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Security Council Background Guide 2020

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Dear Delegates,

Welcome to the 2020 National Model United Nations New York Conference (NMUN•NY)! We are pleased to introduce you to our committee, the Security Council. This year's staff is: Directors Nadine Moussa and M. Ismail Dogar (Conference A), and Directors Jakob Landwehr and Yasmine Sabek (Conference B). Nadine has a M.A. in Public and International Affairs from the University of Ottawa and is currently working at the Privy Council Office in Ottawa as a Project Coordinator. Ismail Dogar DMD earned his dual Bachelors in International Business and Health Sciences from Benedictine University and a Doctor of Dental Medicine from Midwestern University. He went on to complete an Advanced Education in General Dentistry (AEGD) residency at the University of New Mexico and currently practices dentistry in Belvidere, IL. Jakob holds a B.A. in European Studies, an M.A. in International Conflict Analysis, and is currently pursuing his PhD in the field of humanitarian military interventions. He is a research associate and focuses on peace and conflict studies, in particular conflict prevention and resolution, mediation, and negotiation. Yasmine holds a BSc. in Architectural Engineering from the American University in Cairo and now works on advancing transportation projects under the Mobility Portfolio at UN Habitat.

The topics under discussion for the United Nations Security Council are:

1. The Situation in Yemen
2. Women, Peace and Security
3. Protection of Civilians in Armed Conflict

The Security Council is the international community's most powerful institution dedicated to maintaining peace and security. The Council may issue both binding and non-binding resolutions, release presidential statements, commission reports by the Secretary-General, and authorize peacekeeping or humanitarian missions, among other actions. The Council's unique legal authority and broad reach makes it the leader of the international community's efforts to maintain international peace and security.

This Background Guide serves as an introduction to the topics for this committee. However, it is not intended to replace individual research. We encourage you to explore your Member State's policies in depth and use the Annotated Bibliography and Bibliography to further your knowledge on these topics. In preparation for the Conference, each delegation will submit a Position Paper by 11:59 p.m. (Eastern) on 1 March 2020 in accordance with the guidelines in the [Position Paper Guide](#) and the [NMUN•NY Position Papers](#) website.

Two resources, available to download from the [NMUN website](#), that serve as essential instruments in preparing for the Conference and as a reference during committee sessions are the:

1. [NMUN Delegate Preparation Guide](#) - explains each step in the delegate process, from pre-Conference research to the committee debate and resolution drafting processes. Please take note of the information on plagiarism, and the prohibition on pre-written working papers and resolutions. Delegates should not start discussion on the topics with other members of their committee until the first committee session.
2. [NMUN Rules of Procedure](#) - include the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure.

In addition, please review the mandatory [NMUN Conduct Expectations](#) on the NMUN website. They include the Conference dress code and other expectations of all attendees. We want to emphasize that any instances of sexual harassment or discrimination based on race, gender, sexual orientation, national origin, religion, age, or disability will not be tolerated. If you have any questions concerning your preparation for the committee or the Conference itself, please contact the Under-Secretaries-General for the Peace and Security Department, Natalie Keller (Conference A) and Martina Vetrovcova (Conference B), at usg.ps@nmun.org.

We wish you all the best in your preparations and look forward to seeing you at the Conference!

Sincerely,

Conference A

Nadine Moussa, *Director*
M. Ismail Dogar DMD, *Director*

Conference B

Jakob Landwehr, *Director*
Yasmine Sabek, *Director*

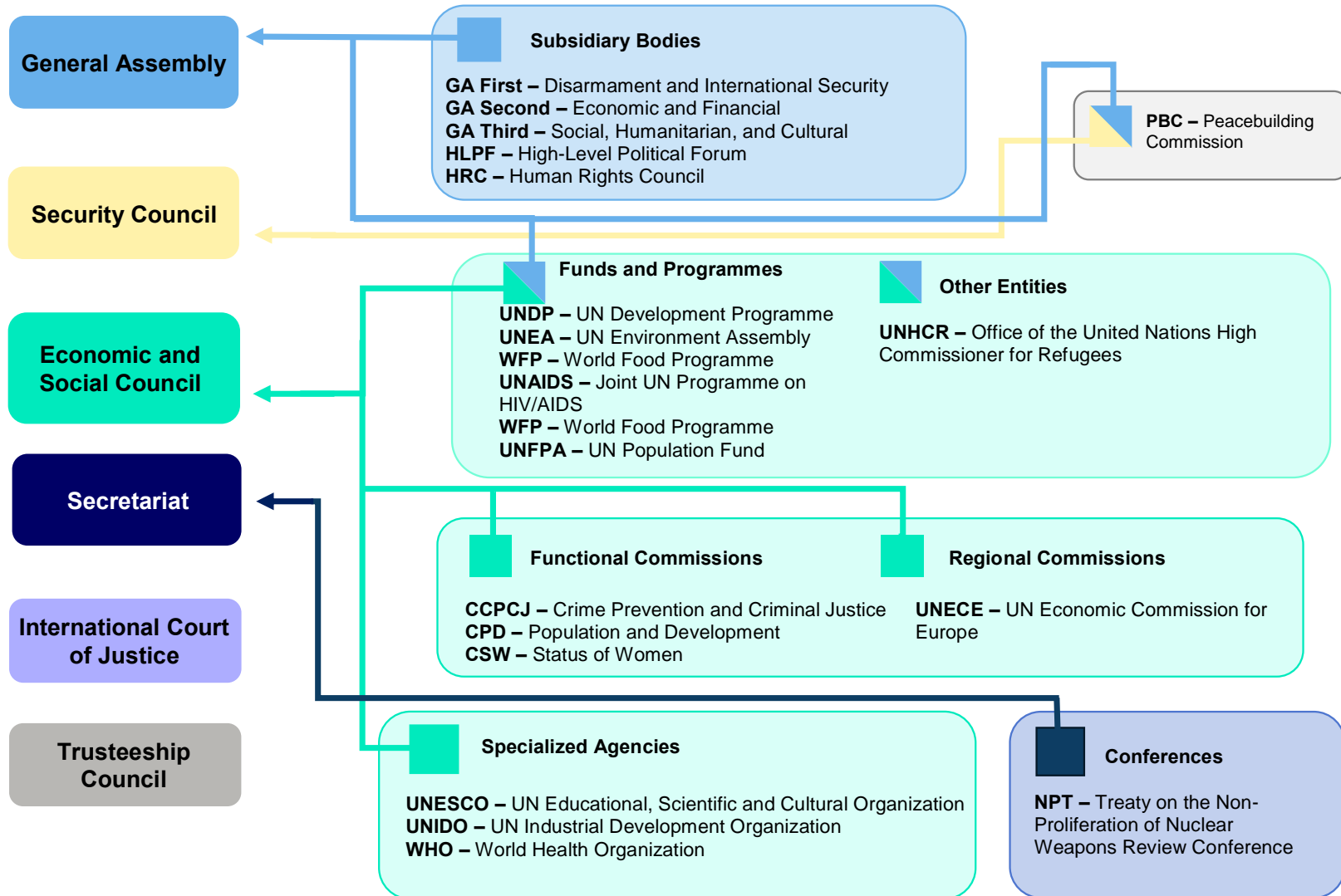


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United Nations System at NMUN•NY

This diagram illustrates the UN system simulated at NMUN•NY and demonstrates the reportage and relationships between entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee's position, purpose, and powers within the UN system.



