

## United Nations Security Council

### *Introduction*

The Security Council (SC) met on a regular basis in the latter part of 2014, following an agenda established every month by the rotating Presidency in accordance with the other members. Its meetings consisted of closed and open debates, and consultations with UN officials, Member States and representatives of non-governmental organizations. This update will review the outcomes of the SC's activities since September 2014, with a particular focus given to three major issues on the Council's agenda: the situation in the Middle East, the Ebola outbreak, and terrorist threats to international peace and security. Finally, in order to advance understanding on implementation of resolutions, the update will review the ways in which implementation is measured and who carries out this implementation.

### *Recent Developments*

#### *Election of new members*

On 16 October 2014, the General Assembly elected half of the Council's non-permanent membership for a two-year mandate beginning 1 January 2015, to replace Argentina, Australia, Luxembourg, Republic of Korea, and Rwanda.<sup>1</sup> Angola, Malaysia and Venezuela were elected after one round of voting to represent their own interests and those of their respective regions: Africa, Asia and the Latin American and Caribbean group.<sup>2</sup> New Zealand was the only candidate for the Western European and Others group to win a two-third majority during the first round; Spain was elected as a non-permanent member after three rounds of voting to fill the other seat allocated to the Western European and Others group.<sup>3</sup>

#### *Meetings and Resolutions*

Since September 2014, the Council has closely followed developments in the Middle East and organized a significant number of consultations and briefings on the situation in the region. The work mainly focused on the Syrian conflict, the humanitarian situation in the country, and the destruction of Syrian chemical weapons.<sup>4</sup> Representatives of the Secretary-General reported on several occasions on the implementation of resolutions 2139 (2014) and 2165 (2014), which request and establish the free access of humanitarian aid in Syria without state consent.<sup>5</sup> Resolution 2191 (2014) on the Syrian conflict demanded the compliance of all parties to international humanitarian and human rights law and reminded of the war-crime nature of some violations and abuses committed in the country.<sup>6</sup> Several debates also covered Israel and Palestine and the situation in Gaza, but did not lead to concrete policy outcomes such as the adoption of legally binding resolutions.<sup>7</sup> Resolution 2192 (2014) and presidential statement 2014/19 focused on developments in the Golan Heights, reaffirmed the role of the UN Disengagement Observer Force (UNDOF) in maintaining peace and security in the region and called for greater collaboration between concerned states.<sup>8</sup> On 30 December 2014, the Council failed to adopt a draft resolution "that would have affirmed the 'urgent need' to reach within 12 months a peaceful solution to the situation in the Middle

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<sup>1</sup> Security Council Report, *Security Council Elections 2014*, 2014.

<sup>2</sup> UNElections Campaign, *Results of the 2014 Security Council Elections*, 2014.

<sup>3</sup> Ibid.

<sup>4</sup> Security Council Report, *September 2014 Monthly Forecast*, 2014; Security Council Report, *October 2014 Monthly Forecast*, 2014; Security Council Report, *November 2014 Monthly Forecast*, 2014; Security Council Report, *December 2014 Monthly Forecast*, 2014.

<sup>5</sup> UN Security Council, *Record of the 7273<sup>rd</sup> Meeting (S/PV.7273 (2014))*, 30 September 2014; UN Security Council, *Record of the 7293<sup>rd</sup> Meeting (S/PV.7293 (2014))*, 30 October 2014; UN Security Council, *Record of the 7342<sup>nd</sup> Meeting (S/PV.7342 (2014))*, 15 December 2014.

<sup>6</sup> UN Security Council, *Middle East (S/RES/2191 (2014))*, 2014.

<sup>7</sup> UN Security Council, *Record of the 7266<sup>th</sup> Meeting (S/PV.7266 (2014))*, 16 September 2014; UN Security Council, *Record of the 7281<sup>st</sup> Meeting (S/PV.7281 (2014))*, 21 October 2014; UN Security Council, *Record of the 7291<sup>st</sup> Meeting (S/PV.7291 (2014))*, 29 October 2014; UN Security Council, *Record of 7312<sup>th</sup> Meeting (S/PV.7312 (2014))*, 17 November 2014.

<sup>8</sup> UN Security Council, *Presidential Statement S/PRST/2014/19*, 2014; UN Security Council, *Resolution S/RES/2192 (2014)*, 2014.

East.”<sup>9</sup> It would have established the foundation for a Palestinian State, with a one-year deadline for negotiations and the withdrawal of all Israeli troops from the West Bank by 2017.<sup>10</sup>

The Council has also focused attention on specific thematic issues, such as the Ebola outbreak and terrorist threats to international peace and security. The first meeting on Ebola was held on 18 September 2014, and two other meetings were organized in October and November.<sup>11</sup> The Ebola meetings were unique because the SC has previously held only two meetings on the security implications of a disease, both on the AIDS epidemic.<sup>12</sup> The Ebola outbreak was also at the center of many meetings organized on the situation in Liberia since September 2014.<sup>13</sup> In resolution 2177 (2014), the Security Council officially recognized the Ebola outbreak as a threat to international peace and security.<sup>14</sup> It encouraged Member States to sustain and accelerate their efforts in fighting the disease, and called for greater cooperation at the regional and international levels to provide resources and assistance, including by lifting the trade and travel restrictions imposed on the affected countries.<sup>15</sup>

Finally, terrorism-related issues occupied a significant part of the Council’s work over the past few months. The United States organized a summit-level meeting on 24 September 2014 on the threats to international peace and security caused by foreign terrorist fighters (FTFs).<sup>16</sup> In November 2014, Australia convened an open debate on international cooperation on combating terrorism and violent extremism, and in December, Chad organized an open debate on counterterrorism and cross-border crime.<sup>17</sup> Resolution 2178 (2014) condemned the terrorist acts perpetuated by foreign terrorist fighters, calling for their disarmament.<sup>18</sup> The Security Council asked Member States to strengthen their efforts to prevent and suppress the recruiting of FTFs through national action, as well as regional and international cooperation.<sup>19</sup> It also encouraged them to engage at the local level with civil society actors to counter the rise of violent extremism.<sup>20</sup>

#### *Subsidiary organs*

On 9 December 2014, the five outgoing Chairs of the Security Council’s subsidiary bodies presented an overview of the work of their committees: the 1540 Committee concerning non-proliferation; the 1267/1989 Al-Qaida Sanctions Committee, the 1737 Iran Sanctions Committee and the 1988 Taliban Sanctions Committee; the 1591 Sudan Sanctions Committee and the Informal Working Group on Documentation and Other Procedural Questions; the 1718 Democratic People’s Republic of Korea Sanctions Committee and the Working Group on Children and Armed Conflict.<sup>21</sup> The briefings outlined the progress made in the respective fields of work, while giving recommendations for future action.<sup>22</sup>

On 30 September 2014, the Committee on Counter-Terrorism (CTC) organized a high-level open briefing on “Countering incitement to commit terrorist acts motivated by extremism and intolerance: the Kingdom of Morocco’s approach and experiences of other African States.”<sup>23</sup> Morocco’s national strategy to promote dialogue among

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<sup>9</sup> UN DPI, *UN Security Council action on Palestinian statehood blocked*, 2014.

<sup>10</sup> Ibid.

<sup>11</sup> UN Security Council, *Record of the 7268<sup>th</sup> Meeting (S/PV.7268 (2014))*, 18 September 2014; UN Security Council, *Record of the 7279<sup>th</sup> Meeting (S/PV.7279 (2014))*, 14 October 2014; UN Security Council, *Record of the 7318<sup>th</sup> Meeting (S/PV.7318 (2014))*, 21 November 2014.

<sup>12</sup> UN Security Council, *Record of the 4172<sup>nd</sup> Meeting (S/PV.4172 (2000))*, 17 July 2000; UN Security Council, *Record of the 6547<sup>th</sup> Meeting (S/PV.6547 (2011))*, 7 June 2011.

<sup>13</sup> UN Security Council, *The situation in Liberia (S/RES/2176 (2014))*, 2014.

<sup>14</sup> UN Security Council, *Peace and Security in Africa (S/RES/2177 (2014))*, 2014.

<sup>15</sup> Ibid.

<sup>16</sup> UN Security Council, *Record of the 7272<sup>nd</sup> Meeting (S/PV.7272 (2014))*, 24 September 2014.

<sup>17</sup> UN Security Council, *Record of the 7316<sup>th</sup> Meeting (S/PV.7316 (2014))*, 17 November 2014; UN Security Council, *Record of the 7351<sup>st</sup> Meeting (S/PV.7351 (2014))*, 19 December 2014.

<sup>18</sup> UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/2178 (2014))*, 2014.

<sup>19</sup> Ibid.

<sup>20</sup> Ibid.

<sup>21</sup> UN Security Council, *Record of the 7331<sup>st</sup> Meeting (S/PV.7331 (2014))*, 9 December 2014.

<sup>22</sup> UN DPI, *Security Council Hears Briefings by Outgoing Members of Subsidiary Bodies They Chaired During Two-Year Tenure*, 2014.

