23. The situation in the Middle East

Overview

During the period under review, the Security Council held thirty nine meetings, including nine private/closed meetings,\(^1\) in connection with the agenda item entitled “The situation in the Middle East,” adopting eleven resolutions and seven presidential statements. During those meetings, the Council considered: (a) the situation in the Syrian Arab Republic; (b) the political transition process in Yemen; (c) the mandate of the United Nations Disengagement Observer Force (UNDOF); (d) the situation in Lebanon and the mandate of the United Nations Interim Force in Lebanon (UNIFIL) and (e) peace and security in the Middle East.

The Council renewed the mandate of UNDOF\(^2\) four times for periods of six months\(^3\) and renewed the mandate of UNIFIL\(^4\) twice for periods of one year.\(^5\) In April 2012, the Council also established for an initial period of 90 days, the United Nations Supervision Mission in Syria (UNSMIS),\(^6\) and renewed its mandate once for a final

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\(^1\) See S/PV.6957 under the situation in the Middle East. For private meetings with troop- and police-contributing countries to UNDOF, see S/PV.6787, S/PV.6883, S/PV.6978 and S/PV.7079. For private meetings with troop- and police-contributing countries to UNIFIL, see S/PV.6823 and S/PV.7018. For private meetings with troop- and police-contributing countries to UNSMIS, see S/PV.6803 and S/PV.6821.

\(^2\) For more information, see part X, sect. I, with regard to the mandate of UNDOF.


\(^4\) For more information, see part X, sect. I, with regard to the mandate of UNIFIL.

\(^5\) Resolutions 2064(2012) and 2115(2013).

\(^6\) For more information, see part X, sect. I, with regard to the mandate of UNSMIS.
period of 30 days.\(^7\) Also, on 27 January 2013, the Council went on mission to Yemen to reaffirm the continued support of the Council to the ongoing political transition process in the country.\(^8\)

The table at the end of the section lists the meetings at which this item was considered, and gives information on, inter alia, invitees, speakers and decisions adopted.

**High-level meeting on peace and security in the Middle East**

On 26 September 2012, the Council held a high-level meeting on peace and security in the Middle East. The Secretary-General stated that the peace process between Israelis and Palestinians remained stalemated, as the window for a two-State solution narrowed dangerously. On the Syrian Arab Republic, he indicated that the conflict had become a threat to regional and international peace and security, while stressing that there was no military solution to the crisis. The Secretary-General further highlighted areas of attention regarding the joint efforts of the United Nations and the League of Arab States (LAS) in the region, such as exchange of information and conflict prevention.\(^9\)

The Secretary General of LAS noted that the Council’s resolutions on ending Israeli occupation of occupied Arab lands had not been implemented. On the Syrian Arab Republic, he lamented that the Council’s resolutions had remained “dead letters” and regretted that the Council had failed to achieve the objectives to resolve the crisis because of a disagreement among its permanent members. On Yemen, he stated that efforts must be intensified to support the Government in overcoming the consequences of the political crisis in order to move forward towards reconstruction and rebuilding of the State. He further enumerated four proposals for cooperation between LAS and the United Nations: 1) an update to the agreement on cooperation signed in 1989; 2) regular meetings

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\(^7\) Resolution [2059 (2012)].

\(^8\) For more information on the Security Council mission to Yemen, see the present part, sect. 34, with regard to Security Council mission, and part VI, section II, with regard to Investigation of disputes and fact-finding.

between the two bodies; 3) enhanced status of cooperation meetings; and 4) greater importance attached to cooperation between the two organizations relating to humanitarian assistance.\(^{10}\)

Council members welcomed the cooperation between the two bodies and the appointment of the Joint Special Representative of the United Nations and LAS for Syria, Mr. Lakhdar Brahimi. In this connection, Council members reiterated their concern over the situation in the Syrian Arab Republic and their call for a political solution. Many Council members also urged to work towards concrete results in the Middle East peace process.

In the presidential statement adopted at the meeting, the Council, inter alia, recognized and further encouraged efforts by LAS to contribute to collective endeavours to settle conflicts in the Middle East peacefully as well as to promote international responses to the transformations experienced in the region, while reaffirming its strong commitment to the sovereignty, independence, unity and territorial integrity of countries in the region and to the purposes and principles of the Charter. In the same statement, the Council expressed its determination to take effective steps to further enhance cooperation between the United Nations and LAS, in accordance with Chapter VIII of the Charter.\(^{11}\)

**Renewal of the mandate of UNDOF**

From June 2012 to December 2013, the Council adopted four resolutions renewing the mandate of UNDOF for the period of six months.\(^{12}\) In doing so, the Council, in resolution 2084 (2012) of 19 December 2012, called on all parties to cooperate fully with the operations of UNDOF, to respect its privileges and immunities and to ensure its freedom of movement; stressed the need to enhance the safety and security of UNDOF personnel; and underscored that there should be no military activity...
of any kind in the area of separation including military operations by the Syrian Arab Armed Forces. Furthermore, in resolution 2108 (2013) of 27 June 2013, the Council, strongly condemned the incidents threatening the safety and security of United Nations personnel in recent months, including the detention of UNDOF peacekeepers and United Nations Truce Supervision Organization (UNTSO) observers by armed elements of the Syrian opposition and a group of anti-government armed elements between March and May 2013; urged Member States to convey strongly to the Syrian armed opposition groups in UNDOF’s area of operation to halt all activities that endangered United Nations peacekeepers on the ground and accord the United Nations personnel on the ground the freedom to carry out their mandate safely and securely; stressed the need to enhance the safety and security of UNDOF; and endorsed the recommendation of the Secretary-General to implement additional mitigation measures to enhance the self-defence capabilities of UNDOF.

