

RELEASE IN PART
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From: Sullivan, Jacob J <SullivanJJ@state.gov>
Sent: Thursday, June 7, 2012 11:29 PM
To: H
Subject: Fw: UNSC/Syria: Annan Tells Council Plan Not Implemented, Calls for United International Pressure

Report from Annan/NY today.

From: Ryu, Rexon Y
Sent: Thursday, June 07, 2012 11:23 PM
To: Sullivan, Jacob J
Subject: Fw: UNSC/Syria: Annan Tells Council Plan Not Implemented, Calls for United International Pressure

Report of council session.

I'll have to you by very early tomorrow morning a summary from NY of susan's 1-1 with annan. Bottomline is that his

From: Ried, Curtis R (USUN)
Sent: Thursday, June 07, 2012 10:22 PM
To: Adam Smith <[redacted]>; Black, Joshua J (USUN); Catalano, Elisa; Cintron, Dan; Connelly, Maura; Desjardins, Marc L; DiCarlo, Rosemary A (USUN); Djerassi, Alexander M; Finerty, Tressa R (USUN); Ford, Robert S; Garbe, Danielle N; Grant, William K (USUN); Hagar_H._Hajjar <[redacted]>; Hallett, Stephanie L; Hill, Steven (USUN); Hof, Frederic C; Horak, Gail R (USUN); Howard, Jeremiah "Jerry"; Hudson, William J; Irwin, Matthew T; Johnson, Amanda L; Kim, Yuri J; Knopf, Payton L (USUN); Lapenn, Jessica; Lasensky, Scott B; Mahoney, Haynes R (Istanbul); Malik, Arslan - IO/PSC; Martin, Williams S; Mills Jr., Richard M; NEA-Syria-DL; Neville, Colleen C; Pforzheimer, Annie; Pittman, H Dean; Razzouk, Kelly L; Reisser, Wesley J; Ried, Curtis R (USUN); Ryu, Rexon Y; Simonoff, Mark A (USUN); Smyth, Reece; Suleman, Arsalan; Tenbrink, Shawn N; Tess, Caroline; Wachtel, Howard (USUN); Zurcher, Kenneth M; simon, steven N; Pomper, Stephen <[redacted]>
Cc: Metcalf, Maria K (USUN)
Subject: FW: UNSC/Syria: Annan Tells Council Plan Not Implemented, Calls for United International Pressure

Colleagues, Please see a readout of today's Council session on Syria attached. Curtis

SBU
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From: SMART Core
Sent: Thursday, June 07, 2012 10:18 PM
To: Ried, Curtis R (USUN)
Cc: USUN, SMARTS; ANKARA-SMARTS; BEIRUT, SMARTS; Cairo-SMARTS; BERLIN-SMARTS; LONDON-SMARTS; BEIJING-SMARTS; ISLAMABAD, SMARTS; NEWDELHI-SMARTS; BAKU-SMARTS; LOME, SMARTS; PARIS-SMARTS; GUATEMALA-SMARTS; PRETORIA, SMARTS; RABAT, SMARTS; LISBON-SMARTS; Bogota, SMARTS; UNVIE, SMARTS
Subject: UNSC/Syria: Annan tells Council Plan Not Implemented, Calls for United International Pressure

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E.O.: 13526
TAGS: PUND, KPKO, UNSC, SY
Captions: SENSITIVE
Subject: UNSC/Syria: Annan tells Council Plan Not Implemented, Calls for United International Pressure

1. (SBU) SUMMARY: Secretary-General Ban Ki-Moon and Joint Special Envoy Kofi Annan briefed the Security Council June 7 on recent events in Syria and discussed options for possible next steps by the international community. Ban cited the recent increase in hostilities, including gross violations of human rights by the Syrian government (SARG) and called for the Council to remain united in its action. Annan stated plainly that the SARG had not implemented his six-point plan and reported that his trip to Damascus had yielded no progress. He called for the Security Council to use the tools at its disposal to push the SARG to implement the plan. Western countries called for the Council to respond to Annan's request with a Chapter VII resolution that includes consequences for continued SARG non-compliance. Russia announced its proposal for an international conference of key players. Annan supported the suggestion, but stated that violence must cease before such a conference can take place and underscored that for the contact group to be successful, it would need to agree upon a roadmap for a political transition. End Summary.