<sup>23</sup> UN Security Council Counter-Terrorism Committee, *Open briefing on "Countering Incitement to Commit Terrorist Acts Motivated by Extremism and Intolerance: the Kingdom of Morocco's Approach and Experiences of other African States"*, 2014.

cultures and civilizations was recognized by the CTC in 2013 as a good practice to be shared among Member States.<sup>24</sup> This open briefing gave an opportunity to review such strategy and the lessons learned by other States from implementing it.<sup>25</sup>

### ***Recent Policy Outcomes***

The Security Council adopted 23 resolutions and released 14 presidential statements between September 2014 and January 2015. The protection of civilians as well as women and girls were other important topics on the agenda of the Council along with the Middle East, the Ebola outbreak and terrorism. On 28 October 2014, the SC organized its annual Open Debate on Women, Peace and Security, emphasizing the need to prevent violence against women and protect refugee and displaced women and girls.<sup>26</sup> Women and girls were also the focus of the Open Debate on the Protection of Civilians that was held on 30 January 2015, more specifically on conflicts and post-conflict settings.<sup>27</sup>

### ***Reports***

Under Article 24(3) of the UN Charter, the Security Council reports on an annual basis to the General Assembly.<sup>28</sup> On 22 October 2014, the Council adopted its annual report for the period from 1 August 2013 to 31 July 2014. The document lists and summarizes all activities and questions covered by the Council under its responsibility for maintaining international peace and security, as well as the work of its subsidiary bodies.<sup>29</sup>

The Secretary-General submitted several reports to the Security Council on issues called for by resolutions of the body, such as South Sudan, Syria and the implementation of resolutions 2139 (2014) and 2165 (2014), the situation in Afghanistan, the Democratic Republic of the Congo and the situation in Abyei.<sup>30</sup> Those reports presented to the Council the progress made in implementing their respective resolutions, as well as the recent developments on the ground in the concerned regions.

### ***Implementation of the Security Council's Outcomes***

The primary entity responsible for supporting the Security Council, the Security Council Affairs Division (SCAD), is part of the Department for Political Affairs of the United Nations Secretariat (UN-DPA). SCAD “provides both general staff support on a permanent basis and a variety of specific services to the Council, including procedural advice, forward planning, reporting and research, and assistance in the administration of Security Council sanctions regimes.”<sup>31</sup> As the “professional Secretariat to the Council,” the Division works to advise Member States and UN officials on the work and methods of the Council.<sup>32</sup> SCAD also assists the SC subsidiary bodies, particularly sanctions committees, in implementing efficient and accountable procedures and sanctions regimes. Finally, SCAD is responsible for producing the majority of publications related to the Security Council, including the Annual Report of the Council to the General Assembly, and the Council’s resolutions and decisions.<sup>33</sup>

In addition to DPA, other entities within the UN system play a role in implementing the SC’s decisions on the ground, such as the Department for Peacekeeping Operation (DPKO). DPKO provides “political and executive direction to UN peacekeeping operations in the world” and works closely with the Security Council, Member States

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<sup>24</sup> UN Security Council Counter-Terrorism Committee, *In Counter-Terrorism Committee briefing, African States share best practices in preventing incitement to terrorism*, 2014.

<sup>25</sup> UN Security Council Counter-Terrorism Committee, *Open briefing on "Countering Incitement to Commit Terrorist Acts Motivated by Extremism and Intolerance: the Kingdom of Morocco's Approach and Experiences of other African States"*, 2014.

<sup>26</sup> UN Security Council, *Presidential Statement (S/PRST/2014/21)*, 2014

<sup>27</sup> Security Council Report, *Protection of Civilians Open Debate Focused on Women and Girls*, 2015.

<sup>28</sup> *Charter of the United Nations*, 1951, Art. 24; Security Council Report, *Adoption of the Security Council Annual Report*, 2014.

<sup>29</sup> UN General Assembly, *Report of the Security Council A/69/2*, 2014.

<sup>30</sup> UN Security Council, *Reports submitted by / transmitted by the Secretary-General to the Security Council in 2014*, 2014.

<sup>31</sup> UN Department of Political Affairs, *Security Council Affairs*.

<sup>32</sup> UN Department of Political Affairs, *Politically Speaking: "SCAD: Serving the Security Council,"* 2008; UN Department of Political Affairs, *Security Council Affairs*.

<sup>33</sup> UN Department of Political Affairs, *Security Council Affairs*.

and contributors, parties to the conflict and non-governmental actors in order to implement the SC peacekeeping mandates.<sup>34</sup>

On the ground, the direct and effective implementation of Security Council's resolutions can be challenging. Despite Resolutions 2165 (2014) and 2191 (2014) that provide the provisions for humanitarian access across borders and conflict lines, aid deliveries remain difficult with administrative obstacles from the Syrian government and a strong opposition from armed and terrorist groups.<sup>35</sup> South Sudan is another example of how Security Council resolutions can be translated into action. In its resolution 2155 (2014), the Council extended and reprioritized the mandate of the UN Mission to the Republic of South Sudan (UNMISS) to focus, among other things, on monitoring and investigating human rights.<sup>36</sup> As a consequence, UNMISS's Human Rights Division released several public reports on human rights violations in South Sudan.<sup>37</sup>

### ***Conclusion***

The Security Council is responsible for maintaining international security and works to build and sustain lasting peace among countries and populations in the world. It is one of the most powerful bodies of the UN system and provides Member States with real and effective tools for action on the ground. The capacity of the international community to put an end to ongoing conflicts, to strengthen peace, and to respond to emerging crises heavily relies on the Council members' capacity for constructive dialogue and negotiations in order to design and implement solutions to the world's most challenging issues. It is therefore the role of delegates to think of the best solutions to the problems at hand based on what the Committee and other relevant international and regional actors have already accomplished, and to establish a positive and constructive atmosphere for negotiation and collaboration.

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<sup>34</sup> UN, *Department of Peacekeeping Operations*.

<sup>35</sup> Security Council Report, *December 2014 Monthly Forecast: Syria*, 2014; Security Council Report, *January 2015 Monthly Forecast: Syria*, 2015.

<sup>36</sup> UN Security Council, *Reports of the Secretary-General on the Sudan and South Sudan (S/RES/2155 (2014))*, 2014.

<sup>37</sup> UNMISS, *Human Rights Reports*, 2015.



## Security Council at NMUN·NY 2015

### ***Outcome Documents***

The Security Council can adopt three types of outcome documents: **resolutions, presidential statements and press statements**. The most common type of document that you will adopt as a delegate will be resolutions, however, in some cases, a presidential statement or press statement might be more appropriate, based on the topic under discussion or the dynamics of the committee. Generally, resolutions and presidential statements are adopted following formal consideration of a subject, whereas a press statement is usually adopted in immediate response to an incident. The Security Council will move between topics, and thus in and out of voting procedure several times over the course of the conference. It is possible therefore that the committee may choose to adopt a press statement or presidential statement initially, and then after deliberations, should there be further developments on a situation, a resolution.

### ***Resolutions***

Resolutions are formal expressions of the opinion or will of United Nations organs. They consist of two clearly defined parts: a preamble and an operative part. A resolution is the most appropriate means of applying political pressure on Member States, expressing an opinion on an important issue, or recommending action to be taken by Member States, the United Nations or some other agency. The only body that may produce resolutions that are binding upon the Member States of the United Nations is the Security Council. Resolutions are utilized when undertaking action under Chapter VI or Chapter VII of the Charter of the United Nations, including when renewing mandates of peacekeeping and political missions and establishing sanctions.

At NMUN·NY, the Security Council may adopt resolutions on any topic on their agenda, as well as on urgent circumstances brought to the attention of the Security Council during the conference. Multiple resolutions may be adopted on a topic, however, if the Security Council is establishing, modifying or renewing the mandate of a peacekeeping or political operation or a sanctions regime, the mandate must be contained in one resolution.

### ***Presidential Statements (PRSTs)***

Presidential statements (PRSTs) do not have the same weight as a resolution and are not legally binding. However, PRSTs are adopted by consensus, thus they reflect the opinion of the entire Security Council and therefore are a significant reflection of international opinion.<sup>38</sup> PRSTs are often adopted when the SC wants to take action on a subject, but cannot reach consensus on a resolution. They are action-oriented, as opposed to a Press Statement that tends to be more about expressing opinions. For example, the Security Council members might all agree that a specific situation warrants attention by the international community, however, the specific way in which to take action cannot be agreed-upon. This might be a situation when a PRST is issued. PRSTs are often adopted in urgent circumstances or in order to emphasize particular aspects of a situation. For example, in advance of elections in a country being discussed by the Security Council, the body will issue a presidential statement reinforcing its previous resolutions or recognizing progress.

At NMUN·NY, a presidential statement is drafted and adopted in replacement of a resolution, thus a PRST and a resolution cannot be adopted on the same topic. However, in the event of an urgent circumstance brought to the attention of the Security Council during the conference, delegates may adopt a PRST *first*, followed by a resolution, as delegates deem appropriate in the context of the situation. Two PRSTs cannot be adopted on the same topic unless they are on different aspects. For example, in 2014 the Security Council adopted two presidential statements on Afghanistan - one focused on drug trafficking and one focused on elections. PRSTs are adopted by consensus and cannot be amended or divided. In voting procedures, the Chair will ask if there is any opposition to adopting the PRST and will not take a placard vote.