**Consideration of the situation in Lebanon and the mandate of UNIFIL**

By resolutions 2064 (2012) and 2115 (2013) of 30 August 2012 and 29 August 2013 respectively, the Council renewed the mandate of UNIFIL for periods of one year. In addition, by resolution 2064 (2012), the Council also condemned in the strongest terms all terrorist attacks against UNIFIL and urged all parties to abide scrupulously by their obligation to respect the safety of UNIFIL and other United Nations personnel and welcomed the commitment of the Lebanese authorities to bring to justice the perpetrators of the attacks of 27 May, 26 July and 9 December 2011 and to protect the movements of UNIFIL.

In addition, in the presidential statement of 10 July 2013, as the impact of the Syrian crisis on the stability and security of Lebanon became more and more apparent, the Council underscored its growing concern at the marked increase of cross-border fire from the Syrian Arab Republic into Lebanon, which had caused death and injury among the Lebanese population, as well as incursions, abductions and arms trafficking across the
Lebanese-Syrian border. The Council further noted with deep concern new developments with regard to the involvement of Lebanese parties in the fighting in the Syrian Arab Republic. It called upon all Lebanese parties to recommit to Lebanon’s policy of disassociation and to step back from any involvement in the Syrian crisis, consistent with their commitment in the Baabda Declaration of 11 June 2012 and echoed President Sleiman’s call upon the parties in the Syrian Arab Republic to avoid military action near the Lebanese border.\textsuperscript{13}

**Consideration of the situation in the Syrian Arab Republic**

On 31 January 2012, the representative of Qatar, speaking in his capacity as the Chairman of the Arab Ministerial Committee on Syria of the Council of Ministers of LAS, requested that the Council adopted a resolution in support of the latest Arab initiative on an integrated plan for a peaceful settlement of the Syrian crisis\textsuperscript{14}, agreed on in Cairo on 22 January 2012, which constituted a roadmap consistent with the Charter and provided for the formation of a national unity Government among other measures. He also called on the Council to address the humanitarian tragedy unfolding in the Syrian Arab Republic and to adopt all measures based on the resolutions of LAS, specifically economic resolutions and bans on travel to the Syrian Arab Republic, while emphasizing that LAS was not calling for military intervention since a regime change was a matter the Syrian people should decide.\textsuperscript{15}

The Secretary-General of LAS, citing Article 52 (3) of the Charter, held that the League had come to the Council in the very context of that Article and opined that the first priority for the Council was to adopt a resolution demanding all parties to immediately cease fire, protect Syrians and support the Arab plan of action for a peaceful political settlement of the crisis. He further stressed that the Council should not replace,

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\textsuperscript{13} S/PRST/2013/9.

\textsuperscript{14} S/2012/71, enclosure 1.

\textsuperscript{15} S/PV.6710, pp. 2-6.

but support the initiative of LAS and explained the League’s two approaches to the Syrian crisis: immediate action for an immediate cessation of violence against and killing of the Syrian people; and a road map leading to a peaceful political settlement through an inclusive national dialogue.\textsuperscript{16}

The representative of the Syrian Arab Republic stated that his country rejected any decision outside the agreed Arab plan of action and protocol signed with LAS and considered the latest resolution adopted by the Council of LAS as a violation to its national sovereignty.\textsuperscript{17}

Most Council members expressed their support to the efforts of LAS and to its call for an inclusive, Syrian-led political process. In that connection, the representative of France added that the Council was the body with the legitimacy conferred on it by the Charter to express authoritatively the will of the international community, and noted that the draft resolution introduced by Morocco\textsuperscript{18} supported the proposal of LAS.\textsuperscript{19} Several Council members called on the Council to adopt the draft resolution submitted by Morocco in support of the Arab initiative.\textsuperscript{20} On the other hand, the representative of the Russian Federation criticized the decision of LAS to suspend the membership of the Syrian Arab Republic and to impose sanctions on that country as counter-productive. He, along with the representative of China, further rejected the use of sanctions and any attempts to employ the Council’s instruments to fuel conflict or to justify any eventual foreign military interference in Council decisions and held that a consensus position among Council members on the Syrian Arab Republic was not only possible but necessary,\textsuperscript{21} while referring to two draft resolutions submitted by Morocco and his

\textsuperscript{16} Ibid, pp. 6-9.
\textsuperscript{17} Ibid, p. 12.
\textsuperscript{18} Not circulated as an official document.
\textsuperscript{19} Ibid, p. 15.
\textsuperscript{20} S/PV.6710, p. 14 (France); p. 16 (United Kingdom); p. 20 (Portugal); p. 21 (Morocco); p. 22 (Germany); and p. 29 (Colombia).
\textsuperscript{21} Ibid., pp. 24-25 (Russian Federation); and p. 25 (China).
delegation. The representatives of Pakistan and Azerbaijan stressed that only measures within the framework of Chapter VI of the Charter should be considered.

On 4 February 2012, the Council failed to adopt a draft resolution owing to the negative votes by two permanent members of the Council, by which it would have demanded that the Government of the Syrian Arab Republic, in accordance with the Plan of Action of LAS of 2 November 2011 and its decision of 22 January 2012, inter alia, cease all violence and protect its population and withdraw all Syrian military and armed forces from cities and towns, fully supported the 22 January 2012 decision of LAS to facilitate a Syrian-led political transition to a democratic, plural political system, and decided to review implementation of the resolution within 21 days and, in the event of non-compliance, to consider further measures.

