

**Remarks by Ambassador Peter Burian
to Participants of the Workshop in Jordan on
“Implementing United Nations Security Council Resolution 1540 (2004)”**

Distinguished Delegates, Ladies and Gentlemen,

1. As Chair of the Committee established pursuant to UN Security Council Resolution 1540 (2004), I welcome you all to what I know will be a productive and informative next few days. I want to take this opportunity to thank the Government of Jordan for hosting this workshop titled “Implementing UNSCR 1540”. I would also like to thank the European Union and the Governments of Norway and the United States for their support to this workshop.

2. I am encouraged by the presence at the seminar of representatives of the International Atomic Energy Agency (IAEA) and the Organisation for the Prohibition of Chemical Weapons (OPCW). This is a clear indication of a growing cooperation and interaction of the 1540 Committee with relevant international organizations in pursuing common goals of non-proliferation of weapons of mass destruction (WMD), which is one of the priorities of the Program of Work of the 1540 Committee.

Introduction

3. Arab States are developing rapidly - many have rich natural resources and growing populations. As the region continues to prosper, its manufacturing, trade, communication and technical industries will also continue to develop. However, as in many countries with similar industries, at some point regulatory and enforcement controls, will be required to ensure the continued prosperity of those industry sectors.
4. Some States may seek economic expansion with little regard to international standards or internal governance controls. This, however, has the potential to leave those States open to exploitation by both State and non-State actors, resulting in less trust among its trade partners, potential damage to the environment and facilities by hazardous materials, and the possible loss of life and health among its citizens.
5. In addition, no State that has taken significant steps to regulate WMD or WMD related items, including the implementation and enforcement of trade controls, has reported to the 1540 Committee that such measures have hindered their development plans.

6. Some States may wonder why they should be concerned with the details of Resolution 1540 if they do not possess WMD, their means of delivery, or related materials. The Resolution, which is firmly based on Chapter VII of the UN Charter, is however, not just about possession, but also about how all States have obligations to prevent the illicit trafficking and spread of these items, particularly for terrorist purposes.
7. For the 1540 Committee, this seminar is an exceptional opportunity to interact with representatives of Arab countries whose presence here today is a clear demonstration of their commitment to the implementation of Resolution 1540.

International Non-proliferation Arrangements

8. While many States are still in the process of understanding what UNSCR 1540 requires them to do, almost all States are aware of the main WMD treaties: the Nuclear Non-Proliferation Treaty (NPT), the Chemical Weapons Convention (CWC), and the Biological and Toxin Weapons Convention (BTWC), along with the associated export control arrangements.
9. While the international non-proliferation regimes evolved long before the terrorist attacks of September 2001, it was following these attacks that States realized the need to widen their focus on the risks posed by proliferation of WMD, their means of delivery, and related materials to, or by, non-State actors. Indeed, Resolution 1540 was adopted to cover in an integrated

- manner, measures to prevent access to WMD by non-State actors, for terrorist purposes, which the previously mentioned treaties did not address.
10. In so doing, the resolution not only reinforces existing treaty obligations but also establishes additional, more comprehensive obligations to further minimize the potential for illicit trafficking in WMD, their means of delivery and related materials.
 11. These additional measures include improved physical security and border and export controls. These are binding obligations on all States, to be appropriately incorporated in legislative, enforcement and other measures to prevent and deter non-State actors from gaining access to such items.
 12. While the Resolution was created to urgently address the nexus between WMD and non-State actors, its implementation by States also collaterally supports counter-terrorism objectives, such as those identified in UN Security Council Resolutions 1267 (1999) and 1373 (2001).
 13. It goes without saying that the establishment of a WMD free zone in the Middle East would contribute to the implementation of Resolution 1540. This workshop also acts as a useful example of a sub-regional approach to cooperation among neighboring countries for strengthening security in the sub-region.

The Threat

14. It is generally accepted that without the considerable support of a State or access to expertise and expensive infrastructure, terrorists are less likely to acquire military-style weapons of mass destruction. However, these difficulties do not reduce the threat as much as change it.
15. The development of crude, chemical, biological or radiological weapons, unfortunately, does fall in the reach of many non-state actors, including terrorists. An attack using a crude device, while not resulting in the same scale of casualties as a military-style WMD, would however, have a significant psychological impact on civilian populations, preying on strongly held fears about radioactivity and disease.
16. With similar motivations, terrorists might also seek to attack nuclear, biological or chemical manufacturing facilities using conventional means, or attempt to attack our livelihood by introducing plant or animal pathogens to our crops or livestock. The recent outbreak of foot and mouth disease in Great Britain, while not the product of terrorists, shows the effect that the failure of even one facility to implement regulations properly can have an enormously expensive impact.
17. We know that terrorists have sought to obtain WMD. One of the more disturbing findings of the United States' 9/11 Commission Report was that Al Qaeda was developing an

“ambitious” biological weapons program in Afghanistan in 2001 and was making “advances in its ability to produce anthrax”. Within the region, in 2004 the Jordanian Government foiled a plot by a terrorist group linked to the Al Zarqawi network to launch an attack involving toxic chemicals and explosive devices in Amman. More recently, attacks in Iraq have involved the use of chlorine gas.