Secretary-General Ban Highlights Government Violence and Underscores Threats to UNSMIS

2. (SBU) Ban opened by stating that the situation continues to deteriorate and Syria is now at a "tipping point." Referring to the increased violence in recent days and after listing the various gross human rights violations by the Syrian regime, Ban called on the Council to push for the implementation of the six-point plan by the SARG and also for the opposition to cease hostilities. He noted that the longer violence continues, the more difficult the situation will be to resolve and said that a political solution to the crisis requires united action by the international community, in particular the Council. Ban cited various incidents of major SARG assaults using heavy weapons and confirmed the recent practice of using helicopters against civilian targets. Regarding yesterday's killings in al-Qubeir, Ban said that the village is surrendered by SARG forces and he relayed multiple reports that villagers were killed by severe physical abuse and the slitting of their throats. Ban said that UNSMIS was prevented from accessing the village today, but he hoped the observers would be able to visit the site and compile a more comprehensive report soon. Ban noted that the al-Qubeir incident followed closely after the Houleh massacre and the discovery last week of 13 bodies near Deir az-Zour. He reaffirmed that the SARG is responsible for the vast majority of human rights violations. Ban stated that acts

committed both recently and throughout the conflict in Syria may amount to crimes against humanity and he stated for the first time that the conflict in Syria might now be considered a “non-international conflict subject to international humanitarian law,” which also raises the question as to whether war crimes have been committed.

3. (SBU) Regarding UNSMIS operations, Ban reported that there are now 283 observers and 95 civilian staff in Syria. In the coming days, UNSMIS plans to establish a new team site in Tartus. He confirmed that UNSMIS has been directly targeted and recounted a recent incident near Homs during which heavy weapons were fired near an UNSMIS convoy and another in which an empty UNSMIS vehicle was hit with armor-piercing bullets. Ban reported that the opposition has become increasingly skeptical of UNSMIS as violence continues to rise and he noted that the Mission has been denied access to by opposition members who fear of suffering reprisals from SARG forces. Ban cautioned that it may become necessary to ask ourselves whether UNSMIS is sustainable under in its current form and he announced that he will be discussing various options for the Mission with General Mood in the coming weeks after which he will come back to the Council with proposals. Regarding the humanitarian situation, Ban noted the recent agreement with the SARG, but expressed concern at repeated bureaucratic delays in negotiating with the authorities and called for humanitarian access to all those in need.

Annan Says SARG Has Not Implemented Plan and Calls for United International Pressure

4. (SBU) Annan began by condemning the al-Qubeir killings and said that just as it is hard for the international community to grasp what these people are going through, it is hard for the Syrian people to understand why the international community cannot do more to stop the ongoing violence and facilitate a peaceful transition. He characterized his six-point plan as a “ladder” for the SARG to use in making a strategic shift. Annan said that the SARG had clearly failed to seize this opportunity and he feared that chances for a peaceful solution were dwindling. Recalling his visit to Damascus, Annan reported that his meeting with Assad had done nothing to alleviate his concerns despite his frank words that “bold actions” were required if the plan is to succeed. He said that he was clear with Assad that the government has a far greater level of responsibility for the actions committed as well as disproportionate force. Despite these appeals, Annan told the Council that we have seen no positive action by the SARG, but rather increased levels of violence, continued shellings, and an ever more important and deadly role being played by pro-government militias. As a result of these SARG actions, Annan reported that armed groups have said they see no reason to respect the six-point plan. At the regional level, Annan reported that it was clear to him during his visits to Lebanon and Jordan that the possibility of spillover effects for the broader region was very real. In Doha, Annan attended the Arab League ministerial meeting on Syria where he sensed frustration and anger among Arab leaders.
5. (SBU) Annan commended the efforts of the UN observers who are working in difficult and dangerous conditions and highlighted that they continue to provide the Council with important incontrovertible facts as well as serving as an important liaison between the parties on the ground. He singled out as unfair the recent calls by the opposition for the observers to stop the violence and reminded the Council that this is the duty of the protagonist. Annan warned that a descent into civil war would bring untold suffering to the Syrian people, but in the end would still require a negotiated settlement to be resolved. He questioned rhetorically whether we want such a dialogue to happen after an abominable civil war or before it. He recalled that the Council’s actions in endorsing his plan and deploying UNSMIS initially had an impact on the ground, but noted that if we now again demand the

Council's decisions be implemented, it must be clear that there are consequence for non-compliance. Stressing that his efforts should not be open-ended, Annan called for the international community to act with unity to push his plan forward or consider what other options are available outside the framework of his mission. If there was a hope of his efforts bearing fruit, he required a response by the Council that delivers sustained pressure.