Most Council members regretted that the Council did not reach consensus on the draft resolution in support of the LAS efforts to facilitate a Syrian-led political transition, with some emphasizing the fact that the draft did not impose targeted sanctions or authorize a military intervention. On the other hand, the representative of the Russian Federation stated that the draft resolution did not adequately reflect the true state of affairs in the Syrian Arab Republic and sent a biased signal to the Syrian sides. He further regretted that the draft resolution had not taken into account the amendments proposed by his delegation which demanded that: the Syrian opposition distanced itself from extremist groups; along with the withdrawal of the Syrian armed forces from the cities, arm groups ended attacks on State institutions and neighbourhoods; and called for more flexibility for the intermediary efforts of LAS. The representative of China supported the amendments

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22 Not circulated as official documents.
23 Ibid., p. 23 (Pakistan); and p. 26 (Azerbaijan).
24 S/2012/77.
25 The Russian Federation and China.
26 S/PV.6711, pp.2-3 (Morocco); p. 3 (France); p.5 (Germany); p.5 (United States); p.6 (Portugal); p.7 (United Kingdom); p.7 (Colombia); p.8 (Guatemala); p.8 (India); p.11 (South Africa); and p.11 (Azerbaijan).
27 Ibid, p. 4 (France); p.5 (Germany); p.7 (United Kingdom); and p.8 (India).
28 Ibid., p. 9.
proposed by the Russian Federation and added that to put the draft through a vote when parties were still seriously divided over the issue did not help in maintaining the unity and authority of the Council nor help to properly resolve the issue.\textsuperscript{29} The representative of the Syrian Arab Republic, expressing concern over the rush by some parties to invite international intervention, stated that his country had been targeted for punishment by some Powers because of its commitment to international legal norms, and held that the Syrian Arab Republic was being sacrificed by parties that did not want the best for the Syrian Arab Republic and its people as evident from their support for armed terrorist groups. He further argued that certain Arab Gulf States had dragged LAS to the Council with a view to leveraging the Council’s power against the Syrian Arab Republic and to internationalizing a purely Arab issue, contrary to the Charter of the League and reaffirmed that his Government was in favour of a dialogue as emphasized in the draft resolution.\textsuperscript{30}

At a high-level meeting on 12 March 2012, the Secretary-General informed that the Joint Special Envoy of the United Nations and LAS to Syria had put concrete proposals to President Al-Assad to take immediate steps to bring an end to violence and abuses, address the humanitarian crisis and embark on a peaceful, inclusive, Syrian-led political process, with the Joint Special Envoy’s facilitation. Speaking broadly about the region, he stressed that: leaders must choose the path of meaningful reform, or make way for those who would; the rights of minorities must be protected; women had a right to sit at the table with real influence in decision-making; opportunities for young people must be created; and there must be regional peace, completed with a resolution of the Israeli-Palestinian conflict.\textsuperscript{31}

While discussions ranged from developments in the region related to the Arab Spring over the previous year, to the Israeli-Palestinian conflict, the debate focused

\textsuperscript{29} Ibid., p.10.
\textsuperscript{30} Ibid., pp. 12-14.
\textsuperscript{31} Ibid., pp. 2-3.
mainly on the crisis in the Syrian Arab Republic. Most Council members expressed support for the work of the Joint Special Envoy.

By the presidential statement of 21 March 2012, the Council expressed its grave concern at the deteriorating situation in the Syrian Arab Republic, fully supported the initial six-point proposal submitted to the Syrian authorities and called upon the Government of the Syrian Arab Republic and the Syrian opposition to work in good faith with the Joint Special Envoy towards a peaceful settlement of the Syrian crisis and to implement fully and immediately his initial six-point proposal.32

On 5 April 2012, the Council adopted a statement by the President by which it noted that the Government of the Syrian Arab Republic had committed on 25 March 2012 to implement the Joint Special Envoy’s six-point proposal, called upon the Government to implement urgently and visibly its commitments to: (a) cease troop movements towards population centres; (b) cease all use of heavy weapons in such centres; and (c) begin pullback of military concentrations in and around population centres, and to fulfil those in their entirety by no later than 10 April 2012. By the same statement, the Council called upon all parties, including the opposition, to cease armed violence in all its forms within 48 hours of the implementation in their entirety by the Government of above-mentioned measures.33

On 14 April 2012, the Council adopted resolution 2042 (2012), in which it, inter alia, called upon all parties in the Syrian Arab Republic, including the opposition, to immediately cease armed violence in all its forms, expressed its intention to establish a United Nations supervision mission in the Syrian Arab Republic to monitor a cessation of armed violence in all its forms by all parties, as well as relevant aspects of the Joint Special Envoy’s six-point proposal; and decided to authorize an advance team of up to 30

32 S/PRST/2012/6.
33 S/PRST/2012/10.

unarmed military observers to liaise with the parties and to begin to report on the implementation of a full cessation of armed violence in all its forms by all parties.

Following the adoption, several Council members called on the Government of the Syrian Arab Republic to ensure that the advance team could implement its mandate. Some Council members also stressed the need for the advance team to respect the sovereignty and territorial integrity of the Syrian Arab Republic in conducting its work. The representative of the Russian Federation noted that the initial draft resolution had undergone substantive changes to make it more balanced in terms of addressing requirements for both the Government of the Syrian Arab Republic and for opposition groups.