Committee Overview

Introduction

After the devastating effects of the two World Wars, the international community established the United Nations (UN) as an intergovernmental organization with the primary responsibility of maintaining international peace and security, creating the conditions conducive to economic and social development, and advancing universal respect for human rights.¹ The Security Council was established as one of its six principal organs and was given the primary responsibility of preserving international peace and security.²

The Security Council held its first session on 17 January 1946 at Church House in London.³ After its first meeting, the Council relocated to its permanent residence at the UN Headquarters in New York City.⁴ At that time, five permanent members and six non-permanent members were part of the Council.⁵ However, over subsequent years, discussions regarding the structure of the Council began to take place.⁶ In 1965, the number of non-permanent members increased to 10, and, although membership has not changed since then, discussions regarding a change in configuration take place frequently.⁷ As the body's structure has remained largely unchanged, debate has arisen over the Security Council's efficacy and authority as a mediator on issues of international security.⁸ Matters such as the Syrian Civil War, Russia's annexation of Crimea, and North Korea's nuclear weapons program have posed particular challenges to the Security Council.⁹

The Council on Foreign Relations (CFR) works to support reform initiatives from a western perspective and is actively in favor of restructuring the Security Council.¹⁰ Groups like CFR have little to no influence on UN bodies in terms of advocating for reform, rather they spend time and resources developing what new systems could look like in hopes of redesigning methods for achieving peace and security.¹¹

Traditionally, the Security Council discusses issues related to peacekeeping missions, political processes, as well as the protection of human rights, disarmament, and humanitarian crises.¹² However, with the adoption of the *2030 Agenda for Sustainable Development* by the UN General Assembly in 2015, the Security Council has begun to increasingly focus on the intersection between sustainability and peace and security.¹³ Some important crosscutting issues the Council is currently addressing include human rights and the protection of civilians for conflict prevention and sustainable development; Women, Peace and Security; and the prevention of conflict and sustaining peace.¹⁴

Governance, Structure, and Membership

The Security Council is the only UN body that has the power to adopt legally binding resolutions, which place an obligation on Member States to accept and carry out the Council's decisions under Article 25 of

¹ *Charter of the United Nations*, 1945.

² UN Security Council, *What is the Security Council?*, 2019.

³ *Ibid.*

⁴ *Ibid.*

⁵ Hanhimäki, *The United Nations: A Very Short Introduction*, 2008, p. 32.

⁶ *Ibid.*

⁷ Bourantonis, *The History and Politics of UN Security Council Reform*, 2005, p. 10.

⁸ Council on Foreign Relations, *The UN Security Council*, 2018.

⁹ *Ibid.*

¹⁰ Council on Foreign Relations, *The UN Security Council*, 2018.

¹¹ *Ibid.*

¹² *Ibid.*; Encyclopaedia Britannica, *United Nations Security Council*, 2014.

¹³ UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015; UN DPA, Politically Speaking, *Sustaining Peace, Conflict Prevention, Human Rights and Sustainable Development High on Agenda for New Security Council Members*, 2018.

¹⁴ UN DPA, Politically Speaking, *Sustaining Peace, Conflict Prevention, Human Rights and Sustainable Development High on Agenda for New Security Council Members*, 2018.

the *Charter of the United Nations* (1945).¹⁵ The Security Council also has a variety of other tools to address issues on its agenda.¹⁶ For example, the President of the Security Council may issue press statements or presidential statements to communicate the Council's position.¹⁷ Although these are not legally binding, such statements are used to bring attention to important issues and to recommend solutions to ongoing conflicts.¹⁸

The five permanent members of the Security Council are: China, France, the Russian Federation, the United Kingdom of Great Britain and Northern Ireland, and the United States of America, often colloquially referred to as the "P5."¹⁹ Every year, the General Assembly elects five of the 10 non-permanent members for a two-year term.²⁰ Elections for non-permanent seats on the Council can be competitive, with states expressing interest and campaigning years in advance.²¹ States elected to serve on the Security Council are expected to represent the interests of their region; they usually have an influence at the international level and demonstrate leadership in specific areas of interest to their foreign policy.²² Each member of the Security Council has the ability to be represented at all meetings.²³ In the Provisional Rules of Procedure, Rule 13 allows for Members to be represented by an 'accredited representative', such as a Head of Government.²⁴

Belgium, Cote d'Ivoire, Dominican Republic, Equatorial Guinea, Germany, Indonesia, Kuwait, Peru, Poland, and South Africa are the current non-permanent members for the term 2019-2020.²⁵ Security Council elections are held in June, six months before the term starts.²⁶ This change allows Member States sufficient time to prepare for their new role.²⁷ The 10 non-permanent members represent countries from five groups: Africa, the Asia-Pacific Group, Latin America and the Caribbean, the Eastern European Group, and Western European and Other.²⁸

Every Member State of the Security Council has one vote.²⁹ Votes on all matters require supermajority of nine Member States.³⁰ However, if one of the five permanent members of the Security Council votes "no" on a matter of substance, such as a draft resolution, it does not pass.³¹ This is known as "veto power."³² In the 1950s, Security Council Member States, in particular the former Soviet Union, made frequent use of their veto power, but its usage declined in the 1960s, rising again in the 1970s and 1980s.³³ In the last decades, the use of the veto power has been comparatively rare.³⁴ In recent years, the Council has

¹⁵ UN Security Council, *What is the Security Council?*, 2019; *Charter of the United Nations*, 1945.

¹⁶ UN Security Council, *Functions and Powers*, 2019.

¹⁷ NGO Working Group on Women, Peace and Security, *Mapping Women, Peace and Security in the United Nations Security Council: Report of the NGOWG Monthly Action Points, 2009-2010*, 2010, p. 11.

¹⁸ *Ibid.*, p. 15.

¹⁹ *Ibid.*

²⁰ *Ibid.*

²¹ UN DGC, *Ahead of Security Council elections, General Assembly President explains how a country can get a non-permanent seat*, 2016.

²² Bourantonis, *The History and Politics of UN Security Council Reform*, 2005, p. 6.

²³ *Charter of the United Nations*, 1945.

²⁴ UN Security Council, *Highlights of the Security Council Practice*, 2019.

²⁵ UN Security Council, *Current Members*, 2019.

²⁶ UN General Assembly, *Revitalization of the work of the General Assembly (A/RES/68/307)*, 2014, p. 4.

²⁷ UN DGC, *Ahead of Security Council elections, General Assembly President explains how a country can get a non-permanent seat*, 2016.

²⁸ UN General Assembly, *Rules of procedure*, 2017.

²⁹ *Charter of the United Nations*, 1945.

³⁰ *Ibid.*

³¹ Hanhimäki, *The United Nations: A Very Short Introduction*, 2008, p. 52.

³² *Ibid.*

³³ Security Council Report, *In Hindsight: The Veto*, 2013; Security Council Report, *The Permanent Members and the Use of the Veto: An Abridged History*, 2013.