### ***Press Statements***

Press statements “do not carry the same weight as resolutions or presidential statements and are mainly issued to signal the opinion of Council members” on an urgent circumstance or recent event.<sup>39</sup> Press statements are usually

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<sup>38</sup> UNHCR, *Presidential Statements*.

<sup>39</sup> UN Security Council, *Press Statements*.

issued in two situations (1) In response to a “specific event, such as a terrorist act, violence against UN personnel, a natural disaster or the death of a head of state or other prominent personality;” or (2) In an effort to convey a political message “when time is of the essence, or on the occasion of a briefing, an election (forth-coming or successfully held) or an international conference on an issue on the agenda of the Council.”<sup>40</sup> For example, press statements were issued in response to specific attacks by Boko Haram (SC/11768 and SC/11763). They expressed outrage at the attacks, called for accountability, and referred to future actions by the Security Council and international community, broadly.

At NMUN·NY 2015, the Security Council may issue press statements in the event of an urgent circumstance brought to the attention of the Security Council during the conference. The body may issue a press statement and resolution or presidential statement on the same topic. Press statements are adopted by consensus and cannot be amended or divided. In voting procedures, the Chair will ask if there is any opposition to adopting the press statement and will not take a placard vote.

### ***Agenda***

The first item of the provisional agenda for each meeting of the Security Council shall be the adoption of the agenda. Adoption of the agenda is a *procedural vote* and, as such, it requires nine votes in favor to pass, in accordance with Article 27 (2) of the United Nations Charter. The veto does not apply for procedural votes. Should the Council not reach a decision by conclusion of the first night’s meeting, the agenda will be automatically set in the order in which it was first communicated in the background guide.

At NMUN·NY, the agenda of the Security Council may be amended under “urgent circumstances.” The determination of an item as “urgent” is subject to the discretion of the Members of the Council. If an item is determined to be of such a character, then it requires a *substantive vote*, and thus nine votes in favor to be placed on the agenda. If placed on the agenda, the agenda item shall be placed at the top of the agenda, and the Council shall immediately begin discussion on the new topic. If the Security Council holds voting procedure on an agenda item deemed “urgent,” upon concluding voting procedure, the Council will return to the previous topic. Subsequently, should any further developments be brought to the attention of the Council, the agenda may be amended again to add the same agenda item deemed “urgent.”

### ***Majority Required***

Voting in the Security Council shall be in accordance with the relevant Articles of the Charter and of the Statute of the International Court of Justice. According to Article 27(2) of the Charter, decisions of the Security Council on procedural matters shall be made by an affirmative vote of nine members. Article 27(3) states that all (substantive) decisions shall be made by an affirmative vote of nine members including the concurring votes of the permanent members, which is interpreted as to refer to no vetoes.

In the Security Council, the majority required for each type of outcome document is as follows:

- **Resolutions:** Affirmative vote of nine members including the concurring votes of the permanent members;
- **Presidential Statement (PRST):** Consensus;
- **Press Statements:** Consensus.

### ***Voting Procedure***

For details regarding voting procedure at NMUN-NY, please see the [NMUN Rules of Procedure](#).

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<sup>40</sup> Security Council Report, *Working Methods*.

## Annotated Bibliography

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*This background report on the annual elections of Security Council members provides in-depth analysis of the procedures, practices and dynamics surrounding the elections. It gives a detailed presentation of the various candidates, as well as perspectives on the election's historical background. This is a valuable document for delegates who wish to understand the functioning of their Committee, including the election process. It will strengthen their knowledge of the Council and allow them to bring constructive insight to their Committee's work.*

United Nations, Department of Political Affairs. (n.d.). *Security Council Affairs* [Website]. Retrieved 2 January 2015 from: [http://www.un.org/wcm/content/site/undpa/main/issues/security\\_council\\_affairs](http://www.un.org/wcm/content/site/undpa/main/issues/security_council_affairs)

*The Security Council Affairs Division of the UN Secretariat's Department of Political Affairs is the entity responsible for supporting the work of the Council. This website will provide delegates with information and materials on the Council itself such as the Repertoire of the Practice of the Security Council, but also on SCAD and how it is working to implement the SC's decisions. With this resource, delegates will gain a better understanding of the functioning structure surrounding the work of the Security Council.*

United Nations, General Assembly, Sixty-Ninth Session (2014). *Report of the Security Council (A/69/2)*. Retrieved 2 January 2015 from: <http://undocs.org/A/69/2>

*The Security Council reports on a yearly basis to the General Assembly. The last annual report was adopted in October 2014 and covers the period from 1 August 2013 to 31 July 2014. The document summarizes the activities relating to all questions covered by the Council, the topics considered as well as not discussed, and the work of its subsidiary bodies. Part II and Part V of the report are a particularly valuable resource for delegates in their research of past activities of the Council on the topics to be discussed by the body.*

UN News Center. (2014). *New by topic: Peace and Security* [Website]. Retrieved 4 January 2015 from: <http://www.un.org/apps/news/subject.asp?SubjectID=1>

*The UN News Service compiles breaking news, recent information, and media from the United Nations in one place: the UN News Center. The topics on the agenda of the Committee require delegates to keep track of evolving situations on the ground and of recent decisions and activities of other UN bodies. The topic "Peace and Security" of the UN News Center should be the primary reference for delegates who wish to stay up-to-date on recent developments, events and meetings of concerned UN agencies and missions in the world.*

United Nations, Security Council. (2015). *Meeting Records* [Website]. Retrieved 1 February 2015 from: <http://www.un.org/en/sc/meetings/>

*All meetings of the Security Council are recorded and materials are made available to the public on the Council's website. Meeting records provide delegates with speeches and interventions of Member States and other organizations invited to participate to the debate. They are a useful resource to get a better understanding of the functioning of the real Council, and to get valuable insights into their countries' (and other countries') positions and policies.*

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## The Situation in Iraq

### *Introduction*

Despite efforts to combat instability, insecurity and violence generated by the Islamic State in Iraq and the Levant/Sham (ISIL/ISIS), the terrorist organization was able to establish state-like structures in parts of Iraq and Syria.<sup>41</sup> While the United Nations (UN) and other international organizations, in cooperation with regional governments, the civil society and the Iraqi government, strived to improve the situation for more than two million internally displaced persons (IDPs) and refugees in Iraq, improved international action is needed to provide efficient humanitarian assistance and reinstall lasting peace and security in the country.<sup>42</sup>

The Security Council has addressed the situation in Iraq and the spread of ISIL/ISIS in many of its recent meetings and adopted resolutions 2191 (2014) and 2192 (2014) on “The situation in the Middle East”, and resolution 2195 (2014) on “International Peace and Security.”<sup>43</sup> In November 2014, the Council issued the presidential statement S/PRST/2014/23, emphasizing the threat of international terrorism posed by ISIL/ISIS while UN Secretary-General Ban Ki-moon recently submitted reports 756 (2014), 774 (2014), 776 (2014), 784 (2014) and 840 (2014) briefing the Council on recent developments in Iraq and international actions against ISIL/ISIS.<sup>44</sup>

A number of specialized agencies and funds in the UN system, as well as external actors, have published reports on the situation in Iraq and introduced programs to improve it, including the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children’s Fund (UNICEF), the United Nations Development Programme (UNDP), the World Health Organization (WHO), the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), the United Nations Assistance Mission to Iraq (UNAMI) and the International Organization for Migration (IOM).<sup>45</sup>

### *Recent Developments*

#### *United Nations Security Council*

Despite the fact that current attacks against ISIL/ISIS are not coordinated directly by the Council, it still plays an important role for debates of its Members States on the situation in Iraq.<sup>46</sup> In its resolution 2192 (2014), the Council reaffirmed its readiness to consider listing individuals, groups, undertakings and entities providing support to

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<sup>41</sup> Al Jazeera, *Q&A: German journalist on surviving ISIL*, 2014; UNAMI, *UN Casualty Figures for December; 2014 deadliest since 2008 in Iraq*, 2014.

<sup>42</sup> Kurdistan Regional Government & UNAMI, *Additional urgent support needed for IDPs as the winter has arrived*, 2014.

<sup>43</sup> UN DPI, *In Presidential Statement, Security Council Calls for Redoubling Efforts to Target Root Causes of Terrorism as Threat Expands, Intensifies*, 2014; UN DPI, *Support for Iraq’s New Government Reconciliation Efforts Critical to Fighting Common Terrorist Threat, Top United Nations Official Tells Security Council*, 2014; UN Security Council, *Middle East (S/RES/2191 (2014))*, 2014; UN Security Council, *Middle East (S/RES/2192 (2014))*, 2014; UN Security Council, *Threats to international peace and security (S/RES/2195 (2014))*, 2014.

