extend UNPREDEP's mandate for a final period ending August 31, 1998. (Resolution 1142.) The Council called for the withdrawal of the UN military component immediately thereafter and asked the Secretary General to report by June 1, 1998. The report was to focus on the modalities for termination of UNPREDEP and on recommendations on the type of international presence that would be most appropriate for the former Yugoslavia Republic of Macedonia after August 31, 1998.

Resolution 1104 of April 8 and resolution 1126 of August 27 concerned appointments of judges to the ICTY. These resolutions and all others cited above were adopted unanimously by the Council.

Special Political Issue

International Peace and Security

In 1997 the U.S. Government continued to utilize the criteria established in Presidential Decision Directive 25 in making decisions on establishment of new UN peacekeeping operations. The PDD-25 review of costs, size, risk, mandate and exit strategies was a key consideration in curbing premature peacekeeping operations in Sierra Leone, Congo-Brazzaville and the Central African Republic. UN peacekeeping missions continued to decline in number and size. As of December 31, 1997, there were only 14,879 UN peacekeepers worldwide, down from 24,919 at the same time the previous year. Liberia and Guatemala provided the year's most significant success stories. The UN Observer Mission in Liberia (UNOMIL), working in close cooperation with the West African Military Observer Group (ECOMOG), helped provide the environment for free and fair presidential elections that brought an end to a decade of fighting in that country. UNOMIL was terminated in September. In Guatemala a small UN observer group attached to the UN Mission in Guatemala (MINUGUA) demobilized and helped reintegrate into society a guerrilla force which had operated for almost 40 years. The military observer group completed its mission in 3 months and terminated in May 1997.

Significant progress was made in several other regions. In Eastern Slavonia, the UNTAES successfully facilitated the peaceful reintegration of this region into Croatia and defused a potential flashpoint between Croatia and the Federal Republic of Yugoslavia (Serbia and Montenegro). UNTAES will be terminated on January 15, 1998, and be succeeded by a much smaller civilian police (CIVPOL) operation. The UN Mission of Observers in Tajikistan (UNMOT) is assisting the government and principal opposition movement in implementing the peace agreement ending their civil war. In Angola the UN Observer Mission in Angola (MONUA) is supervising the final phases of implementation of the Lusaka Protocol. Finally, in Haiti all military forces have been withdrawn, leaving only a small civilian police operation behind.

U.S. efforts to improve UN peacekeeping in the area of civilian police operations made considerable progress. In both Haiti (UNTMIH) and Eastern Slavonia (UNTAES) the military mandates ended and operations continued with only a civilian police component. New ground was broken in Haiti (MIPONUH) when a Special Protection Unit (SPU) was deployed for the first time to provide the necessary backup to the civilian police (CIVPOL) in the absence of the military. At U.S. urging, the United Nations is continuing to address recruitment, training, planning and operations management for CIVPOL.

In the wake of the September 1997 kidnapping of a UN military observer in the Republic of Georgia, the United Nations closely scrutinized the security conditions within the UNOMIG operational area and the force protection available to assigned UN military observers. At the urging of the U.S. Government, additional force protection measures were

implemented. The United Nations also reviewed force protection issues in several other operations in an effort to ensure adequate security.

In 1997 the U.S. Government announced its "Demining 2010 Initiative." The Demining 2010 Initiative is a call for global commitment and cooperation to eliminate landmines threatening civilian populations worldwide by the year 2010. It further aims to increase public and private resources devoted to demining worldwide to \$1 billion per year.

During 1997 the U.S. Government continued to provide support to UN humanitarian demining in Angola and Afghanistan. In Angola the United States provided \$2.655 million to the UN Department of Humanitarian Affairs to support UN demining efforts. The United States provided a total \$3 million to the UN Office of the Coordinator of Humanitarian Assistance (UNOCHA) to support demining efforts in Afghanistan. In addition to the financial support to UN demining activities, the United States conducted demining activities in 11 other countries.

Disarmament Issues

Disarmament Commission

As mandated by the UN General Assembly, the UN Disarmament Commission (UNDC) provides a forum for deliberation on disarmament issues when the Assembly is not in session. The UNDC, traditionally operating by consensus, considers and makes recommendations on various problems in the field of disarmament, and follows up on the relevant decisions and recommendations of the General Assembly and special sessions devoted to disarmament. The 1997 UNDC met April 21–May 12 and formed working groups to consider three agenda items, "Nuclear-weapon-free zones and the establishment of nuclear-weapon-free zones on the basis of arrangements freely arrived at among the states of the region concerned," "The fourth special session of the General Assembly devoted to disarmament (SSOD-IV)," and "Guidelines on conventional Arms Control/Limitation and Disarmament with particular emphasis on consolidation of peace in the context of General Assembly resolution 51/45."