³⁴ Security Council Report, *The Permanent Members and the Use of the Veto: An Abridged History*, 2013.

adopted many resolutions by consensus and has only been divided on a very limited number of issues.³⁵ Since 1990, for example, decisions that have been adopted on Iraq and Bosnia-Herzegovina account for 34.1% of Security Council resolutions without consensus.³⁶ On the other hand, only 20.6% of Africa-related resolutions during the same timeframe were not adopted by consensus.³⁷

The issue of reform arose in a debate on November 20, 2018, during which members of the UN General Assembly suggested the Security Council must adapt, reform and expand its membership to include underrepresented regions to meet emerging challenges in the continually-changing and complex international peace and security architecture.³⁸ Delegates called for expanding the number of permanent members and abolishing the permanent member's use of veto power.³⁹

Each member of the Security Council holds the presidency of the Council for one month, rotating according to alphabetical order.⁴⁰ Security Council meetings can be held at any time when convened by the President and by the request of any Member State.⁴¹ Under Rule 3 of the Provisional Rules of Procedure of the Security Council, the President shall call a meeting if a dispute or situation requires the Council's attention.⁴² In accordance with the mandate of the Security Council and the *Charter of the United Nations*, the President shall call a meeting if a dispute or situation requires the Council's attention.⁴³ Any Member State may attend the Council's sessions if the body decides to extend an invitation.⁴⁴ Member States are invited if the Security Council is discussing an issue that directly concerns the interests of the Member State.⁴⁵ Invited Member States do not have the right to vote, but are allowed to submit proposals and draft resolutions.⁴⁶ Furthermore, invited Member States can inform the Council about a current crisis in their region.⁴⁷ However, such proposals may only be put to a vote at the request of a member of the Council.⁴⁸

The Security Council oversees many subsidiary bodies established under Article 29 of the Charter, including: the International Criminal Tribunal for the Former Yugoslavia, the International Criminal Tribunal for Rwanda, sanctions committees, and ad hoc committees, such as the Ad Hoc Sub-Committee on Namibia.⁴⁹ The Security Council also works with the General Assembly to oversee the work of the Peacebuilding Commission (PBC).⁵⁰ Additionally, Security Council Member States participate in various working groups, which consist of some or all of the Security Council Member States and focus on regional issues, as well as improving the working methods of the Council itself.⁵¹ For example, established by Security Council resolution 1612 (2005), the Working Group on Children and Armed Conflict recommends possible measures to the Council on promoting the protection of children affected by armed conflict.⁵²

³⁵ Security Council Report, *In Hindsight: Consensus in the Security Council*, 2014; Security Council Report, *In Hindsight: The Veto*, 2013.

³⁶ Security Council Report, *In Hindsight: Consensus in the Security Council*, 2014.

³⁷ *Ibid.*

³⁸ Nastranis, *UN Security Council Reform Back on the Table Again*, 2019

³⁹ *Ibid.*

⁴⁰ UN Security Council, *Provisional Rules of Procedure of the Security Council (S/96/Rev.7)*, 1982.

⁴¹ UN Security Council, *Repertoire of the practice of the Security Council*, 2019.

⁴² *Ibid.*

⁴³ *Ibid.*

⁴⁴ *Ibid.*

⁴⁵ *Charter of the United Nations*, 1945.

⁴⁶ UN Security Council, *Provisional Rules of Procedure of the Security Council (S/96/Rev.7)*, 1982.

⁴⁷ *Ibid.*

⁴⁸ *Ibid.*

⁴⁹ UN Security Council, *Committees, Working Groups and Ad Hoc Bodies*, 2019.

⁵⁰ *Ibid.*

⁵¹ UN Security Council, *Repertoire of the practice of the Security Council*, 2019.

⁵² UN Security Council, *Working Group on Children and Armed Conflict*, 2019.

Cooperation between the Security Council and other entities, such as the Organization for the Prohibition of Chemical Weapons (OPCW) and the International Atomic Energy Agency (IAEA) is significant.⁵³ Partnerships with independent regional organizations, such as the European Union (EU) and the African Union (AU) are also of paramount importance for addressing a broad range of issues such as terrorism, disarmament, nuclear non-proliferation, and extreme violence from non-state actors.⁵⁴ In its annual meeting with the European Union (EU), held in March 2019, the Council discussed strengthening its partnership with regional organizations.⁵⁵ In February 2019, the Security Council adopted resolution 2457 highlighting the “Silencing the Guns in Africa by the Year 2020” initiative aimed at attaining a conflict-free Africa by 2020.⁵⁶

Mandate, Functions, and Powers

The mandate of the Security Council is to maintain international peace and security and to take action whenever peace and security are threatened.⁵⁷ The Council's authority is particularly relevant with respect to the UN's four primary purposes, as specified in the Charter: maintaining international peace and security; developing friendly relations among nations; cooperating in solving international problems; and promoting respect for human rights, as well as being a center for harmonizing the actions of nations.⁵⁸ Chapters VI and VII of the Charter specifically concern the Security Council and the range of actions that can be taken when settling disputes.⁵⁹ Chapter VI by itself aims to settle disputes through peaceful means, such as negotiation and judicial settlement. Additionally, according to Chapter VI, the role of the Security Council is to determine the severity of the dispute brought before the body and the impact of the dispute internationally.⁶⁰ Chapter VII explores further actions that can be taken in regard to threats to peace, breaches of peace, and acts of aggression.⁶¹ This chapter also authorizes the Security Council to implement provisional measures aimed to de-escalate the situation.⁶² Since the 1950s, the Council has invoked Chapter VII when authorizing the deployment of UN peace operations into volatile post-conflict settings where the State is not able to maintain peace and security to be led by the Department of Peacekeeping Operations (DPKO).⁶³

Under Article 41 in the Charter, the Council can call on its members to apply economic sanctions and other measures not involving the use of force to prevent or end violence.⁶⁴ Some of these measures include arms embargos, enforcing disarmament, or calling upon international criminal mechanisms to become active.⁶⁵ Regarding diplomatic tools, the Council is mandated to investigate any dispute or situation that might lead to aggression between states, with other non-state groups, or within states' territories.⁶⁶ Aside from diplomatic instruments, the Council may also take military action against a state or other entity threatening international peace and security, and may further decide on the deployment of troops or observers.⁶⁷ The Council may also decide upon the deployment of new UN peacekeeping operations to be led by the Department of Peacekeeping Operations (DPKO).⁶⁸ The Security Council

⁵³ UN Security Council, *Committees, Working Groups and Ad Hoc Bodies*, 2019; UN Security Council, *Middle East (S/RES/2118(2013))*, 2013.

⁵⁴ *Ibid.*

⁵⁵ Security Council Report, *EU-UN Briefing*, 2019.

⁵⁶ UN Security Council, *Cooperation between the United Nations and Regional and Subregional Organizations in Maintaining International Peace and Security – Silencing the Guns in Africa (S/RES/2457 (2019))*, 2019.

⁵⁷ UN Security Council, *What is the Security Council?*, 2019.

⁵⁸ *Charter of the United Nations*, 1945.

⁵⁹ *Ibid.*

⁶⁰ *Ibid.*

⁶¹ *Ibid.*

⁶² *Ibid.*

⁶³ UN Peacekeeping, *Mandates and the Legal Basis for Peacekeeping*.

⁶⁴ *Charter of the United Nations*, 1945.

⁶⁵ Malone, *The UN Security Council: From the Cold War to the 21st Century*, 2004, p. 111.

⁶⁶ UN Security Council, *Functions and Powers*, 2019.

⁶⁷ *Charter of the United Nations*, 1945.

⁶⁸ UN DPKO, *Forming a New Operation*.

creates a peacekeeping operation by adopting a resolution that outlines the mandate and size of a particular mission.⁶⁹ The Council also cooperates with a number of international and regional organizations as well as non-governmental organizations to implement its decisions.⁷⁰

Recent Sessions and Current Priorities

The Security Council continues to consider the country-specific situations on its agenda.⁷¹ In 2019, the Security Council adopted resolution 2480, which urges the Malian government to accelerate the implementation of the Agreement on Peace and Reconciliation in Mali within a realistic and binding timeline.⁷² The Council also adopted resolution 2478 on 26 June 2019, renewing its sanctions regime against individuals and entities in the Democratic Republic of the Congo until 1 July 2020.⁷³ The Council requested the Group of Experts provide updates to the Council every 12 months on the existing information on the Sanctions List.⁷⁴ Additionally, on Sudan, the Security Council adopted resolution 2479 on 27 June 2019 to extend until 31 October 2019 the mandate of the African Union-United Nations Mission Hybrid Operation in Darfur (UNAMID).⁷⁵