<sup>44</sup> UN Security Council, *First report of the Secretary-General submitted pursuant to paragraph 6 of resolution 2169 (2014): Report of the Secretary-General (S/2014/774)*, 2014; UN Security Council, *Fourth report of the Secretary-General pursuant to paragraph 4 of Security Council resolution 2107 (2013): Report of the Secretary-General (S/2014/776)*, 2014; UN Security Council, *Implementation of Security Council resolutions 2139 (2014) and 2165 (2014): Report of the Secretary-General (S/2014/756)*, 2014; UN Security Council, *Report of the Secretary-General on the implementation of Security Council resolution 1701 (2006): Report of the Secretary-General (S/2014/784)*, 2014; UN Security Council, *Report of the Secretary-General on the implementation of Security Council resolutions 2139 (2014) and 2165 (2014): Report of the Secretary-General (S/2014/840)*, 2014.

<sup>45</sup> Ewam, *IRAQ: Early Warning and Disease Surveillance Bulletin*, 2014; IOM, *Iraq Crisis Response - Situation Report 12*, 2014; IOM, *Over two million identified displaced people scattered across Iraq*, 2014; IOM, *Ongoing Displacement*, 2014; UNOCHA, *Iraq Crisis – Situation Report No. 24 (6 December – 12 December)*, 2014; *Iraq Crisis – Situation Report No. 25 (13 December – 19 December)*, 2014; UNHCR, *Iraq – UNHCR IDP Operational Update 16 – 30 November 2014*, 2014; UNHCR, *Winter Preparedness: Iraq 1 December 2014*, 2014; UNICEF, *ICO Weekly Situation Report 28 October to 8 November*, 2014.

<sup>46</sup> UN DPI, *UN Security Council strongly condemns killing of Japanese civilian by ISIL militants*, 2015; UN Security Council, *Threats to international peace and security (S/RES/2195 (2014))*, 2014.

ISIL/ISIS, which would represent the first step to apply sanctions.<sup>47</sup> Furthermore, through resolution 2195 (2014), Security Council Member States called for international action to break links between terrorists and transnational organized crime.<sup>48</sup>

#### *The United Nations Assistance Mission to Iraq (UNAMI)*

In recent months, UNAMI has been engaged in dialogue with the heads of all religious and political blocs in Iraq and acted as a broker between the different political parties.<sup>49</sup> UNAMI advocated for the representation of women and minorities in the new cabinet, however and despite its efforts only one woman and one Christian have received a government position.<sup>50</sup>

#### *The United Nations System*

On 17 December 2014, a new Joint Coordination and Monitoring Center was inaugurated. One day after, on 18 December 2014, the UNHCR and the UNDP launched the 2015-2016 Regional Refugee and Resilience Plan, focusing on building resilience amongst refugee and host community's populations, of particular importance for Iraq's Kurdistan region, which hosts more than 230,000 refugees from Syria.<sup>51</sup> According to the plan, 426 million USD are needed in order to maintain a consistent level of assistance for Iraq throughout 2015.<sup>52</sup>

In December 2014, the Central Emergency Response Fund (CERF), a humanitarian fund established by the UN General Assembly, donated 14.9 million USD to support IDPs in Iraq.<sup>53</sup> According to UNAMI, the funds will assist in responding to urgent needs for up to 200,000 people who had been displaced since September 2014.<sup>54</sup>

#### *Islamic State in Iraq and the Levant/Sham (ISIL/ISIS)*

ISIL/ISIS has increased in strength in the last few months. Its growth is in part due to hundreds of fighters arriving in the region to join.<sup>55</sup> ISIL/ISIS's financial resources have increased rapidly due to organized crime and the production, refining, and sale of crude oil. In fact, in November 2014, the group announced that it would soon begin to mint its own currency.<sup>56</sup> On the other hand, US-led airstrikes against ISIL/ISIS in Iraq have killed several of its high-ranking leaders, and Kurdish Peshmerga fighters have retaken the city of Kobane and the Sinjar Mountains, which ISIL/ISIS held since August.<sup>57</sup> The airstrikes, part of the Operation Inherent Resolve, were launched on 23 August 2014 and continue to aim at strategic goals in ISIL/ISIS controlled territories.<sup>58</sup>

#### *Regional implications of the Syrian conflict*

According to UN Secretary-General Ban Ki-moon, there has been a significant change in the situation of the 220,858 Syrian refugees in Iraq between July and October 2014.<sup>59</sup> Since ISIL/ISIS gained control of the border

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<sup>47</sup> UN Security Council, *Middle East (S/RES/2192 (2014))*, 2014.

<sup>48</sup> UN Security Council, *Threats to international peace and security (S/RES/2195 (2014))*, 2014.

<sup>49</sup> UN Security Council, *First report of the Secretary-General submitted pursuant to paragraph 6 of resolution 2169 (2014): Report of the Secretary-General (S/2014/774)*, 2014, p. 7-8.

<sup>50</sup> *Ibid.*, p. 8.

<sup>51</sup> UNAMI, *United Nations Launches Regional Refugee and Resilience Plan In Iraq, the Plan Focuses on Building Resilience Amongst Refugee and Host Community Populations Alike*, 2014.

<sup>52</sup> *Ibid.*

<sup>53</sup> UNAMI, *Central Emergency Response Fund Releases US\$ 14.9 Million to Support Newly Displaced in Iraq*, 2014.

<sup>54</sup> *Ibid.*

<sup>55</sup> *Q&A: German journalist on surviving ISIL*, Al Jazeera, 2014.

<sup>56</sup> Bronstein & Griffin, *Self-funded and deep-rooted: How ISIS makes its millions, 2014*; Carey, et al., *Financing Jihad: Why ISIL Is a Lot Richer Than Al-Qaeda*, 2014; CNN, *ISIS announces new currency*, 2014; Gladstone, *Islamic State Says It Plans to Issue Its Own Currency*, 2014.

<sup>57</sup> Al Jazeera, *US: ISIL top commanders killed in airstrikes*, 2014; The Guardian, *Iraqi Kurds free 'vast area' of Mt Sinjar freeing trapped Yazidis, Kurdish leader says*, 2014; The Guardian, *Peshmerga forces heave Isis away from Mount Sinjar*, 2014; The Guardian, *Three Isis leaders killed in US-led airstrikes in Iraq*, 2014.

<sup>58</sup> Kuna, *11 Airstrikes in Syria, 16 in Iraq target ISIL –coalition*, 2015; U.S., *Coalition Continue Airstrikes in Syria, Iraq*, Official Wire, 2015; The Jamestown Foundation, *Operation Inherent Resolve: The War against Islamic State's Oil Network*, 2015; United States of America, *Operation Inherent Resolve*, 2015.

<sup>59</sup> UN Security Council, *First report of the Secretary-General submitted pursuant to paragraph 6 of resolution 2169 (2014): Report of the Secretary-General (S/2014/774)*, 2014, p. 14.

between Syria and Iraq and several others regions in both countries, access to Syrian refugees in such regions remained difficult.<sup>60</sup>

#### *Potential for regional cooperation*

In December 2014, Iran launched airstrikes against ISIL/ISIS in coordination with the Iraqi government.<sup>61</sup> While no countries in the region are contributing to airstrikes against ISIL/ISIS in Iraq; Bahrain, Jordan, Saudi Arabia, and the United Arab Emirates in cooperation with the United States are attacking ISIL/ISIS on Syrian territory.<sup>62</sup> Accordingly, regional cooperation in countering the spread of ISIL/ISIS in Iraq could be strengthened in order to restore stability in the country.

#### *Human Rights and Humanitarian Affairs*

At least 12,282 civilians have been killed and 23,126 injured in Iraq in 2014, making it the deadliest year since 2008.<sup>63</sup> On the other hand, initiatives to improve the humanitarian situation in the country have been introduced, including the launch of the first national database for tracking cases of domestic and gender-based violence in central and southern Iraq.<sup>64</sup> From January 2014 to November 2014, 2,004,066 people have been internally displaced in the country, with half of the displaced population located in Iraqi Kurdistan.<sup>65</sup> Although the efforts done by many UN organs and other civil society organizations, humanitarian assistance has fallen short and on 23 December, OCHA called for an additional 152.2 million USD of funding to support IDPs in Iraq who are facing a strong winter.<sup>66</sup>

#### *Economic and Social Development*

In November, UNESCO presented projects on science and education to the Iraqi government.<sup>67</sup> According to the National Human Development Report 2014 for Iraq, the overall human development index has slightly improved since 2008. However the report also shows that youth have achieved a lower human development than the national average, unemployment is at alarmingly low levels, and a wide gender gap exists.<sup>68</sup>

#### **Conclusion**

The situation in Iraq continues to represent an enormous challenge to the Iraqi government, regional governments and organizations, the international community and especially the Iraqi citizens.<sup>69</sup> The humanitarian and human security situation for IDPs and refugees becomes even more difficult due to the cold temperatures in the winter, and ISIL/ISIS still presents one of the key challenges to international peace and security.<sup>70</sup> The UN plays an important role in providing humanitarian aid and improving the situation for refugees, but strategies against ISIL/ISIS are not being fully developed and coordinated by the SC.<sup>71</sup> The Council has focused on condemning ISIL's actions and serves therefore as a ground for debate on possibilities on how to stop ISIL/ISIS, however concrete proposals on mechanisms to counter the spread of ISIL/ISIS and new means of cooperation between Member States and civil society should still be strengthened.<sup>72</sup>

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<sup>60</sup> Ibid.