The representative of the Syrian Arab Republic reiterated the commitment of his country to fulfilling its obligations under the six-point plan and to cooperate with the Joint Special Envoy, in order to bring an end to the crisis in the Syrian Arab Republic, while expressing the hope that the Joint Special Envoy would deal with the crisis in a comprehensive manner. He also expressed concern over the lack of accountability for the crimes by armed groups against Syrian civilians and military personnel and called on some regional and international parties to freeze and halt the support, funding, arming and training of armed groups.

On 21 April 2012, the Council adopted resolution 2043 (2012), in which it, inter alia, established for an initial period of 90 days a United Nations Supervision Mission in Syria (UNSMIS) with a mandate to monitor a cessation of armed violence in all its forms by all parties, and to monitor and support the full implementation of the Joint Special Envoy’s six-point proposal.

Following the adoption, the representative of the Russian Federation underscored that the resolution established clear parameters of responsibilities for all parties to the

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34 S/PV.6751, p. 3 (Germany); p. 6 (France); p. 8 (Portugal); and p. 10 (United States).
35 Ibid., p. 4 (China); p. 7 (India); and p. 8 (Azerbaijan).
36 Ibid., p.3.
37 S/PV.6751, pp. 10-12.
conflict on the cessation of violence. Some Council members warned that failure to comply with the provisions of the resolution would lead the Council to consider other options, including sanctions. The representative of the Syrian Arab Republic noted that his Government had implemented the part of the six-point plan relating to its responsibilities and recently signed the preliminary agreement that governed the work of UNSMIS in the framework of respecting Syrian sovereignty and guaranteeing the commitment of all parties. He further held that his country had a vested interest in the success of the work of UNSMIS which should carry out its work on the basis of objectivity, impartiality and professionalism, while emphasizing that his country rejected interference in its internal affairs.

On 19 July 2012, the Council failed to adopt a draft resolution, owing to the negative votes of two permanent members of the Council, by which, acting under Chapter VII of the Charter, it would have endorsed in full the Final Communiqué of the Action Group for Syria agreed in Geneva on 30 June 2012 (Geneva communiqué); demanded the urgent, comprehensive and immediate implementation of all elements of the six-point proposal; decided to renew the mandate of UNSMIS for 45 days; and further decided that, if the Syrian authorities had not fully complied with their commitments as per the Preliminary Understanding and as stipulated in resolutions 2042 (2012) and 2043(2012) within ten days, the Council should impose immediately measures under Article 41 of the Charter.

Many Council members regretted that the draft resolution had not been adopted. Several sustained that the invocation of Chapter VII would make the commitments of the parties binding, but would not constitute a precursor to military intervention as the draft

38 S/PV.6756, p. 2.
39 Ibid., p. 3 (France); p. 6 (United Kingdom); and p. 10 (United States).
40 Ibid., pp. 11-12.
41 S/2012/538.
42 China and the Russian Federation.
had restricted coercive action to measures under Article 41 of the Charter. Explaining that his country had chosen to abstain because a constructive spirit of flexibility had not been upheld in the run-up to the voting, the representative of Pakistan held that linking the mandate extension of UNSMIS to Chapter VII and coercive measures had not been the right course of action. The representative of South Africa argued that the draft resolution threatened sanctions against the Government of the Syrian Arab Republic without realistically allowing any action to be taken against the opposition. The representative of the Russian Federation explained that his country could not accept a document under Chapter VII of the Charter, which would open the way for the pressure of sanctions and later for external military involvement in Syrian domestic affairs. He added that the Russian Federation had submitted a draft resolution that other Council members had refused to work on. The representative of China argued that the draft resolution just voted upon was seriously flawed and unbalanced with its content seeking to put pressure on only one party and had undermined the consensus reached at the Geneva meeting and disrupted the new round of mediation efforts by the Joint Special Envoy. In addition, several Council members supported the proposal to adopt a technical roll-over of the UNSMIS mandate. The President (Colombia) informed the Council that upon the request of the sponsor, it would not take action on another draft resolution.

The representative of the Syrian Arab Republic stated that his country had officially welcomed the Geneva communiqué and wondered why the Council could not

43 S/PV.6810, pp.2-3 (United Kingdom); p. 5 (Germany); p. 8 (Portugal); p. 9 (Guatemala); p. 10 (United States); and p. 12 (Morocco).
44 Ibid., p. 6.
46 S/2012/547/Rev.2.
47 S/PV.6810, pp. 8-9.
48 Ibid., p. 13.
49 Ibid, p. 6 (Pakistan); p. 9 (Russian Federation); p. 12 (South Africa); and p. 14 (China).
50 Ibid, p. 15 (Colombia).
agree on the extension of the mandate of UNSMIS in keeping with the basic principles agreed to in the Geneva meeting.\textsuperscript{51}

On 20 July 2012, the Council adopted resolution \textit{2059 (2012)}, by which it decided to renew the mandate of UNSMIS for a final period of 30 days, taking into consideration the operational implications of the increasingly dangerous security situation in the Syrian Arab Republic and expressed its willingness to renew the mandate of UNSMIS thereafter only in the event that the Secretary-General reported on and the Council confirmed the cessation of the use of heavy weapons and a reduction in the level of violence by all sides sufficient to allow UNSMIS to implement its mandate.