Discussions on the Middle East are also ongoing in the Security Council, including the fundamental right of the Palestinian people to self-determination and independence; the right of Israelis and Palestinians to coexist side by side in peace, based on a two-state solution that results from direct, peaceful dialogue between all parties involved; and the importance of a multilateral approach to the issue.⁷⁶ Further, many Member States on the Security Council remain concerned about the escalation of violence and deteriorating humanitarian situation in Gaza, which may threaten regional stability and prevent progress towards a peaceful solution.⁷⁷ To address the ongoing conflict in Yemen, the Security Council adopted resolution 2481 on 15 July 2019 to extend the mandate of the UN Mission to support the Hodeidah Agreement (UNMHA) until 15 January 2020.⁷⁸ Similarly, the Council adopted resolution 2470 on 21 May 2019, extending the mandate of the UN Assistance Mission for Iraq (UNAMI) until 31 May 2020.⁷⁹ Resolution 2477, adopted 26 June 2019, calls on all parties in Syria to cooperate with and support the operations of the UN Disengagement Observer Forces (UNDOF). The resolution also urges parties to exercise restraint and prevent breaches of ceasefires in the region.⁸⁰

In addition to state- and region-specific issues, the Security Council has discussed cross-cutting and thematic issues, such as threats to international peace and security, the financing of terrorism, and climate change, peace, and security.⁸¹ On 19 July 2019, the Council adopted resolution 2482, calling on Member States to enhance coordination towards a global response to international terrorism and organized crime.⁸² The resolution also urges Member States to investigate and dismantle organized crime networks involved in trafficking, and to review and implement legislation on issues such as sexual and gender-based violence in armed conflict by ensuring that domestic laws and regulations are in line with Member States' obligations under international law.⁸³ At the same time, the Security Council on 28 March

⁶⁹ UN Peacekeeping, *Role of the Security Council*.

⁷⁰ UN Security Council, *Repertoire of the practice of the Security Council*, 2019.

⁷¹ UN DGC, *Highlights of the Security Council Practice 2018, 2017*.

⁷² UN Security Council, *The Situation in Mali (S/RES/2480 (2019))*, 2019.

⁷³ UN Security Council, *The Situation Concerning the Democratic Republic of the Congo (S/RES/2478 (2019))*, 2019.

⁷⁴ Ibid.

⁷⁵ UN Security Council, *Reports of the Secretary-General on the Sudan and South Sudan (S/RES/2479 (2019))*, 2019.

⁷⁶ UN Security Council, *Summary Record of the 8167th meeting (S/PV.8167)*, 2018, p. 44.

⁷⁷ Ibid.

⁷⁸ UN Security Council, *The Situation in the Middle East (S/RES/2481 (2019))*, 2019.

⁷⁹ UN Security Council, *The Situation Concerning Iraq (S/RES/2470 (2019))*, 2019.

⁸⁰ UN Security Council, *The Situation in the Middle East (S/RES/2477 (2019))*, 2019.

⁸¹ UN DPA, *Security Council Reporting and Mandate Cycles*, 2018; Security Council Report, *Thematic and General Issues*, 2018.

⁸² UN Security Council, *Threats to International Peace and Security (S/RES/2482 (2019))*, 2019.

⁸³ Ibid.

2019 adopted resolution 2462, a landmark resolution focused on suppressing the funding of terrorist groups.⁸⁴ The resolution calls for the UN Office of Counter-Terrorism (UNOCT) to play a leading role in identifying ways to suppress terrorist financing through expanding its focus and working closely with the Financial Action Task Force, an inter-governmental body that sets standards for combating money laundering and terrorist financing.⁸⁵

In March 2017, the Security Council adopted resolution 2349, condemning terrorist attacks and violations of humanitarian law and human rights by Boko Haram and Islamic State in Iraq and the Levant (ISIL).⁸⁶ The resolution uniquely acknowledges the “adverse effects” of climate change on the stability of the region, particularly through water scarcity, drought, desertification, land degradation, and food insecurity.⁸⁷ On 11 July 2018, the Security Council discussed the nexus between climate change and global conflicts, marking the Council’s first debate on climate change and security in seven years.⁸⁸ At this session, members of the Security Council specifically focused on SDGs 13 (climate action) and 16 (work for peace), and recognized climate change as a cause of and exacerbating factor in humanitarian crises and conflicts.⁸⁹ While some members argued the Council must address climate change as a security risk, some warned against expanding the Council’s mandate or encroaching on the jurisdiction of other bodies.⁹⁰ In January 2019, the Council had an Open Debate over the maintenance of international peace and security: addressing the impacts of climate related disasters on peace and security.⁹¹ The Chief Scientist of the World Meteorological Organization (WMO), Pavel Kabat, briefed Member States at the debate, emphasizing that climate change is “undercutting progress” for the SDGs.⁹² Kabat highlighted various security impacts of climate change, such as undermining gains in nutrition and access to food; increasing the risk of wildfires and worsening air quality challenges; raising the potential for water conflict; and, contributing to more internal displacement and migration.⁹³

Conclusion

The Security Council plays an important role in international affairs, especially in matters related to peace and security.⁹⁴ The Council also has a unique and impactful mandate to set norms and govern state actions, as all Member States are required to comply with the Security Council’s legally-binding decisions under Chapter VII of the Charter.⁹⁵ The Council is the only UN body that has the ability to create legally binding decisions.⁹⁶ Although the Security Council is first and foremost the primary UN entity responsible for the maintenance of international peace and security, the adoption of the post-2015 development agenda signaled the increasing need to also discuss the linkages between peace and security, and issues of human security and development.⁹⁷ The Council has begun looking at the intersection between the SDGs and international peace and security, namely through discussion and debates on climate

⁸⁴ UN Security Council, *Threats to International Peace and Security Caused by Terrorist Acts: Preventing and Combating the Financing of Terrorism (S/RES/2462 (2019))*, 2019.

⁸⁵ Ibid.

⁸⁶ UN Security Council, *Peace and Security in Africa (S/RES/2349) (2017)*, 2017.

⁸⁷ Ibid.

⁸⁸ Mead, *UN Security Council Addresses Climate Change as a Security Risk*, 2019.

⁸⁹ UN DGC, *Addressing Security Council, Pacific Island President Calls Climate Change Defining Issue of Next Century, Calls for Special Representative on Issue (SC/13417)*, 2018.

⁹⁰ Mead, *UN Security Council Addresses Climate Change as a Security Risk*, 2019.

⁹¹ UN Security Council, *Provisional Programme of Work of the Security Council – January 2019*, 2019.

⁹² Benson Wahlén, *UNSC Debates Climate Change Impact on Peace, Security and Development*, 2019.

⁹³ Ibid.

⁹⁴ UN Security Council, *What is the Security Council?*, 2019.

⁹⁵ *Charter of the United Nations*, 1945.

⁹⁶ Ibid.

⁹⁷ UN DPA Politically Speaking, *Sustaining peace, Conflict Prevention, Human Rights and Sustainable Development High on Agenda for New Security Council Members*, 2018.

change.⁹⁸ The Security Council also continues to address regional and country issues, as well as thematic issues, such as climate change and gender.⁹⁹

Annotated Bibliography

Charter of the United Nations. (1945). Retrieved 25 August 2019 from: <http://www.un.org/en/charter-united-nations/index.html>

As the fundamental principles of the Security Council are written down in the Charter, this document should be the first resource for delegates to consider. Article 23, which sets the membership structure, and articles 23 to 26, which discuss its basic functions and powers, are important for understanding both the structure and function of the Security Council. In addition, articles 27 to 32 explain the Council's voting procedure and its overall structure. The Charter can also be particularly helpful for delegates in understanding the powers and limitations of the body. Delegates will find Chapters VI and VII most helpful when researching the mandate of the Security Council, and proposing actions and solutions.