<sup>61</sup> *Iran 'confirms strikes against ISIL'*, 2014; Al Jazeera, *Iran airstrikes against Isis requested by Iraqi government*, The Guardian, says Tehran, 2014.

<sup>62</sup> United States of America, *Airstrikes Against ISIL Continue in Syria, Iraq*, 2014.

<sup>63</sup> UNAMI, *UN Casualty Figures for December; 2014 deadliest since 2008 in Iraq*, 2014.

<sup>64</sup> UNAMI, *Launch of the first national database on domestic and gender-based violence*, 2014.

<sup>65</sup> IOM, *Iraq Crisis Response - Situation Report 12*, 2014, p. 1; IOM, *Over two million identified displaced people scattered across Iraq*, 2014, p. 1.

<sup>66</sup> Kurdistan Regional Government & UNAMI, *Additional urgent support needed for IDPs as the winter has arrived*, 2014.

<sup>67</sup> UNESCO, *UNESCO presents projects on education and science to Iraqi administration*, 2014.

<sup>68</sup> UNDP, *Iraq Human Development Report 2014*, 2014; UNDP, *Youth Education at Alarming Levels in Iraq, the National Human Development Report 2014 shows*, 2014; UNDP, *Iraq Human Development Report 2014: Iraqi Youth Challenges and Opportunities [EN/AR]*, 2014.

<sup>69</sup> Al Jazeera, *Q&A: German journalist on surviving ISIL*, 2014; UNAMI, *UN Casualty Figures for December; 2014 deadliest since 2008 in Iraq*, 2014.

<sup>70</sup> Al Jazeera, *Q&A: German journalist on surviving ISIL*, 2014; Kurdistan Regional Government & UNAMI, *Additional urgent support needed for IDPs as the winter has arrived*, 2014.

<sup>71</sup> UN Security Council, *First report of the Secretary-General submitted pursuant to paragraph 6 of resolution 2169 (2014): Report of the Secretary-General (S/2014/774)*, 2014.

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*With over two million internal displaced persons in Iraq in 2014, internal displacement represents a major challenge for the Iraqi government and international organizations as UNHCR and UNAMI. This report of IOM portrays where and how IDPs are distributed across Iraq. It further summarizes IOM's key findings on internal displacement in Iraq in 2014 and presents the governorate of origin of the IDPs in Iraq.*

United Nations Assistance Mission for Iraq. (2014). *UNAMI Herald, Vol. 1, No. 5*. Retrieved 5 January 2015 from:

<http://uniraq.org/FlipNewsletter/UNAMI%20Herald%20Issue%205/index.html#p=1>

*In the UNAMI Herald, UNAMI summarizes its previous activities in cooperation with its partner organizations and the Iraqi government. By reporting on UNAMI's and other UN organizations recent actions to provide humanitarian aid to millions of refugees and internally displaced persons in Iraq, the UNAMI Herald represents a valuable source for getting an overview of both the humanitarian situation in Iraq and the international community's actions to improve the situation. As recent versions of the UNAMI Herald show, cooperation between different UN entities is of particular high importance.*

United Nations Development Programme. (2014). *Iraq Human Development Report 2014*. Retrieved 6 January 2014 from: <http://reliefweb.int/sites/reliefweb.int/files/resources/IraqNHDR2014-English.pdf>

*The latest Human Development Report for Iraq shows alarming levels of youth education and unemployment in Iraq. It addresses important questions as for example how young people in Iraq may get a job or which social and cultural challenges exist in Iraq's society. With a great amount of statistics and analysis as well as policy recommendations, this report gives deep insight into Iraq's society, culture and economy and thus lays the foundation for understanding how the overall situation in Iraq might be improved.*

United Nations Security Council. (2014). *First report of the Secretary-General submitted pursuant to paragraph 6 of resolution 2169 (2014): Report of the Secretary-General (S/2014/774)*. Retrieved 29 December 2014 from:

<http://undocs.org/S/2014/774>

*This report is one of the outcomes of paragraph 6 of Security Council resolution 2169 (2014), in which Members States requested the Secretary-General to report every three months on progress made towards fulfilling UNAMI's mandate. Therefore, the report provides information on all recent activities of UNAMI and other UN bodies in Iraq as well as the overall situation in Iraq. The report provides a detailed summary of the security situation in Iraq and regional and international developments having an influence on developments inside the country. In the report, the Secretary-General recalled his grave concern about the humanitarian crisis in Iraq and reiterated his condemnation to ISIL/ISIS.*

United Nations Security Council, 7351st Meeting (2014). *Threats to international peace and security (S/RES/2195 (2014))*. Retrieved 29 December 2014 from: [http://undocs.org/S/RES/2195\(2014\)](http://undocs.org/S/RES/2195(2014))

*This resolution is one of the most important recent resolutions on international peace and security and includes several clauses on ISIL/ISIS. Among other policies, it called for information sharing in order to prevent terrorist acts and recalled its condemnation in resolution 2170 (2014) of any engagement in direct or indirect trade involving ISIL/ISIS and other terrorist organizations. Accordingly, this resolution needs to be considered in future resolutions and debates on this issue.*

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## II. Measures to Combat Terrorism in Africa

### *Introduction*

All of Africa has witnessed the spread of terrorism and its deleterious effects. The prevalence of terrorism has grown as terrorists have found ways to benefit from criminal activities such as exploiting weak border controls and trafficking illicit goods.<sup>73</sup> When terrorists have access to illicit markets, they can cause instability across a wide region and between rival States.<sup>74</sup> Cross-border crime only serves to weaken the governance of Member States and undermines state security institutions and the security of neighboring countries.<sup>75</sup> The Council has condemned all acts of terrorism as “criminal and unjustifiable, regardless of [...] motivation, wherever, whenever and by whomever.”<sup>76</sup> In response, the Secretary-general has stressed that counter-terrorism response must not only address the symptoms of terrorism, but also change the conditions and environment that allow terrorism to grow.<sup>77</sup>

In December 2014, under Chad’s presidency, the Council convened an open debate that called for international action on border security and shutting down illicit trade networks to prevent terrorists financing from transnational organized crime.<sup>78</sup> The Council took action on the topic by unanimously adopting Resolution 2195 (2014) on “Threats to International Peace and Security.”<sup>79</sup> Within the resolution, the Council noted the multitude of illicit activities that create an environment conducive to terrorism and the counter-measures necessary to prevent transnational organized crime, including trafficking, illicit trade in natural resources, and crimes such as kidnapping and extortion.<sup>80</sup> In order to combat these illicit activities, the Council has focused on strengthening national governments, increasing cooperation among regional organizations and Member States, and prevent the financing of terrorism through such illicit activities.<sup>81</sup>

### *Recent Developments*

#### *Terrorism in Africa*

Several terrorists groups remain active across Africa and continue to jeopardize international peace and security by undermining governments and communities. Although the Council and the AU have coordinated in responding to these threats, terrorist groups have actively defied local governments and use cross-border crime to extend their reach in the region.<sup>82</sup>

In Mali, Al-Qaida in the Islamic Maghreb (AQIM), the Movement for Unity and Jihad in West Africa (MUJAO), and Ansar Eddine continue to pose a threat to government control of the country. In early January, two men, including the mayor of Anderaboucane, died after an assault by unknown gunmen.<sup>83</sup> UN peacekeepers have also come under heightened attack. On 17 January 2015, an attack on the MINUSMA camp in Kidal killed one peacekeeper and injured several others.<sup>84</sup> In Gao, eight UN peacekeepers were injured when their vehicle hit a roadside bomb.<sup>85</sup> MINUSMA personnel in Tabankort were threatened by machine gun fire from members of the Mouvement national de libération de l’Azawad (MNL); subsequently, three individuals were killed when violent

<sup>73</sup> Chad, *Letter dated 4 December 2014 from the Permanent Representative of Chad to the United Nations addressed to the Secretary-General (S/2014/869)*, 2014.

<sup>74</sup> Ibid.

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<sup>76</sup> UN Security Council, *Presidential Statement (S/PRST/2015/4)*, 2015.

<sup>77</sup> UN Security Council, *Report of the Secretary-General on the work of the United Nations to help States and subregional and regional entities in Africa in fighting terrorism (S/2014/9)*, 2014.

<sup>78</sup> UN Department of Public Information, *Security Council, Adopting Resolution 2195 (2014), Urges International Action to Break Links between Terrorists, Transnational Organized Crime*, 2014.

<sup>79</sup> UN Security Council, *Threats to International Peace and Security (S/RES/2195 (2014))*, 2014.

<sup>80</sup> Ibid.

<sup>81</sup> UN Department of Public Information, *Security Council, Adopting Resolution 2195 (2014), Urges International Action to Break Links between Terrorists, Transnational Organized Crime*, 2014.

<sup>82</sup> Chad, *Letter dated 4 December 2014 from the Permanent Representative of Chad to the United Nations addressed to the Secretary-General (S/2014/869)*, 2014.

<sup>83</sup> Sahara Reporters, *Mali: Anderaboucane Mayor, Son Killed In Mounting Violence*, 2015.