SSOD-IV was carried over from the previous year's UNDC, and the others were new agenda items. Since items normally remain on the UNDC agenda for 3 years, the Commission did not produce any substantive reports in 1997. SSOD-IV will be on the agenda for the third and final time in 1998.

During the discussion of SSOD-IV, the United States emphasized that another special session of the General Assembly devoted to disarmament could be useful only if its agenda were agreed to by consensus and if there was a reasonable expectation that it could produce results. No agreement on the objectives or agenda was reached, thereby preventing a date from being set for the meeting and its preparatory conference(s). The working group on nuclear-weapon-free zones began consideration of guidelines for the establishment of such zones. In this discussion, the United States reiterated its criteria for recognizing them. The discussion in the working

group on conventional arms control focused on guidelines for disarmament in peacekeeping operations in the aftermath of conflict.

Conference on Disarmament

The Conference on Disarmament (CD) is the single global multilateral arms control negotiating forum of the international community. Despite the fact that the CD is financed through the UN scale of assessments and submits a report to the General Assembly annually, it is an autonomous organization that makes all of its decisions by consensus. The 61 member states are divided into three geopolitical groupings—Western Group, Eastern Group and Non-Aligned Group—and China as an independent member. In addition, 49 nonmember states were granted observer status and 20 of these applied for membership in 1997. The CD met three times in 1997 for a total of 24 weeks.

The CD was unable to agree to any substantive work in 1997 and for the first time in its history failed to establish any *ad hoc* committees (single-issue subfora). The United States was unsuccessful in pressing for the CD to establish *ad hoc* committees to negotiate treaties banning the production of fissile material for use in nuclear explosives and banning the use, production, transfer and stockpiling of antipersonnel landmines (APL). The CD did appoint a special coordinator to conduct consultations with member states on APL. The United States viewed the appointment of a special coordinator as an interim step on the way to establishment of an *ad hoc* committee on APL. The CD also appointed special coordinators on improved and effective functioning, membership expansion and the agenda.

Demands for negotiations on the elimination of nuclear weapons in a time-bound framework are rejected by the United States, and others. This is due in part because reductions of nuclear weapons are already taking place at an accelerated pace. No international agreements have been negotiated or implemented to promote reductions in conventional weapons, although hundreds of thousands of lives have been lost in conflicts. Further, it is the view of many in the disarmament area that reductions cannot take place according to an artificially imposed schedule.

First Committee

The 1997 General Assembly First Committee convened on October 13 and continued consideration of disarmament and international security items through November 17. The Committee considered 44 resolutions and two decisions, 23 of which were adopted by consensus. The United States voted “yes” or joined consensus on 30, voted “no” on 9, and abstained on 5. The United States did not participate in the vote on disarmament and development. The Chairman’s First Committee rationalization decision was withdrawn at his request before it could be acted on. The agenda item remains open, however, and further discussion of rationalization may occur before the 52nd UN General Assembly adjourns in September 1998.

In the wake of the negotiation of the Ottawa Convention banning anti-personnel landmines, that subject proved the most controversial during the 1997 First Committee session. The Committee ultimately adopted three resolutions related to antipersonnel landmines: one supporting the Ottawa Convention (127 to 0, with 19 (U.S.) abstentions), one supporting the Convention on Certain Conventional Weapons (CCW) (the amended second protocol of which places restrictions on landmines) by consensus, and one urging work in the Conference on Disarmament on antipersonnel landmines (121 (U.S.) to 2, with 19 abstentions). The United States cosponsored the CCW resolution and was a cosponsor and key proponent of the CD resolution. Because the United States was unable to sign the Ottawa Convention, it abstained on the resolution urging signature of the convention.

The United States introduced two resolutions, one on compliance with arms control agreements (which passed by consensus) and one introduced jointly with Russia on bilateral nuclear arms negotiations and nuclear disarmament. The resolution on bilateral nuclear arms negotiations and nuclear disarmament was adopted 147 (U.S.) to 0, with 8 abstentions.

Additionally, the largely noncontentious session adopted consensus resolutions on the Chemical Weapons Convention and the fourth special session on disarmament. However, for the fifth consecutive year, the First Committee failed to take action on a fissile material cutoff resolution.

Other Issues

Committee on the Peaceful Uses of Outer Space

The Committee on the Peaceful Uses of Outer Space (COPUOS) was formed in 1958 pursuant to General Assembly resolution 1348 (XIII), which was submitted by the United States and 19 other states. The resolution established the *Ad Hoc* Committee on the Peaceful Uses of Outer Space and laid the foundation for COPUOS as the only standing body of the General Assembly to consider international cooperation in the exploration of outer space. The Committee has been responsible for the elaboration and adoption by consensus of five multilateral treaties governing space activities and two sets of nonbinding principles concerning the use of nuclear power sources in outer space and remote sensing of the Earth from space. These treaties form the basis for international law in the use and exploration of outer space.