18. It is important to understand that the terrorist battlefield is a global one - no state can claim immunity against this threat. Terrorists do not respect borders and do not abide by the accepted international rules of war. Their targets are most frequently not armed forces but unarmed civilians - such as holiday makers or city commuters. Because terrorists do not fit into the paradigms that we have traditionally associated with enemies of the state, the primary duty of governments to protect their citizens is made that much more complex. And the combined threat of terrorism and weapons of mass destruction is even more complex still.

Resolution 1540

19. Through Resolution 1540, as reiterated by Resolution 1673 (2006), the UN Security Council unanimously identified the proliferation of WMD, their means of delivery and related materials as a threat to international peace and security and addressed the various aspects of proliferation and its relation to

non-State actors, particularly for terrorist purposes, in a comprehensive manner.

20. In its first years, the 1540 Committee emphasized outreach to increase reporting and otherwise make its baseline of information as accurate and complete as possible. While this remains an important element in the Committee's work, we find ourselves in a race against time with terrorists since they are known to be actively seeking access to WMD and related materials and technology. In this respect, the 1540 Committee, in cooperation with States, is concentrating on further progress in the practical implementation of all aspects of the resolution.
21. To assist with full implementation of the Resolution, the Committee is undertaking tailored dialogue with states and regions, encouraging the sharing of national experiences and facilitating technical assistance and cooperation with international, regional and sub-regional organizations. This workshop is an important element of these efforts.
22. In April 2006, the 1540 Committee reported to the Security Council on the measures taken by States to implement the Resolution. The 1540 Committee concluded that although States had taken some important steps in implementing their obligations, almost all States faced significant gaps in their systems that terrorists, traffickers and other non-state actors could exploit.

23. Through its process of examining the reports submitted by States and additional information provided by them, the 1540 Committee prepared data in the form of a matrix that each reporting State can use to help it to identify new measures that may be adopted to assist in the implementation of States' obligations under Resolution 1540. Experts of the Committee attending the workshop will elaborate further on this matter. I want to underline however that, having identified areas requiring the implementation of new measures, each State can more easily develop its own priorities or even plans of action or road maps, as suggested by the Committee in its April 2006 report, to assist in fulfilling its 1540 obligations.

24. It is acknowledged by the 1540 Committee that the full implementation of Resolution 1540 by all States is a long-term process that will require continuous efforts at national, regional and international levels, including enhancing capacity-building and assistance, by States and other members of the international community. To this end, the Committee places special emphasis on promoting opportunities for international cooperation and assistance.

25. To facilitate this process, the 1540 Committee maintains a list of offers of assistance for 1540 implementation and has a database with many of the elements of legislation already in use by States worldwide. The list of offers of assistance and the legislative database are both available on the 1540 website (<http://disarmament2.un.org/Committee1540/>).

26. This workshop, and others in this new series, is innovative not only by being compact and tailored to the characteristics of the region, but also by providing the opportunity for States to hold informal discussions and share experiences on their efforts to implement of the Resolution.
27. I hope that events such as this one will allow the 1540 Committee to conclude in its next comprehensive report to the UN Security Council in April 2008 that States have committed to make progress towards meeting Resolution 1540 obligations, helping to ensure the safety and the prosperity of the international community.

Conclusion

28. Let me conclude my opening address with the following remarks.
29. The main threat to global security is no longer competition between superpowers to accumulate massive nuclear arsenals. But we are increasingly challenged by the spread, to an increasing number of countries, of the industrial and scientific capability to produce nuclear, chemical and biological weapons.
30. At the same time, we are faced with the emergence of a brand of transnational terrorism that is seeking ever more destructive and terrifying ways to achieve its agenda. As was starkly

demonstrated by the exposure of the AQ Khan nuclear procurement network, some of these countries, or mercenary agents within them, are also willing to trade in this deadly expertise.

31. For all its many benefits, globalization has facilitated the rapid transfer of WMD-relevant materials and technology, and also made such transactions easier to conceal. In this environment, the task of preventing terrorists from acquiring these most dangerous weapons is clearly formidable. We can no longer rely solely on traditional approaches formulated in a different era to contain the spread of weapons of mass destruction. And this is why workshops such as this are so important. The threat of terrorists acquiring WMD is a significant challenge. Tackling it effectively requires political will, flexibility, innovation and vigilance.

32. During this workshop we will address the current status of implementation of Resolution 1540 by members of the League of Arab States. The workshop will focus on steps your States have already taken, or intend to take, including on the adoption of relevant legislation and the implementation of trans-shipment, border and enforcement controls necessary to achieving the objectives of the resolution. You will hear presentations from several of your neighbors, from States and international organizations willing to provide assistance, from regional organizations that can foster cooperation, as well as from the United Nations.

33. In the future we will want to be in contact with you to provide assistance. I hope that through the workshop we will be able to establish permanent contacts and channels of communication.
34. In this regard I would like to invite you to establish, and inform the 1540 Committee of your points of contact. Those points of contact can be used not only for communication with the Committee but also between yourselves.
35. I would encourage States to engage in dialogue among themselves about reporting and implementation, and with other States and inter-governmental organizations on the details of assistance that might be needed.
36. Along with two of the Committee's experts, I will be speaking with most of you over the next two days and look forward to cooperating with all of you in your efforts to implement the requirements of Resolution 1540.
37. I thank you for your attention and am looking forward to any questions you might have now or during my stay in Amman.