<sup>84</sup> UN Security Council, *Security Council Press Statement on Mali (SC/11739)*, 2015.

<sup>85</sup> UN DPI, *Mali: UN Mission condemns attack that wounded 8 peacekeepers*, 2015.

protestors attempted to overtake the MINUSMA compound.<sup>86</sup> The ongoing violence demonstrates the continued decline in security and threatens the effectiveness of the ceasefire between armed groups.

In East Africa, Somalia has also continued to suffer from attacks by Al-Shabab. In late December 2014, Al-Shabab attacked an African Union military base in response to the death of the leader of Al-Shabab, Ahmed Godane, in September of the same year.<sup>87</sup> Casualties were sustained by both sides in the attack, but AU soldiers were able to ward off the attack on the Halane military base that houses the AU Mission in Somalia (AMISOM) and several personnel from UN and other international agencies. Some progress has been made in combating Al-Shabab as was reported a few days after the attack on the AU military base, Somali government forces announced that they had captured Al-Shabab's intelligence chief, Zakariya Ismail Ahmed Hersi.<sup>88</sup>

In Nigeria, Boko Haram has also continued attacks on the local population and military. From 3 to 7 January 2015, Boko Haram overran a Nigerian military outpost which served as the command center for coordination of counter-terrorism efforts by Nigeria, Chad, and Niger.<sup>89</sup> The attacks continued by Boko Haram in Baga from 5-7 January 2015 and led to significant destruction of civilian property and the loss of many lives.<sup>90</sup> The humanitarian crisis caused by Boko Haram has spread into neighboring countries, with recent attacks by Boko Haram in Cameroon and along the Chad-Cameroon border.<sup>91</sup> In addition, an estimated 45,000 Nigerians have sought refuge in Chad, Niger, and Cameroon.<sup>92</sup>

#### *Regional Collaboration*

On 19 January 2015, the Council released a Presidential Statement condemning the attacks by Boko Haram, calling for a cessation of all hostilities by Boko Haram.<sup>93</sup> Additionally, the AU responded by sending 7,500 troops as part of a multinational force to combat Boko Haram.<sup>94</sup> Secretary-General Ban Ki-Moon supported the decision by the AU to join forces stating that “[t]he murderous campaign waged by Boko Haram demands stronger and more coordinated action from us all.”<sup>95</sup> Noting that collaborative partnerships have worked in the past such as the fight against the Ebola epidemic, the Secretary stated that the UN and the AU could work even more closely together on matter such as terrorism and the maintenance of international peace and security in Africa.<sup>96</sup>

The AU has also taken on its own measures in combating terrorism through the Nouakchott Process. On 18 December 2014, the AU adopted the *Nouakchott Declaration* at the First Summit of the countries participating in the *Nouakchott Process on the enhancement of Security Cooperation and the Operationalization of the African Peace and Security Architecture in the Sahelo-Saharan Region*.<sup>97</sup> The *Nouakchott Declaration* stressed that regular meetings between the intelligence and security services of participating countries served as an “indispensable tool” for information sharing on both terrorism and cross-border crime.<sup>98</sup> In addition, capacity-building programs were emphasized as crucial for the promotion and implementation of an effective government response to terrorism.<sup>99</sup>

At the AU Summit held in Addis Ababa in January 2015, regional leaders announced a plan to establish the Multinational Joint Task Force (MJTF), a regional force to combat Boko Haram.<sup>100</sup> A meeting of experts was held 5

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<sup>86</sup> UN DPI, *Mali: UN mission wards off rebel attack; urges armed groups to respect ceasefire*, 2015; UN DPI, *Mali: Ban deplores violent protests against Mission compound, launches inquiry*, 2015.

<sup>87</sup> CNN, *Al-Shabaab: Attack on base was revenge for U.S. airstrike*, 2014.

<sup>88</sup> CNN, *Somalia: Al-Shabaab intelligence chief captured*, 2015.

<sup>89</sup> Wall Street Journal, *Boko Haram Extends Its Grip in Nigeria*, 2014.

<sup>90</sup> UN Security Council, *Presidential Statement*, (S/PRST/2015/4), 2015.

<sup>91</sup> UN DPI, *Security Council condemns Boko Haram attacks along Chad-Cameroon border*, 2015.

<sup>92</sup> UN Security Council, *Report of the Secretary-General on the work of the United Nations to help States and subregional and regional entities in Africa in fighting terrorism (S/2014/9)*, 2014.

<sup>93</sup> UN Security Council, *Presidential Statement* (S/PRST/2015/4), 2015.

<sup>94</sup> ITV News, *African Union Authorises Troops to Fight Boko Haram*, 2015.

<sup>95</sup> UN Department of Public Information, *UN chief welcomes African Union's decision to combat Boko Haram*, 2015.

<sup>96</sup> *Ibid.*

<sup>97</sup> African Union, *Nouakchott Declaration*, 2014.

<sup>98</sup> *Ibid.*

<sup>99</sup> *Ibid.*

<sup>100</sup> Al Jazeera, *UN chief backs plan for AU forces to tackle Boko Haram*, 2015.

to 7 February 2015 in Yaounde, Cameroon to finalize plans and operationalize the MJTF; the AU will then seek authorization by the Council under Chapter 7.<sup>101</sup>

### ***Conclusion***

Even though terrorism continues to ravage several regions throughout the African continent, the UN, the AU, and other international organizations continue to combat and prevent the spread of terrorism. As witnessed in many regions, a significant factor in the spread of terrorism in Africa has been weak border controls and transnational organized crime. Terrorist organizations like AQIM, Boko Haram, and Al-Shabab thrive on cross-border crime and wreak havoc on innocent civilian populations and local governments. While the Council has recently taken action on combating the link between transnational organized crime and Al-Shababnd terrorism, there are many other ways to prevent the spread of terrorism in all its forms and manifestations. Security counter-measures have proven to be useful; however, socio-economic development can also prevent many people, especially youth, from seeking livelihoods and protection from organizations that spread terrorism across borders. As a unique threat to international peace and security, terrorism in Africa will remain on the agenda of the Security Council in the future. Coordination between the Security Council and relevant regional organizations, such as the AU, can lead to a stable, secure, and peaceful resolution to the tragic conflicts terrorism incites.

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<sup>101</sup> Al Jazeera, *UN chief backs plan for AU forces to tackle Boko Haram*, 2015.

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*Resolution 2195 (2014) is the most recent resolution adopted by the Security Council on Combating Terrorism in Africa. Besides condemning terrorism and calling for all Member States to ratify all relevant international legal instruments relating to terrorism, the Security Council also stressed the importance of combating the world drug problem, corruption, and money laundering. In order to succeed, international and regional cooperation remains an important mechanism, especially in Africa and its Nouakchott Process on the Enhancement of Security Cooperation. On top of these security measures, building the capacity of Member States is necessary for many to respond to terrorism and several other illicit activities undertaken by terrorist organizations.*

UN Department of Peacekeeping Operations. (2014). *At UN Meeting, prevention cited as key factor in fight against terrorism-related kidnapping*. Retrieved 5 January 2015 from:  
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*This article discusses a recent meeting jointly held by the UN's Counter-Terrorism Committee (CTC) and Counter-Terrorism Committee Executive Directorate (CTCED) in New York City. The practice of kidnapping for ransom and hostage-taking has continued to be used by many of the world's terrorist organizations as a source of funding. People from all walks of life from tourists to humanitarian relief workers are targeted by terrorist groups for ransoms which was estimated to have brought in about \$15 million per year from 2004 to 2012. Finding ways to prevent kidnapping for ransom and sources of terrorist will be crucial to combat terrorism, especially in Africa.*

United Nations, Security Council, 7362nd Meeting. (2015). *Presidential Statement (S/PRST/2015/4)*. Retrieved 1 February 2015 from: <http://www.undocs.org/S/PRST/2015/4>

*In response to the escalating attacks from Boko Haram, the Security Council convened a session to discuss pressing matters on the maintenance of international peace and security. Beyond the measures outlined in this update, the Security Council also pressed the Lake Chad Basin Commission Member States and Benin to support the multinational task force deployed to combat Boko Haram. The Presidential Statement highlights the most recent issues faced by the West African region from the atrocities that Boko Haram has brought about. Several Member States and relevant regional organizations remain active in the fight against terrorism and could serve as unique partners with the UN Security Council in addressing terrorism in Africa.*

United Nations, Security Council. (2014). *Letter dated 4 December 2014 from the Permanent Representative of Chad to the United Nations addressed to the Secretary-General (S/2014/869)*. Retrieved 5 January 2015 from:  
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*As the President of the Security Council in December 2014, Chad focused debate on the link between terrorism and cross-border crime, which led to the adoption of Resolution 2195 (2014). This letter outlines Chad's concept note for the high-level debate of the Security Council on threats to international peace and security: terrorism and cross-border crime. Previous actions of the Security Council are highlighted as well as the impacts of cross-border crime and terrorism on the international community. Other actions that the Security Council could take are also pointed out in this concept note for countering terrorism and cross-border crime. A useful primer for understanding the link between cross-border crime and terrorism and responses for the Security Council.*