On 30 August 2012, the Deputy Secretary-General noted that more than 2.5 million people were in grave need of assistance and protection inside the Syrian Arab Republic and over 220,000 Syrian refugees were now in Iraq, Jordan, Lebanon and Turkey, risking serious destabilizing effects to those countries. He further highlighted the need to address two main issues of humanitarian access and funding.\textsuperscript{52}

The United Nations High Commissioner for Refugees appealed to all parties to the conflict to grant unrestricted humanitarian access inside the Syrian Arab Republic and to continue to respect and provide protection to Iraqi, Palestinian and other refugees inside the country. He also called for enhanced international support to all victims of the conflict and asked all States in the region and beyond to extend protection to the Syrians fleeing their country.\textsuperscript{53}

The representatives of Iraq, Jordan, Lebanon and Turkey updated the Council on how their respective countries had been managing the influx of Syrian refugees into their

\textsuperscript{51} Ibid., p. 15.
\textsuperscript{52} S/PV.6826, pp. 2-3.
\textsuperscript{53} Ibid., p. 5.
territories and expressed concern over issues of capacity, general security and resources needed to sustain their efforts.\textsuperscript{54}

Council members welcomed the appointment of the Joint Special Representative for the Syrian Arab Republic, stressed the need for a political solution to the conflict in the Syrian Arab Republic and highlighted the need to secure additional funds to face the humanitarian crisis. Some Council members also expressed concern over the existing stockpiles of chemical and biological weapons inside the Syrian Arab Republic. The representative of the Syrian Arab Republic said that the six-point plan had been stillborn, as Arab and United Nations observers offered no other solution than providing weapons to the opposition.\textsuperscript{55}

On 18 April 2013, in her briefing to the Council, the Under Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator stated that the situation in the Syrian Arab Republic was a humanitarian catastrophe, with 6.8 million people in need, 4.25 million people internally displaced and 1.3 million refugees in neighbouring countries. She explained that bureaucratic obstacles had grown and were inhibiting a humanitarian response.\textsuperscript{56}

The United Nations High Commissioner for Refugees said that the refugee crisis had worsened and appealed to the international community to provide massive support, especially to Jordan and Lebanon. In the case of Lebanon, the Syrian crisis had become an existential threat, as its population had grown by more than 10 per cent when the registered Syrian refugees were counted and it had not received any direct international support in many months.\textsuperscript{57}

The Special Representative of the Secretary-General on Sexual Violence in Conflict reported on women and girls displaced by the conflict, stating that sexual violence, including rape, was one of the main reasons why they had fled their homes and

\textsuperscript{54} Ibid., pp. 5-7 (Jordan); pp. 7-10 (Turkey); pp. 10-11 (Lebanon); and pp. 11-13 (Iraq).
\textsuperscript{55} Ibid., pp. 33-34.
\textsuperscript{56} S/PV.6949, pp. 2-4.
\textsuperscript{57} Ibid., pp. 4-5.
left the country. She urged the leadership of the Free Syrian Army and other armed groups to halt human rights violations and to issue clear directives to commanders to prevent sexual violence and hold accountable those who committed, commanded or condoned such crimes. At the same time, she urged the President of the Syrian Arab Republic to ensure that all persons in Government custody were treated humanely and called for the Syrian authorities to investigate all allegations of sexual violence and hold every perpetrator accountable. She also pleaded with Council members and Governments with influence over the parties to the conflict to translate their will into results by protecting the Syrian people, especially women and children.58

The Special Representative of the Secretary-General for Children and Armed Conflict reported that her office had been gathering information on the use of children in various capacities by opposition groups, and as human shields by Government forces, and called on all parties to halt any association of children.59

The representative of the Syrian Arab Republic stated that the crisis in the Syrian Arab Republic was humanitarian and political in the main and that assisting the Syrian people at the humanitarian level would not be possible unless the main political dimension was dealt with.60 The representatives of Lebanon and Turkey expressed the commitment of their respective countries to provide humanitarian assistance to Syrian refugees, while appealing to the international community to share the burden.61

On 16 July 2013, in her briefing to the Council, the Under-Secretary-General for Humanitarian Affairs stated that some 6.8 million Syrians required urgent humanitarian assistance, including 4.2 million internally displaced persons and over 1.7 million refugees in neighbouring countries. She also informed the Council that since the end of January, the teams on the ground had reached more than 1.4 million people across conflict lines, while stressing that some locations remained inaccessible either due to

58 Ibid., pp. 6-8.
59 Ibid., p. 8.
60 Ibid., p. 12.
61 Ibid., pp. 12-14 (Lebanon); and pp. 14-15 (Turkey).
active fighting and insecurity or because the teams were not granted authorization to enter. She further emphasized that a mix of approaches to address the humanitarian challenges was needed, including designated, empowered interlocutors, as well as humanitarian pauses in fighting and additional funding.62

The United Nations High Commissioner for Refugees expressed that the warning signs of destabilization in some neighbouring countries caused by the refugee outflow was troubling. He appealed to all development actors to cooperate with the concerned Governments in formulating and supporting community development programmes to assist those States in coping with the impact of the crisis in the Syrian Arab Republic.63

The Assistant Secretary-General for Human Rights reported that both Government forces and armed opposition groups had committed serious human rights violations and called for the supply of weapons to both sides to stop.64

The representative of the Syrian Arab Republic elaborated on the measures taken by his Government, including establishing a high commission on assistance to ensure the return of displaced families to their homes, and increasing the number of non-governmental organizations allowed to provide relief. He held that the cooperation of his Government with the United Nations was governed by the Charter and called upon the Secretariat and the Member States to show the same level of respect for the Charter, including full respect for the sovereignty and territorial integrity of the Syrian Arab Republic. He also noted that sixty percent of assistance was being channelled to regions where the armed terrorist groups were operating, while only forty percent was being sent to other regions.65 The representative of Lebanon reiterated that his Government remained fully committed to its policy of dissociation from the Syrian conflict and that Lebanon would not close its borders to Syrians as refugees but stressed the implications of the crisis for stability in Lebanon and the strain it was causing on national resources.66

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62 S/PV.7000, pp. 2-4.
63 Ibid., pp. 4-5.
64 Ibid., pp. 5-6.
65 Ibid., pp.7-8.
66 Ibid., pp. 9-10.
The representative of Iraq stated that his country supported a peaceful Syrian-led resolution to the crisis and urged the Government of the Syrian Arab Republic to allow international organizations to provide humanitarian assistance to civilians trapped in conflict areas. He also expressed concern over reports of the use of chemical weapons, which was echoed by the representative of Turkey.