Resolution 52/56, "International cooperation in the peaceful uses of outer space," was adopted without a vote by the General Assembly. The resolution renewed the mandate of the Committee and set the program of work for the COPUOS and its Legal and Scientific and Technical Subcommittees. The UN General Assembly endorsed a series of reform measures proposed by the United States and implemented by COPOUS, which will save close to \$1 million per year in conference services. COPUOS and the subcommittees continued their work on questions relating to international cooperation in areas such as addressing the problem of orbital

space debris, meteorology, astronomy and astrophysics, space transportation, human space flight, planetary exploration and environmental monitoring. The General Assembly also agreed that a special session of COPUOS, open to all members of the United Nations, private industry and nongovernmental organizations, should be convened at the UN Office at Vienna in July 1999.

Law of the Sea

The 1982 UN Convention on the Law of the Sea (LOS Convention) entered into force on November 16, 1994. Partly to meet U.S. concerns, a supplementary “Agreement Relating to the Implementation of Part XI” (Deep Seabed Mining) was negotiated in 1994, and entered into force on July 28, 1996. As of the end of 1997, a total of 122 states had ratified the convention, and 86 states had ratified the agreement.

The United States supports the LOS Convention as modified by the 1994 agreement and is applying it on a provisional basis, in accordance with its terms. Provisional application will terminate in November 1998. The administration is working to obtain the necessary advice and consent of the Senate to permit accession to the convention. Taken together, the convention and the agreement meet a basic and long-standing objective of U.S. oceans policy: conclusion of a comprehensive Law of the Sea Convention that will be respected by all nations.

The International Seabed Authority (ISA) held its third meeting in two separate sessions in 1997. All four of its organs—Assembly, Council, Legal and Technical Commission, and Finance Committee—met during the sessions. The ISA Legal and Technical Commission continued its review of a draft mining code and model contract that incorporated many of the previous comments by the United States. The Council also approved the work plans of the seven pioneer LOS investors in deep sea mining in a manner that established important precedents toward confidentiality of investor data and nondiscriminatory treatment for future applicants, including U.S. consortia.

The International Tribunal for Law of the Sea, also a LOS body, was established in Hamburg, Germany. The United States, however, has been unable to field a candidate or participate in the election of judges for the Tribunal because it is not a party to the convention. Three sessions of the Tribunal met in 1997 and reached conclusions on rules dealing with the internal organization of the Tribunal and on most of the provisions regarding the proceedings in disputes. The Tribunal took up its first case in 1997.

Non-Self-Governing Territories

Chapter XI of the UN Charter sets forth responsibilities of states for the “administration of territories whose peoples have not yet attained a full measure of self-government.” These “non-self-governing territories” are considered annually by the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (Committee of 24, or C-24) and by the Special Political and Decolonization Committee (Fourth Com-

mittee). The C-24 makes suggestions and recommendations to the Fourth Committee regarding implementation of UN General Assembly resolution 1514 of 1960 (Declaration on the Granting of Independence to Colonial Countries and Peoples), specific issues affecting the decolonization process and the activities of specialized agencies and other UN bodies in those territories.

An informal dialogue between certain administering powers (U.S., U.K.) and the Chairman of the Fourth Committee was initiated in 1996 in an effort to arrive at a consensus “omnibus” resolution to address 12 non-self-governing territories, including the three territories of the United States: American Samoa, Guam and the U.S. Virgin Islands. The informal consultation process resulted in the passage, in March 1997, of a consensus “omnibus” resolution during a resumed session of the 51st UN General Assembly.

During the 1997 General Assembly, the United States joined consensus on resolutions regarding Western Sahara (Resolution 52/75) and New Caledonia (Resolution 52/76), decision 52/419 on Gibraltar, “Offers by Member States of study and training facilities for inhabitants of Non-Self-Governing Territories” (Resolution 52/74) and the “omnibus” resolution on 12 non-self-governing territories. (Resolution 52/77.)

The United States voted “no” on resolution 52/72, “Economic and other activities which affect the interests of the peoples of the Non-Self-Governing Territories, (156 to 3 (U.S.), with 5 abstentions) and noted that economic activity in the non-self-governing territories is not inherently harmful and, in fact, often directly benefits the inhabitants of a given territory. The United States also opposed decision 52/417 “Military activities affecting Non-Self-Governing Territories, (108 to 51 (U.S.), with 3 abstentions), because all states have a right and obligation to defend their citizens and collective security arrangements are one way of doing so.

United States Participation in the United Nations