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*In December 2014, countries from the Sahelo-Saharan region convened to adopt the Nouakchott Declaration as an outcome from the launch of the Nouakchott Process that began more 18 months earlier. Formed in response to the growing threat from terrorism and extremists in the region, the*

*Nouakchott Declaration seeks to enhance the exchange of information and intelligence in combating terrorism and transnational organized crime. Regular meetings among intelligence and security services are stressed as a crucial tool for countries but should also include other relevant organizations such as the African Centre for the Study and Research of Terrorism (ACSRT), the Fusion and Liaison Unit (UFL), and the Committee of Intelligence and Security Services (CISSA), along with the AU Commission. The Nouakchott Declaration also displays the overarching strategy for operationalizing the African Peace and Security Architecture and the role of other relevant regional organizations in maintaining peace and security in the Sahelo-Saharan region.*

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### III. Maintenance of International Peace and Security: Security Sector Reform

#### *Introduction*

The United Nations (UN) has continued to prioritize security sector reform (SSR) as a key path toward peacebuilding, advancing the rule of law, and furthering development goals.<sup>102</sup> Led by the UN Security Council (SC), the UN system continues to assist Member States' efforts to cultivate security sectors based on respect for international human rights norms and civilian oversight.<sup>103</sup> A number of continuing conflicts highlight the need for enduring commitment to security sector reform efforts, chief among them the security situations in Ukraine and Iraq. In Ukraine, separatists continue to wage an insurgency, aided in part by Ukraine's security sector after years of corruption and mishandling of military training and education.<sup>104</sup> In Iraq, fighters associated with the terrorist organization, the Islamic State in Iraq and the Levant/Sham (ISIL/ISIS), defeated Iraqi army soldiers, despite the efforts of the UN Assistance Mission to Iraq (UNAMI) to achieve lasting security, judicial, and political reforms.<sup>105</sup> In addition, challenges present in long-term security sector reform efforts are being exacerbated by the Ebola crisis in Liberia and political upheaval in Guinea-Bissau.<sup>106</sup> The situations in these countries in particular demonstrate the urgent need to foster disciplined, effective, and transparent security sectors not only to address imminent crises, but also to develop lasting peace and security.<sup>107</sup>

The UN Security Council considers security sector reform a key factor to achieving peace and security, and usually discusses SSR efforts within the context of a Member State's individual capacities, needs, and culture.<sup>108</sup> However, in recent years, the Council has examined SSR efforts on a thematic level, beginning with a 2007 Presidential Statement and a 2008 report by the Secretary-General.<sup>109</sup> More recently, the Council bases its SSR work on 2013 report by the Secretary-General, "Securing States and societies: strengthening the United Nations comprehensive support to security sector reform" (A/67/970) and resolution 2151 (2014), the first thematic resolution on security sector reform.<sup>110</sup> In recent months, the Council has also considered security sector reform as a part of broader efforts toward lasting peace in Côte d'Ivoire, Libya, and Guinea-Bissau.<sup>111</sup> The Council met in November 2014 to discuss the opportunities and challenges of deploying UN Police in conjunction with peacekeeping missions to advance both development and SSR initiatives, as recommended in resolution 2151 (2014).<sup>112</sup> Finally, the Council is expected to adopt the first stand-alone resolution on UN Police in the coming months.<sup>113</sup>

A number of other UN bodies have also remained engaged in SSR efforts in recent months, including the UN Human Rights Council and the UN Peacebuilding Commission.<sup>114</sup> In addition, the United Nations, in partnership

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<sup>102</sup> UN General Assembly, *Securing States and societies: strengthening the United Nations comprehensive support to security sector reform: Report of the Secretary-General (A/67/970)*, 2013

<sup>103</sup> UN General Assembly, *Securing peace and development: the role of the United Nations in supporting security sector reform, Report of the Secretary-General (A/62/659)*, 2008.

<sup>104</sup> Cohen, *The Effect of Corruption on Security Sector Effectiveness and What to do About It*, 2014.

<sup>105</sup> McManus, *How corruption abroad threatens U.S. national security*, 2014; UN Security Council, *The situation between Iraq and Kuwait (S/RES/1483)*, 2003.

<sup>106</sup> Security Council Report, *November 2014 Monthly Forecast: Guinea-Bissau*, 2014; Security Council Report, *December 2014 Monthly Forecast: Liberia*, 2014.

<sup>107</sup> *Ibid.*

<sup>108</sup> UN General Assembly, *Securing States and societies: strengthening the United Nations comprehensive support to security sector reform: Report of the Secretary-General (A/67/970)*, 2013

<sup>109</sup> UN Security Council, *Statement by the President of the Security Council (S/PRST/2007/3)*, 2007; UN General Assembly, *Securing peace and development: the role of the United Nations in supporting security sector reform, Report of the Secretary-General (A/62/659)*, 2008.

<sup>110</sup> UN General Assembly, *Securing States and societies: strengthening the United Nations comprehensive support to security sector reform: Report of the Secretary-General (A/67/970)*, 2013; UN Security Council, *The maintenance of international peace and security: Security sector reform: challenges and opportunities (S/RES/2151)*, 2014.

<sup>111</sup> Security Council Report, *January 2015 Monthly Forecast: Côte d'Ivoire*, 2014; Security Council Report, *December 2014 Monthly Forecast: Libya*, 2014; Security Council Report, *November 2014 Monthly Forecast: Guinea-Bissau*, 2014.

<sup>112</sup> Security Council Report, *November 2014 Monthly Forecast: Peacemaking, Peacekeeping, Peacebuilding: UN Policing*, 2014.

<sup>113</sup> *Ibid.*

<sup>114</sup> UN Human Rights Council, *Report of the Independent Expert on the situation of human rights in Somalia (A/HRC/27/71)*, 2014; UN Peacebuilding Commission, *Report of the Chair's mission to Guinea-Bissau*, 2014.

with the European Union (EU), the African Union (AU), and civil society organizations jointly hosted the “Africa Forum on Security Sector Reform” on 24 November 2014.<sup>115</sup> Conference participants discussed best practices in SSR efforts in light of changing geopolitical, cultural, and technical trends.<sup>116</sup>

In recent years, organizations including the UN and the AU have encouraged Member States to take greater responsibility for national SSR programs rather than rely on international organizations to oversee them.<sup>117</sup> This extends to funding as well; Member States should fund at least a portion of local SSR programs through their national budget, though technical and financial assistance is available from the UN, AU, EU, and the World Bank, among other organizations.<sup>118</sup> Within the United Nations, SSR programs are usually associated with larger peacebuilding or peacekeeping missions authorized by the Security Council and therefore benefit from Member States’ monetary contributions to such missions.<sup>119</sup> The UN Peacebuilding Fund, created to support post-conflict peacebuilding initiatives, also funds some of the UN’s SSR work.<sup>120</sup> In other cases, SSR is financed through bilateral partnerships, such as the recently announced Security Governance Initiative created by the United States to support SSR programs in Ghana, Kenya, Mali, Niger, Nigeria, and Tunisia.<sup>121</sup>

### ***Recent Developments***

While there are many security sector reform projects currently ongoing worldwide, Guinea-Bissau has a particularly urgent need. The country is experiencing political, economic, and social upheaval that could be at least partially relieved by an effective, transparent, and responsive security sector.<sup>122</sup> Liberia also presents a challenge to SSR efforts.<sup>123</sup> Already a priority for the Security Council, the recent Ebola epidemic has significantly set back national SSR programs.<sup>124</sup>

#### *Guinea-Bissau*

Guinea-Bissau has been plagued by unrest characterized by poor civil-military relations almost continuously since its independence in 1974.<sup>125</sup> Many international organizations, including the UN, consider that SSR could drastically improve the situation in Guinea-Bissau. However recent events have demonstrated the challenges facing SSR efforts in the country.<sup>126</sup> In 2012, just three years after the military assassinated President João Bernardo Vieira, military officers staged a coup d’état and assumed control over the country.<sup>127</sup> A number of international organizations halted financial aid and technical assistance until a democratically-elected government assumed control in July 2014.<sup>128</sup> In addition, Guinea-Bissau has become a hub for human and drug trafficking.<sup>129</sup> Despite efforts by the UN, the EU, the AU and the Economic Committee of West African States (ECOWAS), the state’s security sector is characterized by corruption, disorganization, and distrust of the civilian government.<sup>130</sup> A critical report by the Peace Research Institute Frankfurt identified several reasons for the lack of improvement, including inefficient communication

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<sup>115</sup> The Geneva Centre for the Democratic Control of Armed Forces, *Africa Forum on Security Sector Reform*, 2014.

<sup>116</sup> Ibid.

<sup>117</sup> UN Security Sector Reform Taskforce, *Security Sector Reform Integrated Technical Guidance Notes*, 2013, p. 22; African Union, *Policy Framework on Security Sector Reform*, 2013.

<sup>118</sup> African Union, *Policy Framework on Security Sector Reform*, 2013, p. 19.

<sup>119</sup> UN Security Sector Reform Taskforce, *Security Sector Reform Integrated Technical Guidance Notes*, 2013.