Western Countries Decry SARG Violence, Propose Chapter VII Resolution

6. (SBU) All Council members expressed support for Annan's efforts, called for an end to violence, stressed the need for a political solution to the crisis, and appealed for continued Council unity. Western countries decried the regime's horrific violence –in particular the massacres committed in Houla and al-Qubeir – and stressed that violence has now exceeded pre-April 12 levels. The UK said that the Council has a duty to respond to Annan's request to act swiftly and save his plan. He urged the Council to consider adopting a Chapter VII resolution that demands the implementation of the plan within a specific timeline, authorizes an investigation into recent atrocities (possibly to include a referral to the ICC), imposes tough measures against the Al-Nusrah Front and other terrorists groups, highlights the need for the opposition to respond to a SARG cessation of violence in kind, and either imposes or threatens sanctions. The UK added that the Council also needed to come to a collective understanding on the political dialogue. France concurred with the UK's suggestion and stressed that the SARG has no excuse not to immediately implement the second of the plan's six points and cease the use of heavy weapons and the deployment of troops in urban centers. Germany also supported the UK's proposal for a Chapter VII resolution and suggested that it should establish a separated Council-mandated Commission of Inquiry. Portugal stressed that the longer the violence endures, the lower the chance of a political settlement to the crisis become. Colombia expressed concern that UNSMIS is a "target" and he stressed that the possibility of a fatal attack against its observers is stark. Guatemala expressed support for moving forward in the Council with discussions on a Chapter VII resolution.

7. Ambassador Rice thanked the Secretary-General for his constantly principled position regarding Syria and Annan for his leadership which has allowed the Council to remain united. Rice said that violence is now at higher levels than before April 12 and told the Council that Assad had responded to Annan's visit with yesterday's massacre near Hama and the use of helicopters against civilians. Ambassador Rice dismissed efforts of Council members to equate actions by both sides and underscored that the Annan plan was clear that the government must act first. She recalled that the Council faces three distinct paths forward. In the first, the SARG, under pressure from those members of the international community with influence on them, would finally fulfill its commitments and implement the Annan plan. The second option would be for the Council to come together in short order and assert unified pressure on the SARG, including sanctions, to prompt compliance with the Annan plan. There third option was all out civil war, which entail the end of the Annan plan and UNSMIS. Regarding Russia's proposal for a conference, Rice said that no conference or process can solve this problem if it is not accompanied by decisive measures to bring about progress on the Annan plan.

South Africa, India, Pakistan Take Middle Ground

8. (SBU) South Africa said it was "encouraged" that Annan had been able to meet with SARG authorities and called for his deputy, Nasser al-Qidwa, to be granted the same access. He said that violence by both parties had increased both parties and stressed that they must both recommit to the

implementation of the Annan plan. South Africa said that any actions, such as the arming of the opposition, which are at odds with the plan, must cease. Similarly, India noted that “the parties” had failed to implement the Annan plan and recalled a previous statement by Russia that the international community has also failed to do so. After raising a series of rhetorical questions about hypothetical actions by the Council, he stated that the most important thing for India is stop the militarization of the conflict. India also characterized the deployment of UNSMIS as “bordering on reckless” and questioned what could possibly be achieved by expanding it. Pakistan described the situation as “bleak” and said that both parties had increased violence. Morocco said Annan had made clear what the Council must do to support him and he called for the opposition should continue to work under the aegis of the Arab League to achieve greater unity.

Russia Proposes International Conference of Key Players

9. (SBU) Russian PermRep Churkin told the Council that we are faced with a situation where the SARG has implemented “some but not all” of the Annan plan whereas the opposition had abandoned it. While stating that Russia agreed that some of the SARG’s actions were unacceptable, he questioned whether the Syrian National Council’s call for an armed intervention into its own county or the killing of 80 SARG soldiers helped contribute to the implementation of the plan. Churkin lamented that many members continue to call for pressure on the SARG, but do not call for the same on opposition. He presented Russia’s idea of an international conference to the Council and explained that it would assemble the players who have real impact to bring about full compliance with the Annan plan. Churkin said that Russia is “not wedded to Assad” and “would not be upset at all if the parties decide he must go.” China delivered a rote statement calling for the ceasefire to be implemented so that a political dialogue could proceed as set forth in the Annan plan. He also stated that UNSMIS has had a great influence in stabilizing the situation on the ground. Regarding the possibility of Council action, China said the Council must decide whether such action would actually support Annan’s efforts.

Annan: International Conference Should Result in Transition Roadmap

10. (SBU) Again stressing the need for unity among the international community, Annan opined that the differences between key players are not limited to the positions of Russia and China, but also include vastly differing views within the region itself. He said that the Russian initiative for a contact group conference is something that we must all look at carefully. Laying out his vision of such a conference, Annan stated that it would bring together all the countries who have real influence in the crisis. He said that if the group decides that a Syrian-led political transition is the only way forward, then the group must produce a roadmap to guide such a process. In Annan’s view, he would suggest that such a roadmap include proposals for a transitional government that would govern for an interim period while preparations are made for free and fair legislative and presidential elections. Responding to a question from Ambassador Rice as to whether Annan considered an end to violence a necessary precursor to such a meeting, Annan affirmed that violence must indeed cease before such a conference is possible.

Signature: Rice

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