On 27 September 2013, the Council adopted resolution 2118 (2013), in which determining that the use of chemical weapons anywhere constituted a threat to international peace and security, it condemned in the strongest terms any use of chemical weapons in the Syrian Arab Republic, decided that the Syrian Arab Republic should comply with all aspects of the decision of the Executive Council of the Organization for the Prohibition of Chemical Weapons (OPCW) of 27 September 2013, endorsed fully the Geneva communiqué of 30 June 2012 and further decided, in the event of non-compliance with this resolution, to impose measures under Chapter VII of the Charter.

The Secretary-General welcomed the accession of the Syrian Arab Republic to the Chemical Weapons Convention and the commitment of the country to implement it on a provisional basis. He also highlighted that resolution 2118 (2013) would ensure the elimination of the Syrian chemical weapons programme and called for convening an international conference on the Syrian Arab Republic to implement the Geneva communiqué as soon as possible which he was working with the Join Special Representative and Member States to hold in mid-November.

Council members highlighted the fact that for the first time, the Council had determined that the use of chemical weapons anywhere constituted a threat to international peace and security. Council members also stressed their readiness to take action under Chapter VII of the Charter if the parties failed to comply, and welcomed the intention of convening the international Geneva II conference in November. The Minister

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67 Ibid., p.11.
68 Ibid., p. 11(Iraq); and p. 12 (Turkey).
69 S/PV.7038, pp. 2-3.
for Foreign Affairs of the Russian Federation underscored that the resolution did not fall under Chapter VII of the Charter and did not allow for any automatic use of coercive measures of enforcement.\footnote{Ibid., p.4.}

By the presidential statement of 2 October 2013, the Council was appalled at the unacceptable and escalating level of violence and the death of more than 100,000 people in the Syrian Arab Republic. The Council urged all parties to take all appropriate steps to facilitate the efforts of the United Nations to provide immediate humanitarian assistance to the affected people in the Syrian Arab Republic and further urged the Syrian authorities to take immediate steps to facilitate the expansion of humanitarian relief operations and lift bureaucratic impediments and other obstacles.\footnote{S/PRST/2013/15.}

On 25 October 2013, the Under-Secretary-General for Humanitarian Affairs informed that United Nations agencies and partners were continuing to work in extremely dangerous and difficult conditions and that the humanitarian response in the Syrian Arab Republic was severely insufficient compared to the growing needs. She reported that despite the call by the Council in the presidential statement of 2 October 2013\footnote{Ibid.} urging the Syrian authorities to take immediate steps to facilitate the expansion of humanitarian relief operations and to lift bureaucratic impediments, there had yet been any major breakthrough. She also asked the Council to make every effort to ensure that its recommendations were implemented and to exert influence and take the necessary action to stop the brutality and violence.\footnote{S/PV.7049, pp. 2-4.}
Consideration of the political transition process in Yemen

On 29 March 2012, the Council adopted a statement by the President by which it welcomed the Yemeni-led peaceful transition process to a just and democratic political system in accordance with the Gulf Cooperation Council (GCC) Initiative and implementation mechanism, while expressing concern at the recent deterioration in cooperation among political actors and the risks this posed to the transition, and noted that the second phase of the transition should focus on the holding of a conference for national dialogue, restructuring of the security forces, tackling the unauthorized possession of weapons outside the control of the State, passing legislation on transitional justice to support reconciliation, constitutional reform, electoral reform and the holding of general elections in 2014.74

At the meeting, the representative of Yemen highlighted positive developments in the transition process, including the establishment of a Government of national reconciliation and a military and security committee as well as the holding of the presidential elections on 21 February 2012, while noting the serious challenges that his Government faced.75

On 29 May 2012, the Special Adviser to the Secretary-General for Yemen reported on progress in the implementation of the 23 November 2011 transition agreement and of resolution 2014 (2011), stating that the national dialogue must be inclusive, genuinely participatory and transparent. He underlined that the timeline for the transition was very tight and that there were many challenges, particularly with armed non-State actors competing for power and Al Qaida continuing to pose a major threat. He stressed the unprecedented scale of the humanitarian crisis in Yemen and said that the

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74 S/PRST/2012/8.
75 S/PV.6744, pp. 3-4.
Council should play a more active role in bringing the humanitarian crisis in Yemen to the world’s attention.\textsuperscript{76}

The representative of Yemen stated that his Government had taken measures to create the conditions to begin a national dialogue; however, there were still many challenges, in particular, with regard to the humanitarian situation.\textsuperscript{77}

On 12 June 2012, the Council adopted resolution \textbf{2051(2012)}, in which it, inter alia, emphasized the importance of conducting a fully-inclusive, participatory, transparent and meaningful National Dialogue Conference, demanded the cessation of all actions aimed at undermining the Government of National Unity and the political transition, expressed its readiness to consider further measures, including under Article 41 of the Charter, if such actions continued and requested the Secretary-General to continue his good offices role.