<sup>120</sup> UN Peacebuilding Support Office, *SSR and Peacebuilding: Thematic Review of Security Sector Reform (SSR) to Peacebuilding and the Role of the Peacebuilding Fund*, 2012, p. 5.

<sup>121</sup> The White House Office of the Press Secretary, *Fact Sheet: Security Governance Initiative*, 2014.

<sup>122</sup> Security Council Report, *November 2014 Monthly Forecast: Guinea-Bissau*, 2014.

<sup>123</sup> Security Council Report, *December 2014 Monthly Forecast: Liberia*, 2014.

<sup>124</sup> Ibid.

<sup>125</sup> Kohl, *The Reform of Guinea Bissau’s Security Sector: Between demand and practice*, 2014, p. 3.

<sup>126</sup> Security Council Report, *November 2014 Monthly Forecast: Guinea-Bissau*, 2014.

<sup>127</sup> Holland, *Attempted Coup in Guinea-Bissau Questions SSR Progress*, 2010; Security Council Report, *November 2014 Monthly Forecast: Guinea-Bissau*, 2014.

<sup>128</sup> Holland, *Attempted Coup in Guinea-Bissau Questions SSR Progress*, 2010; Kohl, *The Reform of Guinea Bissau’s Security Sector: Between demand and practice*, 2014, p. 3.

<sup>129</sup> Kohl, *The Reform of Guinea Bissau’s Security Sector: Between demand and practice*, 2014, p. 3.

<sup>130</sup> Holland, *Attempted Coup in Guinea-Bissau Questions SSR Progress*, 2010; Kohl, *The Reform of Guinea Bissau’s Security Sector: Between demand and practice*, 2014; Security Council Report, *November 2014 Monthly Forecast: Guinea-Bissau*, 2014.

between donors and the government, insufficient involvement of local stakeholders, short-term projects that neglect larger issues, and a shortage of financial resources.<sup>131</sup>

On 25 November, the Security Council extended the mandate of the UN Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS), which was set to expire on 30 November 2014, believing that the political situation was still fragile.<sup>132</sup> The Council also considered how best to align the goals of UNIOGBIS with the goals of the new government, and how to restart stalled SSR efforts.<sup>133</sup> The Council plans to discuss the situation in Guinea-Bissau after receiving a final report from the Secretary-General, as required by resolution 2048 (2012), and is expected to extend the mandate of UNIOGBIS before its new mandate expires on 28 February.<sup>134</sup>

### *Liberia*

The Ebola crisis in West Africa hit Liberia particularly hard and the economic, humanitarian, and security ramifications are severe.<sup>135</sup> As of 30 January 2015, 8,463 Liberians have contracted Ebola and 3,700 have died from the disease.<sup>136</sup> The World Bank estimates that the crisis could cost Liberia up to \$300 million in lost Gross Domestic Product (GDP) by the end of 2015.<sup>137</sup> In addition, an election scheduled for 14 October 2014 was cancelled.<sup>138</sup> On 21 November 2014, the Council released a Presidential Statement declaring Ebola a threat to international peace and security, particularly in Liberia, Guinea, and Sierra Leone.<sup>139</sup> On 15 December 2014, the SC adopted resolution 2190 (2014), which extended the mandate of the UN Mission in Liberia (UNMIL) until 30 December 2015 and resolved to keep personnel levels stable at 4,811 military and 1,795 police personnel.<sup>140</sup> Prior to this extension, UNMIL's mandate was set to expire on 30 December 2014 and the Council was considering reducing staffing levels if it extended the mandate.<sup>141</sup> However, the SC recognized that the crisis had created significant setbacks to SSR efforts in Liberia and the need for continued assistance to achieve UNMIL's goals.<sup>142</sup> Pursuant to the necessity to intensify SSR efforts, the Council directed UNMIL to assist Liberia in creating a security sector reform strategy "as soon as possible."<sup>143</sup> The SC also requested that the Secretary-General to provide a report on the situation in Liberia by 30 April 2015.

### **Conclusion**

Effective security sector reform can result in a number of positive outcomes for Member States, including increased adherence to the rule of law, greater transparency and access to justice, and more effective police and military capabilities.<sup>144</sup> However, the situation in Guinea-Bissau and Liberia particularly demonstrates the difficulties of SSR efforts.<sup>145</sup> Goodwill and technical assistance alone cannot achieve reform; the international community must tailor efforts to national requirements, involve local stakeholders, and commit to long-term projects.<sup>146</sup> Delegates should consider how the Security Council can address these needs to increase the probability of success of SSR initiatives across regions.

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<sup>131</sup> Kohl, *The Reform of Guinea Bissau's Security Sector: Between demand and practice*, 2014, p. 8.

<sup>132</sup> Security Council Report, *November 2014 Monthly Forecast: Guinea-Bissau*, 2014.

<sup>133</sup> *Ibid.*

<sup>134</sup> Security Council Report, *February 2015 Monthly Forecast: Guinea-Bissau*, 2015.

<sup>135</sup> Security Council Report, *December 2014 Monthly Forecast: Liberia*, 2014.

<sup>136</sup> Centers for Disease Control and Prevention, *2014 Ebola Outbreak in West Africa - Case Counts*, 2015.

<sup>137</sup> Security Council Report, *December 2014 Monthly Forecast: Liberia*, 2014.

<sup>138</sup> *Ibid.*

<sup>139</sup> UN Security Council, *Peace and Security in Africa (S/PRST/2014/24)*, 2014.

<sup>140</sup> UN DPI, *Security Council, Adopting Resolution 2190 (2014), Extends Liberia Mission until 30 September 2015, Bearing in Mind Ebola's Impact on Reforms*, 2014.

<sup>141</sup> Security Council Report, *December 2014 Monthly Forecast: Liberia*, 2014.

<sup>142</sup> *Ibid.*

<sup>143</sup> UN DPI, *Security Council extends mandate of UN Liberia mission*, 2014.

<sup>144</sup> African Union, *Policy Framework on Security Sector Reform*, 2013.

<sup>145</sup> Kohl, *The Reform of Guinea Bissau's Security Sector: Between demand and practice*, 2014.

<sup>146</sup> African Union, *Policy Framework on Security Sector Reform*, 2013.

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*This independent website is an excellent source of information on the activities of the UN Security Council. It publishes monthly summaries of the Council's actions, in-depth reports on select issues, and a blog devoted to the daily activities of the Council. The blog, "What's in Blue," serves as a companion to the main site, and as an especially useful source for delegates to better understand the daily functioning of the Security Council beyond formal resolutions and press releases. This website is also a good source of information on how the Council is addressing security sector reform and other topics on the agenda and will prove extremely useful for all delegates.*

The Geneva Centre for the Democratic Control of Armed Forces' International Security Sector Advisory Team. (2015) [Website]. Retrieved 4 January 2015 from: <http://issat.dcaf.ch/Home/About-ISSAT>

*The Geneva Centre for the Democratic Control of Armed Forces' International Security Sector Advisory Team is a civil society organization that works in partnership with governments and international organizations to implement security sector reform in fragile and conflict-zone States. Their website is a clearinghouse for information that is intended for practitioners in the field, which is a useful contrast to more academic sources utilized throughout this guide. Their annual reports on the state of SSR may be of particular interest to delegates. The organization's website also contains a "SSR Overview" page with links to important documents that delegates may find useful.*

Security Sector Reform Resource Centre. (n.d.) [Website]. Retrieved 1 January 2015 from: <http://www.ssresourcecentre.org/>

*The Security Sector Reform Resource Centre is a frequently updated resource website that will be very useful for keeping up-to-date on security sector reform efforts. The organization provides links to other organizations working on SSR, country reports, UN reports, and other important information. They also provide a "news roundup" and publish a blog on SSR around the world.*

Security Council Report. (2015). *February 2015 Monthly Forecast: Guinea-Bissau*. Retrieved 25 January 2015 from: [http://www.securitycouncilreport.org/monthly-forecast/2015-02/guinea-bissau\\_11.php](http://www.securitycouncilreport.org/monthly-forecast/2015-02/guinea-bissau_11.php)

*This summary of the SC's upcoming work on Guinea-Bissau is a holistic and approachable overview of the situation and wider UN dynamics. It provides a brief summary of the political situation in Guinea-Bissau, the Council's past actions, and the Council's possible options in dealing with the current situation. The summary also describes the differing viewpoints of Member States of the SC on the issue and is helpful for delegates exploring their State's position on this issue. Delegates should also consult the November 2014 Monthly Forecast on Guinea-Bissau.*

Kohl, Cristoph. (2014). *The Reform of Guinea Bissau's Security Sector: Between demand and practice*. Peace Research Institute Frankfurt. Retrieved 5 January 2015 from: <http://hsfk.de/fileadmin/downloads/prif126.pdf>

*This report reviews years of security sector reform efforts in Guinea-Bissau, identifies issues with existing practices, and proposes new approaches for the future. It also describes the history of the Guinea-Bissau's tumultuous politics, which is essential to understanding the motivation and context of local security sector reform. Delegates will find Kohl's descriptions of the challenges of SSR useful and should consider if the Security Council can or should implement some of the reforms the report proposes.*

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