Mead, L. (2018, July 13). UN Security Council Addresses Climate Change as a Security Risk. *SDG Knowledge Hub*. Retrieved 25 August 2019 from:

<http://sdg.iisd.org/news/un-security-council-addresses-climate-change-as-a-security-risk/>

This article draws attention to a Security Council session focused on the nexus between climate change and global conflicts. Marking the first debate on climate change and security in seven years, this source highlights the disagreement over the degree to which the Security Council has a responsibility to address climate change. Additionally, this source will provide delegates themselves with the opportunity to think about the relationship between the post-2015 development agenda and peace and security. Keeping in mind the 2030 Agenda for Sustainable Development, particularly SDGs 13 and 16, this source can help delegates analyze the ways in which the cross-cutting issues that the Security Council discusses connect to the 2030 Agenda.

Nastranis, J. (2019). *UN Security Council Reform Back on the Table*. *SDGs for All*. Retrieved 25 August 2019 from: <https://www.sdgforall.net/index.php/goal-16/876-un-security-council-reform-back-on-the-table-again>

This article discussing UN Security Council reform was published by SDGs for All under SDG 16, promoting peaceful and inclusive societies for sustainable development, providing access to justice for all, and building effective, accountable and inclusive institutions for all. The article highlights a debate and the views of different Member States on the issue of Security Council reform, which has been a divisive topic for the Council. Delegates should use this article to widen their knowledge on Security Council reform, keeping in mind the SDGs and how this debate relates to peaceful and inclusive societies and institutions.

United Nations Department of Political and Peacebuilding Affairs. (2018). *Security Council Reporting and Mandate Cycles*. Retrieved 25 August 2019 from:

https://www.un.org/securitycouncil/sites/www.un.org.securitycouncil/files/general/reportingandmandatecycles_122018.pdf

Published by the UN Department of Political Affairs, this document provides information on the work and decisions of the Security Council, including resolutions and presidential statements. The document primarily consists of tables on items that have been discussed by the Security Council, various requests by the Security Council, and mandates of different entities and operations that report to the Council. This report will help delegates

⁹⁸ Mead, *UN Security Council Addresses Climate Change as a Security Risk*, 2019.

⁹⁹ UN DGC, *Fragile countries risk being 'stuck in a cycle of conflict and climate disaster,' Security Council told*, 2018; UN DGC, *Women vital for 'new paradigm' in Africa's Sahel region, Security Council hears*, 2018.

by providing succinct and clear information on the recent actions taken by the Security Council on its various thematic issues. Additionally, delegates may find the tables providing the actual clauses of different Security Council resolutions particularly helpful to their research.

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This website gives an overview of the Security Council's history, its mandate, and its basic functions and powers. It should be considered one of the most important resources for delegates' further research, since it provides detailed information about how the Security Council works in practice. The website also contains the body's provisional rules of procedure and a section on frequently asked questions. The latter is particularly useful when it comes to understanding the Council's functions and powers. Delegates will find on this website detailed information about the Council's recent sessions as well as other relevant outputs, which will aid in further research.

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I. The Situation in Yemen

*“Yemen is the largest humanitarian crisis in the world, with more than 24 million people – some 80 per cent of the population – in need of humanitarian assistance, including more than 12 million children.”*¹⁰⁰

Introduction

Yemen, a small State on the southern tip of the Arabian Peninsula, was one of the many Middle Eastern countries to undergo the Arab Spring which began in 2011.¹⁰¹ The Arab Spring is a political movement that began in Tunisia, where the citizens of various Middle Eastern and North African (MENA) countries cited poor economic conditions, lack of employment and professional opportunities and rampant government corruption, and demanded the ousting of many long standing leaders from their respective countries.¹⁰² Yemen, which is amongst the poorest countries in the world, was no exception, and in January 2011, Yemenis began the long struggle for change and marched in the Capital of Sana’a demanding for their leader of thirty years, Ali Abdullah Saleh, to step down.¹⁰³

After a year of unrest and violence, Saleh resigned due to the domestic and international pressure and was replaced by a transitional government led by his former vice president Abderabbu Mansour al-Hadi.¹⁰⁴ Despite a seemingly orderly transition, the resignation of Yemen’s longstanding leader created a large void in the Yemeni political vacuum, which resulted in many national and regional parties jockeying for power and influence of the country.¹⁰⁵ In 2014, the balance of power was fundamentally shifted when, Houthi Rebels, a Shiite minority with strong opposition to the transitional government, violently took control of the capital.¹⁰⁶ This chain of events resulted in the creation, in 2015, of a military coalition of Arab States led by Saudi Arabia that intervened on behalf of the internationally recognized Yemeni government through the use of air strikes, blockades, ground troops and alliances with local groups — all of which dramatically increased the level of violence within the country.¹⁰⁷

To this day, the country remains enveloped in a violent civil war with no immediate end in sight.¹⁰⁸ Additionally, Yemen is locked in the midst of a proxy war that is being fought on its soil by powers vying for influence within the region.¹⁰⁹ According to recent published data, 75% of the Yemeni population requires some form of assistance, 1.1 million people have gotten cholera and 15 million Yemenis are at risk of starvation.¹¹⁰ All of this has amounted to what the United Nations Office for the Coordination of Human Affairs (OCHA) has called the worst humanitarian crisis (known as a series of events that pose a dire threat to the general well-being, safety and security of a large group of people within a specified area) in the world.¹¹¹

International and Regional Framework

With the situation in Yemen nearing a decade since the initial unrest, the international community has come together numerous times with the intention of attempting to resolve the crisis.¹¹² The first such instance occurred in 2011, shortly after the political demonstrations that began in Yemen’s Arab Spring

¹⁰⁰ UNICEF, *Yemen Crisis*, 2019.

¹⁰¹ Cornell University, *Arab Spring: A Research and Study Guide: Yemen*, 2019.

¹⁰² Encyclopedia Britannica, *Arab Spring: Pro-Democracy Protests*, 2019.

¹⁰³ *Timeline: Yemen’s Slide into Political Crisis and War*, Reuters, 2019.

¹⁰⁴ United Nations Foundation, *Yemen: A Brief Background*, 2019.

¹⁰⁵ *Yemen Crisis: Why is There a War*, BBC, 2019.

¹⁰⁶ *Houthi Rebels Take Near-Total Control of Sana’a*, Al Arabiya, 2014.

¹⁰⁷ *Yemen Profile- Timeline*, BBC, 2019.

¹⁰⁸ Fahim, *The Deadly War in Yemen Rages On. So Why does the Death Toll Stand Still?*, 2018.

¹⁰⁹ *Yemen Crisis: Why is there a War*, BBC, 2019.

¹¹⁰ USA for UNHCR, *Yemen Humanitarian Crisis*, 2019.

¹¹¹ UN GCD, *Humanitarian Crisis in Yemen Remains the Worst in the World, Warns UN*, 2019.