The representative of Yemen welcomed the adoption of the resolution and listed four challenges being faced with by his Government: (a) the deterioration of the humanitarian situation; (b) the complicated security situation; (c) the threat to national stability posed by the presence of Al-Qaida in the Arabian Peninsula; and (d) the burden added by the 1 million refugees from the Horn of Africa.\textsuperscript{78}

On 4 December 2012, the Special Adviser to the Secretary-General noted that 23 November had marked the first anniversary of the signing of the Peace and Transition Agreement in Yemen, where President Saleh had agreed to transfer his powers to his deputy and to make way for early presidential elections set for February 2014, following a Government of National Unity that would execute power during a two-year transition phase. He indicated that this had been the result of a period of intensive work by the good offices of the Secretary-General in an effort to help resolve the deadlock in

\textsuperscript{76} S/PV.6776, pp. 2-5.
\textsuperscript{77} Ibid., pp. 5-7.
\textsuperscript{78} S/PV.6784, pp. 2-3.
implementation of the GCC initiative and reported that the agreed handover of power had taken place successfully with President Mansour being elected in February 2012 by an overwhelming majority. While acknowledging that numerous challenges remained in the road ahead, he commended the leadership of President Mansour and the efforts by the Government of Prime Minister Basendwah.  

Council members commended the Government and people of Yemen and expressed support for the early launch of a successful and inclusive National Dialogue, while voicing concern over the security challenges and the socio-economic and humanitarian situation. They also stressed the need for continuous international support in the efforts of Yemen to complete the transition process, maintaining security, overcoming the humanitarian crisis and fostering economic and social development. The representative of Yemen expressed appreciation for the commitment of the Secretaries-General of the United Nations and GCC to the implementation of the GCC initiative and reaffirmed that the President was fully committed to drafting a new constitution and holding a referendum and presidential and parliamentary elections on schedule.

By the presidential statement of 15 February 2013, the Council welcomed the announcement by the President of Yemen of the launch of the National Dialogue Conference on 18 March 2013, urged all parties to adhere to resolving their differences through dialogue and consultation, and expressed concern over reports of interference in the transition by individuals in Yemen representing the former regime, the former opposition and others who did not adhere to the guiding principles of the agreement on the implementation mechanism for the transition process. It further urged the Government of Yemen to pass legislation on transitional justice to support reconciliation without further delay.

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79 S/PV.6878, pp. 2-4.
80 Ibid., pp. 21-22.
81 S/PRST/2013/3.
On 11 June 2013, the Special Adviser to the Secretary-General for Yemen briefed the Council on the delicate status of the transition in the context of the 9 June 2013 clash between security forces and Ansar Allah demonstrators outside the National Security Bureau in Sana’a. Nonetheless, he reported that progress had been made and that the National Dialogue would be followed by a constitution-drafting process, which would then be confirmed by referendum and followed by general elections for a new Government. The electoral commissions had begun preparations for the electoral process and steps had been taken to restructure the armed forces. He also pointed to the need to find a consensual settlement to the question of the South and to address the security situation and the humanitarian crisis.\(^{82}\)

The representative of Yemen reported that the National Dialogue Conference had achieved great progress in the past few months. He also reported that President Mansour had taken a series of measures to establish trust and an environment conducive to a successful Dialogue. However, he noted that Yemen was still facing many challenges, including terrorism and other subversive acts with economic implications for the country. At the same time, he appealed for the support of the international community to the 2013 Yemen Humanitarian Response Plan and to honour the pledges made at the donor conference and meetings of the Group of Friends of Yemen.\(^{83}\)

At a high-level meeting on 27 September 2013, the Special Adviser to the Secretary-General for Yemen informed the Council that the work of the National Dialogue Conference launched on 18 March 2013 was nearly 90 per cent complete, with six of the nine working groups having completed their work, while reminding the Council that the Conference was only one step in the transition. He stated that he was in the process of facilitating talks on the southern question, a thorny issue on which agreement had proved elusive thus far. As the country was still facing serious political, economic,

\(^{82}\) S/PV.6976, pp. 2-5.
\(^{83}\) Ibid., pp. 5-6.
humanitarian and security challenges, Yemenis were counting on the Council to uphold its unanimous support as the country moved towards the next stage.  

The Secretary-General of GCC emphasised the importance of the continuous support of the Council for a peaceful solution in Yemen, expressing the availability and preparedness of GCC to assist Yemen, and praised the efforts of the Special Adviser to the Secretary-General for Yemen for the GCC initiative and implementation mechanism.

The Minister for Foreign Affairs of Yemen explained that the two working groups with pending work were the State-building group and the group dealing with the southern provinces and added that the success of the former depended on the completion of the work by the latter. He also reaffirmed that what Yemenis needed from the Council was not the solution to be dictated but its unity and support for the GCC initiative and implementation mechanism to be maintained, as well as resolutions 2014 (2011) and 2051(2012).

Council members expressed concern over the delay in the conclusion of the National Dialogue, the humanitarian and economic situations and the security threats, including acts of terrorism. They also stressed the need to move along the transition process with tasks including drafting the new constitution and conducting general elections. They also stated that Council deliberations should respect the independence, sovereignty and territorial integrity of Yemen.