¹¹² UN DGC, *United Nations in Yemen: What We Do*, 2019.

called for the resignation of Ali Abdullah Saleh.¹¹³ Yemen's Gulf neighbors, whose populations largely did not participate in the political upheavals within the region, wished for the situation in Yemen to resolve quickly and peacefully, especially so that the unrest would not spread to their own borders.¹¹⁴ The Gulf Cooperation Council (GCC), a political and economic alliance and forum for the Gulf Arab States on the Arabian Peninsula, met in 2011 and pressured Saleh to step down as Yemen's leader.¹¹⁵ Additionally, a road map called the *Agreement on the Implementation Mechanism for the Transition Process in Yemen in Accordance with the Initiative of the Gulf Cooperation Council*, known as the GCC Initiative, was created to aid in the political transition of power in Yemen.¹¹⁶ This initiative was a six-part framework that defined the transition period, staged the transition into two parts, and created a mechanism to resolve disputes.¹¹⁷ The GCC Initiative would see Saleh resign as president and for Al-Hadi, the current Vice President to lead a transitional unity government in the interim until presidential elections could be organized. Following presidential elections, a new constitution would be drafted with the input of all the parties involved thereby ending the conflict and peacefully transitioning Yemen into a new form of governance.¹¹⁸

The GCC Initiative served as a good theoretical transition framework, however, many parties in Yemen remained skeptical that Saleh's vice president would deliver the change they demanded.¹¹⁹ Despite the plan, violence within Yemen continued to skyrocket and the transitional, internationally recognized government was forced to flee to the port city of Aden in southern Yemen when Houthi Rebels successfully captured the nation's capital.¹²⁰ The focus on the international community therefore pivoted from nation building to resolving the armed conflict, an area that the Security Council has been playing a leading role in.¹²¹ Due to the escalation in violence and the capture of the capital by rebels, the Security Council unanimously adopted Resolution 2140 (2014) under Chapter VII of the *Charter of the United Nations* (1948).¹²² This landmark resolution, which has served as the basis of the international community's policy towards Yemen, calls upon the implementation of a political transition by all parties as laid out in the GCC Initiative, encourages the continued political participation of women and youth groups during the transition period, expresses concerns over the increased recruitment of children as soldiers and condemns terrorist actions in Yemen by groups such as Al Qaeda.¹²³ The resolution also instituted a travel ban and assets freeze of designated individuals determined by the newly established Security Council Sanctions Committee (2014) who pose a threat to the stability and peace of Yemen.¹²⁴ Additionally, the council requested the Secretary-General to establish a panel in consultation with the committee of up to four experts that would aid, analyze, report and support the sanctions committee in their efforts to implement the travel ban and assets freeze.¹²⁵ The mandate set forth within this resolution has subsequently been extended and remains an active part of the international community efforts in aiming to resolve the matter.¹²⁶

Despite all of these efforts, the civil war in Yemen continues to drag on, with the warring parties having reached a stalemate.¹²⁷ Due to the precarious conditions faced by civilians within the country, the United Nations (UN) and the international community have urged the parties to negotiate a ceasefire

¹¹³ *Yemen Profile- Timeline*, BBC, 2019

¹¹⁴ Yadav & Carapico. *The Breakdown of the GCC Initiative*, 2014.

¹¹⁵ *What is the GCC*, Al Jazeera, 2017.

¹¹⁶ GCC, *Agreement on the Implementation Mechanism for the Transition Process in Yemen in Accordance With the Initiative of the Gulf Cooperation Council (GCC)*, 2011.

¹¹⁷ Ibid.

¹¹⁸ Ibid.

¹¹⁹ Yadav & Carapico. *The Breakdown of the GCC Initiative*, 2014.

¹²⁰ Carapico, *Yemen on the Brink as the Gulf Co-Operation Council Initiative Fails*, 2015.

¹²¹ UN OSESGY, *Security Council Resolutions*, 2019.

¹²² UN DGC, *Security Council Adopts Resolution 2140 (2014), Welcoming Yemen's Peaceful Transition Towards New Constitution, General Elections*, 2014.

¹²³ UN Security Council, *The Situation in the Middle East (S/RES/2140 (2014))*, 2014.

¹²⁴ Ibid.

¹²⁵ Ibid.

¹²⁶ UN OSESGY, *Security Council Resolutions*, 2019.

¹²⁷ *Timeline: Yemen's Slide Into Political Crisis and War*, Reuters, 2019.

agreement.¹²⁸ In 2018, discussions between the two groups were held in Sweden and the *Stockholm Agreement* was reached.¹²⁹ It aims for a ceasefire in key Yemeni ports and the creation of a humanitarian corridor so that the basic needs of the Yemeni civilians can be addressed.¹³⁰ While the agreement did not resolve the impasse, the hope of the ceasefire was to prevent the situation from getting any worse.¹³¹ The international community and the Security Council have supported the *Stockholm Agreement* and are actively working to ensure that the two parties are upholding their ends of the document.¹³² However, with continued bouts of violence, keeping the peace and establishing the humanitarian corridor remains a challenge.¹³³

Role of the International System

Since the start of the conflict, several entities of the UN and a number of other parties have remained engaged on a plethora of issues related to the situation in Yemen including: security, the humanitarian crisis, human rights, and the plight of children.¹³⁴ The Security Council, which established the aforementioned sanctions committee, also adopted resolution 2216 (2015) on “The Situation in the Middle East” which created an arms embargo, limiting the sale and transfer of weapons to designated individuals and groups.¹³⁵ The Security Council has also extended the mandates related to the asset and travel bans as well as the arms embargos through the years as seen in resolutions 2266 (2016), 2342 (2017), and 2402 (2018).¹³⁶ In 2018, when the two parties agreed upon the *Stockholm Agreement*, the Council adopted resolution 2452 (2019) on “The Situation in the Middle East” which created a special political mission that would oversee the implementation of the agreement.¹³⁷ In resolution 2481 (2019), the Council extended the mandate of the mission to further ensure that the ceasefire agreement is upheld.¹³⁸

In response to resolution 2216, in 2015, the internationally recognized Al Hadi government requested the aid of the UN in verifying the contents of ships that would enter Yemeni ports that were not under its direct control.¹³⁹ Under the UN for Projects Services (UNOPS), the UN Verification and Inspection Mechanism for Yemen (UNVIM) was created. The mechanism allows for the unhindered flow of goods for those commercial vessels that have received a clearance of their cargos destined for Yemen.¹⁴⁰ Based in Djibouti, UNVIM reviews applications for clearance and periodically checks the cargos of suspicious vessels that applied for clearance.¹⁴¹ The mechanism seeks to deter the flow of various sanctioned goods, arms and people defined by the Council.¹⁴²

Additionally, the office of the Secretary-General has made Yemen a priority, and has been supporting the political transition in Yemen as early as 2012, when it created the Special Envoy to Yemen as requested by the Security Council in resolution 2014 (2011) on “The Middle East”.¹⁴³ The Secretary-General also reports on the situation in Yemen and provides timely updates as requested by the Council.¹⁴⁴ Recent reports published regarding children and armed conflict, as well as the implementation of Security Council

¹²⁸ UN OSESGY, *News: Full Text of Stockholm Agreement*, 2018.

¹²⁹ Ibid.

¹³⁰ Ibid.

¹³¹ Salisbury, *What Does the Stockholm Agreement Mean for Yemen?*, 2018.

¹³² UN Security Council, *The Situation in the Middle East (S/RES/2451 (2018))*, 2018.

¹³³ International Crisis Group, *Saving the Stockholm Agreement and Averting a Regional Conflagration in Yemen*, 2019.

¹³⁴ United Nations, *United Nations in Yemen: About Us*, 2019.

¹³⁵ UN Security Council, *The Situation in the Middle East (S/RES/2216(2015))*, 2015.

¹³⁶ UN OSESGY, *Security Council Resolutions*, 2019.

¹³⁷ UN Security Council, *The Situation in the Middle East (S/RES/2452(2019))*, 2019.

¹³⁸ Ibid.

¹³⁹ UNVIM, *United Nations Verification & Inspection Mechanism for Yemen*, 2019.

¹⁴⁰ Ibid.

¹⁴¹ UNVIM, *About UNVIM*, 2019.

¹⁴² Ibid.

¹⁴³ UN DPPA, *Special Envoy Yemen*, 2019.

¹⁴⁴ Ibid.

resolution 2451 (2018) on “The Situation in the Middle East”, and the humanitarian crisis caused by the ongoing internal conflict.¹⁴⁵ In 2018, the Secretary-General appointed Martin Griffiths, the new Special Envoy to Yemen, who continues their office’s commitment of negotiating with the various political groups in order to establish a lasting peace to the Yemeni crisis.¹⁴⁶ The special envoy delivers monthly briefings, which relate to many facets of the situation in Yemen including status updates of various regions within the country, the humanitarian situation, significant events such as the releasing of detainees and involvement of civil society organizations (CSOs) such as the International Committee of the Red Cross.¹⁴⁷

In addition to the Secretary-General and the Security Council, numerous UN entities are working to resolve the humanitarian impact that the situation in Yemen has created.¹⁴⁸ The United Nations Children’s Fund (UNICEF), which has noted the dire emergency Yemeni children face, has scaled up projects throughout the country to include more initiatives that promote maternal health and lower child and infant mortality.¹⁴⁹ Additionally, UNICEF is working to improve access to nutritious food and clean, safe drinking water, as well as advocating for the end of recruitment of child soldiers.¹⁵⁰ The United Nations Human Rights Council (UNHRC) has been engaged in addressing human rights violations that are occurring, and in 2017 adopted resolution 36/31 that established a group of international and regional eminent experts on Yemen.¹⁵¹ This panel monitors and reports human rights violations, reviews alleged violations, identifies those responsible for committing violations and provides recommendations related to access to justice, accountability, reconciliation and other areas that would improve human rights within the country.¹⁵²

The Arab League, one of the region’s main political forums, held a summit in 2015 to discuss the situations in Yemen, Libya, Syria as well as terrorism within the region.¹⁵³ The summit’s final communiqué called for the establishment of a joint military force formed by Arab Member States to address some of the region’s main problems related to terrorism and civil unrest.¹⁵⁴ Arab leaders also supported the military intervention in Yemen led by Saudi Arabia, and hoped that such intervention would restore the legitimate government and have demanded that Houthi rebels withdraw from the nation’s capital.¹⁵⁵ The creation of a joint military force was realized when, in November 2018, Egypt, Bahrain, Saudi Arabia, United Arab Emirates, Kuwait and Jordan held their first joint military exercise in Egypt known as Arab Shield.¹⁵⁶

The Sultanate of Oman, a Gulf State that shares a southwestern border with Yemen, has sought to restore peace and presented a plan to Iran and Saudi Arabia known as the *Omani Initiative*.¹⁵⁷ The seven point plan aimed to end the standoff in Yemen by creating a compromise that would have seen Houthi rebels withdraw from the capital, early parliamentary and presidential elections, conversion of some minority groups into legitimate political parties and Yemen being admitted into the GCC.¹⁵⁸ However, due to the continued civil war and resistance by the rival factions, the plan did not get off the ground.¹⁵⁹

¹⁴⁵ Security Council Report, *UN Documents for Yemen*, 2019.

¹⁴⁶ UN DPPA, *Special Envoy Yemen*, 2019.

¹⁴⁷ UN OSESGY, *Briefing of the Special Envoy of the UN Secretary-General for Yemen to the Open Session of the Security Council*, 2019.

¹⁴⁸ United Nations, *United Nations in Yemen: About Us*, 2019.

¹⁴⁹ UNICEF, *Falling Through the Cracks: The Children of Yemen*, 2017.

¹⁵⁰ *Ibid.*

¹⁵¹ UN HRC, *Human Rights, Technical Assistance and Capacity-Building in Yemen (A/HRC/RES/36/31)*, 2017.

¹⁵² UN HRC, *Group of Eminent Experts on Yemen*, 2019.

¹⁵³ Arab League, *Final Communiqué of the 26th Arab League Summit*, 2015.

¹⁵⁴ *Ibid.*

¹⁵⁵ *Ibid.*

¹⁵⁶ Hendawi, *Forces from Egypt and 5 Other Nations to Start ‘Arab Shield’ Joint Military Exercise*, 2018.

¹⁵⁷ *Oman Offers Seven-Point Peace Plan for Yemen*, *The New Arab*, 2015.

¹⁵⁸ *Ibid.*

¹⁵⁹ *Ibid.*

The Humanitarian Crisis

As the civil war and political upheaval in Yemen continues to drag on, no other group has been more adversely affected than that of civilians.¹⁶⁰ The UN estimates that approximately 80% of the population is in need of some form of assistance, and that the number of those in need continues to grow.¹⁶¹ Over three million people have been displaced and there have been at least 17,700 verifiable civilians deaths since 2015.¹⁶² Three million girls and women are at risk of violence annually.¹⁶³ Two thirds of the country's population, about 20 million people, is considered to be food insecure, and half of those are considered to be suffering from extreme hunger.¹⁶⁴ UNICEF estimates that 360,000 children are severely malnourished and the conditions children face are considered the most challenging in the world.¹⁶⁵

The war has also devastated an already fragile economy, with the World Bank reporting a 39% contraction in the GDP since the end of 2014.¹⁶⁶ It is estimated that 75% of the population live under US \$3.20 a day, and that half live under a US \$1.00 a day.¹⁶⁷ Infrastructure, which was limited before the conflict began, has been largely destroyed, thereby compounding the humanitarian crisis by making the delivery of basic human services even more challenging.¹⁶⁸ Political groups have also been blocking vital aid from entering the country through diverting of fuel tankers, closing of ports, limiting movement of aid workers and agencies, and confiscating food and medical supplies.¹⁶⁹ Due to this lack of infrastructure, as well as collapsing healthcare systems, the incidence of disease, especially cholera, has exploded.¹⁷⁰ The World Health Organization (WHO) has reported that there have been over 650,000 cholera cases over the past year and a half with over a quarter of those affected being children.¹⁷¹ These deteriorating humanitarian conditions and the situation in Yemen as whole directly challenge the achievement of almost all of the Sustainable Development Goals (SDGs) including but not limited to: eradicating poverty, zero hunger, good health, clean water, quality education and peace.¹⁷² In its *Assessing the Impact of War on Development in Yemen* report released in April 2019, the United Nations Development Programme (UNDP) has reported that the conflict in Yemen has significantly set back development and currently estimates the setback to be 21 years.¹⁷³ UNDP further estimates that should the conflict resolve by 2022 the setback would be a full generation (approximately 26 years) and if the conflict resolves by 2030 the development setback would be 40 years.¹⁷⁴

In order to understand these humanitarian challenges that Yemen faces, as well create a plan of action in addressing these concerns, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) publishes annually *the Humanitarian Response Plan for Yemen*.¹⁷⁵ In its 2019 response plan, the UN focused on five strategic objectives which include: overcoming hunger, reducing transmission of infectious diseases including cholera, aiding families living in temporary settlements, reducing displacement and violence against civilians, and supporting public infrastructure so that it institutions can continue to offer basic life services.¹⁷⁶ The report also creates twelve cluster plans in order to try and

¹⁶⁰ UN OCHA, *2019 Humanitarian Needs Overview: Yemen*, 2019, p. 3.

¹⁶¹ *Ibid.*

¹⁶² *Ibid.*, p. 4.

¹⁶³ Human Rights Watch, *World Report 2019: Yemen*, 2019.

¹⁶⁴ UN OCHA, *2019 Humanitarian Needs Overview: Yemen*, 2019, p. 4.

¹⁶⁵ UNICEF, *Yemen Crisis*, 2019.

¹⁶⁶ World Bank, *Yemen's Economic Update-April 2019*, 2019.

¹⁶⁷ *Ibid.*

¹⁶⁸ *Ibid.*

¹⁶⁹ Human Rights Watch, *World Report 2019: Yemen*, 2019.

¹⁷⁰ WHO, *Health Situation in Yemen and WHO Response*, 2019.