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84 S/PV.7037, pp. 2-5.
85 Ibid., pp. 5-7.
86 Ibid., pp. 7-9.
Meetings: the situation in the Middle East
Consideration of the Situation in the Syrian Arab Republic

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<td>Draft resolution submitted by Bahrain, Colombia, Egypt, France, Germany, Jordan, Kuwait, Libya, Morocco, Turkey, the United Arab Emirates, the United Kingdom and the United States (S/2012/77)</td>
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<td>Draft resolution submitted by Colombia, France, Germany, Portugal, the United Kingdom and the United States (S/2012/219)</td>
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Part I – Overview of Security Council Activities in the Maintenance of International Peace and Security

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<td>Under-Secretary-General for Humanitarian Affairs, United Nations High Commissioner for Refugees, Assistant Secretary-General for Human Rights</td>
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<tr>
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<td>Secretary-General, all Council members.</td>
<td>Resolution 2118 (2013) 15-0-0</td>
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<td>Iraq, Lebanon, Syrian Arab Republic, Turkey</td>
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<td><strong>S/PV.7039</strong></td>
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<td><strong>S/PV.7049</strong></td>
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*a Spoke in his capacity as Chairman of the current session of the Arab League Council at the Ministerial Level.*

Part I – Overview of Security Council Activities in the Maintenance of International Peace and Security

Seven Council members were represented at the ministerial level: France (Minister of Foreign and European Affairs), Germany (Minister of State), Guatemala (Minister for Foreign Affairs), Morocco (Minister Delegate for Foreign Affairs and Cooperation), Portugal (Minister of State and Foreign Relations), United Kingdom (Secretary of State for Foreign and Commonwealth Affairs) and United States (Secretary of State).

For: Azerbaijan, Colombia, France, Germany, Guatemala, India, Morocco, Pakistan, Portugal, South Africa, Togo, United Kingdom of Great Britain and Northern Ireland, United States of America; against: China, Russian Federation.

Seven Council members were represented at the ministerial level: France (Minister for Foreign Affairs), Germany (Minister for Foreign Affairs), Guatemala (Minister for Foreign Affairs), Portugal (Minister of State and Foreign Affairs), Russian Federation (Minister for Foreign Affairs), United Kingdom (Secretary of State for Foreign and Commonwealth Affairs) and United States (Secretary of State).

For: Azerbaijan, Colombia, France, Germany, Guatemala, India, Morocco, Portugal, Togo, United Kingdom of Great Britain and Northern Ireland and United States of America; against: China, Russian Federation; abstaining: Pakistan, South Africa.

Six Council members were represented at the Ministerial level: Colombia (Minister for Foreign Affairs), France (Minister for Foreign Affairs), Morocco (Minister for Foreign Affairs and Cooperation), Togo (Minister for Foreign Affairs and Cooperation), United Kingdom (Secretary of State for Foreign and Commonwealth Affairs) and United States (Permanent Representative and member of the President’s Cabinet).

Thirteen Council members were represented at the Ministerial level: Argentina (Minister of Foreign Affairs), Azerbaijan (Minister for Foreign Affairs), China (Minister for Foreign Affairs), France (Minister for Foreign Affairs), Guatemala (Minister for Foreign Affairs), Luxembourg (Deputy Prime Minister and Minister for Foreign Affairs), Morocco (Minister for Foreign Affairs and Cooperation), Pakistan (Adviser to the Prime Minister on National Security and Foreign Affairs), Republic of Korea (Minister for Foreign Affairs), Russian Federation (Minister for Foreign Affairs), Rwanda (Minister of State in Charge of Cooperation and Permanent Representative to the United Nations), United Kingdom (Secretary of State for Foreign and Commonwealth Affairs) and United States (Secretary of State).
### Consideration of the political transition process in Yemen

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<td>Mr. Jamal Benomar,</td>
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<td>submitted by France,</td>
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<td></td>
<td>Germany, Morocco,</td>
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<td>S/PV.6878</td>
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<td>S/PV.6922</td>
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<tr>
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*Ten Council members were represented at the Ministerial level: Australia (Minister for Foreign Affairs), Argentina (Secretary of Foreign Affairs), Azerbaijan (Minister for Foreign Affairs), Guatemala (Minister for Foreign Affairs), Luxembourg (Deputy Prime Minister and Minister for Foreign Affairs), Morocco (Minister for Foreign Affairs and Cooperation), Pakistan (Minister of State and Special Assistant to the Prime Minister on Foreign Affairs), Republic of Korea (Deputy Minister for Multilateral and Global Affairs), United Kingdom (Parliamentary Under Secretary of State at the Foreign and Commonwealth Office) and United States (Permanent Representative and member of the President’s Cabinet).*

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Part I – Overview of Security Council Activities in the Maintenance of International Peace and Security

## Renewal of the Mandate of UNDOF

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### Consideration of the situation in Lebanon and the mandate of UNIFIL

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<td>Letter dated 14 August 2012 from the Secretary-General addressed to the President of the Security Council <em>(S/2012/632)</em></td>
<td>Draft resolution submitted by France, Germany, Italy, Spain, the United Kingdom and the United States <em>(S/2012/673)</em></td>
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<td>Letter dated 6 September 2012 from the Permanent Representative of Germany to the United Nations addressed to the Secretary-General (S/2012/686)</td>
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*Fourteen Council members were represented at the Ministerial level: Azerbaijan (Minister for Foreign Affairs), China (Minister for Foreign Affairs), Colombia (Minister for Foreign Affairs), France (Minister for Foreign Affairs), Germany (Minister for Foreign Affairs), Guatemala (Minister for Foreign Affairs), India (Foreign Secretary and Minister of State for External Affairs), Morocco (Minister for Foreign Affairs and Cooperation), Pakistan (Foreign Secretary), Russian Federation (Minister for Foreign Affairs), South Africa (Minister for International Relations and Cooperation), Togo (Minister for Foreign Affairs and Cooperation), United Kingdom (Secretary of State for Foreign and Commonwealth Affairs) and United States (Secretary of State).