¹⁷¹ WHO, *Outbreak Update- Cholera in Yemen, 12 May 2019*, 2019.

¹⁷² UN General Assembly, *Transforming our World: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.

¹⁷³ UNDP, *Assessing the Impact of War on Development in Yemen*, 2019, p. 6.

¹⁷⁴ *Ibid.*

¹⁷⁵ UN OCHA, *2019 Humanitarian Response Plan: Yemen*, 2019.

¹⁷⁶ *Ibid.*, p. 10-12.

meet the aforementioned objectives.¹⁷⁷ Regardless of all this work however, it remains imperative, as many projections indicate, that a cessation in violence, and the normalization of governance can quickly reverse the most severe humanitarian consequences the region has been facing.¹⁷⁸ Furthermore, continuing to deliver basic human services is key to both resolving the humanitarian crisis and creating peace.¹⁷⁹

Upholding the Stockholm Agreement

Over the past several years, the political stalemate in Yemen, has only led to an increase in violence, with no significant alteration in the balance of power or shift in the political dynamic within Yemen.¹⁸⁰ In late 2018, through the urging of the international community and the UN, Yemen's main rival groups met in Sweden and agreed upon the *Stockholm Agreement*.¹⁸¹ The agreement is comprised of three main components that include: a ceasefire and demilitarization of both parties from the city of Hodeidah and its related ports, a similar ceasefire on the city of Ta'iz, and the creation of a prisoner swap program.¹⁸² The ceasefire in the city of Hodeidah and the use of its ports would allow for humanitarian assistance to reach Yemenis throughout the country.¹⁸³ The idea of a prisoner swap program seeks to address the 15,000 detained between the two groups, and its framework is planned to be decided upon in subsequent negotiations.¹⁸⁴ The parties further committed to reducing roadblocks to achieving peace, implementing the agreement, and continuing peaceful negotiations in a mutually acceptable location.¹⁸⁵

The Security Council further reinforced their support of the *Stockholm Agreement* with the adoption of resolution 2451 (2018) on "The Situation in the Middle East", which endorsed the agreement and asked the Secretary-General to send a team of monitors to support its quick implementation.¹⁸⁶ In January of 2019, under the request of the Secretary-General, the Council went a step forward and created a special political, the UN Mission to support the Hodeidah Agreement (UNMHA).¹⁸⁷ The mandate of the mission is to oversee the ceasefire, redeployment of forces and mine action operations.¹⁸⁸ The mission also monitors compliance between the parties, and works with Yemeni security forces to ensure that the security of the city and port of Hodeidah is adequate.¹⁸⁹ The UNMHA was immediately deployed to the region, and has been overseeing the pullout of armed forces from the key areas as defined in the agreement.¹⁹⁰ In May 2019, the monitors verified the pullout and reported that cooperation between the various groups had been quite stable.¹⁹¹ The Hadi government allowed fuel ships to enter the port of Hodeidah, which has further established the humanitarian corridor laid out in the *Stockholm Agreement*.¹⁹² Despite the initial successes, the overall implementation of the agreement has been slow and challenging.¹⁹³ For example, there have been several rounds of talks in conducting a prisoner swap,

¹⁷⁷ Ibid., p. 18-30.

¹⁷⁸ World Bank, *Yemen's Economic Update-April 2019*, 2019.

¹⁷⁹ United Nations, *UN Strategic Framework for Yemen 2017-2019*, 2019.

¹⁸⁰ Worth, How the War in Yemen Became a Bloody Stalemate, *The New York Times*, 2018.

¹⁸¹ UN OSESGY, *News: Full Text of Stockholm Agreement*, 2018.

¹⁸² Ibid.

¹⁸³ Ibid.

¹⁸⁴ Dijkstal, *Yemen and the Stockholm Agreement: Background, Context, and the Significance of the Agreement*, 2019.

¹⁸⁵ UN OSESGY, *News: Full Text of Stockholm Agreement*, 2018.

¹⁸⁶ UN Security Council, *The Situation in the Middle East (S/RES/2451(2018))*, 2018.

¹⁸⁷ UN Security Council, *The Situation in the Middle East (S/RES/2452(2019))*, 2019.

¹⁸⁸ Ibid.

¹⁸⁹ Ibid.

¹⁹⁰ UN DGC, *UN Monitoring Team in Yemen Verifies Pullout of Armed Forces From Crucial Port Zones*, 2019.

¹⁹¹ Ibid.

¹⁹² UN OSESGY, *Briefing of the Special Envoy of the UN Secretary-General for Yemen to the Open Session of the Security Council*, 2019.

¹⁹³ International Crisis Group, *Saving the Stockholm Agreement and Averting a Regional Conflagration in Yemen*, 2019.

but no such mechanism has been instituted.¹⁹⁴ Additionally, only recently have there been the start of talks about creating another humanitarian corridor in Ta'iz, which was a key pillar of the *Stockholm Agreement*.¹⁹⁵

Additionally, in June 2019, the Secretary-General released a letter to the Security Council acknowledging that while progress has been very slow, the two main groups had met at least twice, that there was some headway in negotiations and that the groups had realized that the timelines set in the agreement have been too aggressive and would need to be reworked.¹⁹⁶ However, the report also noted that the groups are highly distrustful of each other and that increases in political posturing between the parties as well as within the Gulf region endanger the fragile progress that has been made.¹⁹⁷ Additionally the continued violence in other areas of Yemen, as well as continued foreign intervention, and shifting alliances, as seen in southern Yemen in August 2019, threatens to jeopardize the agreement entirely.¹⁹⁸

Recently however, there have been some positive developments as both sides try to reconcile.¹⁹⁹ In his briefing at the opening session of the Security Council in October 2019, the Special Envoy to Yemen stated that Houthi rebels have stated that they will end drone attacks on Saudi Arabia and they have also released 290 prisoners.²⁰⁰ There has also been a reduction in violence in both the north and south sections of the country.²⁰¹ However the overarching message continues to be that the situation is extremely fragile, and that much work continues to be needed in attaining the *Stockholm Agreement* and a peaceful resolution to the conflict in Yemen.²⁰²

Conclusion

The situation in Yemen, as it continues into its ninth year, is currently no closer in being resolved than when the conflict escalated in 2015.²⁰³ The humanitarian crisis that has resulted due to the political violence has made Yemen one of the most impoverished and unsafe places in the world for the country's citizens, especially for children.²⁰⁴ The UN and the Security Council have been actively engaged in the matter and have been working on various facets of the situation ranging from the council's work on implementing sanctions and creating political missions to oversee a ceasefire to other UN organizations such as UN OCHA, UNICEF, WHO, HRC and others addressing the complexities of the situation in Yemen.²⁰⁵ There has been some headway in establishing a ceasefire, the regions proxy wars being fought on Yemeni soil, threaten to further unravel the situation and possibly the integrity of a unified Yemeni state.²⁰⁶ While a comprehensive political solution shared by the warring parties may be a way out, emphasis on addressing the violence is paramount to resolving the deteriorating humanitarian conditions in Yemen.²⁰⁷ In the words of Mark Lowcock, UN Under-Secretary-General of Humanitarian Affairs and

¹⁹⁴ UN Security Council, *Letter Dated 10 June 2019 From the Secretary-General Addressed to the President of the Security Council (S/2019/485)*, 2019.

¹⁹⁵ UN OSESGY, *Briefing of the Special Envoy of the UN Secretary-General for Yemen to the Open Session of the Security Council*, 2019.

¹⁹⁶ UN Security Council, *Letter Dated 10 June 2019 From the Secretary-General Addressed to the President of the Security Council (S/2019/485)*, 2019.

¹⁹⁷ *Ibid.*

¹⁹⁸ 'Scores' Killed in Yemen as UAE-Backed Fighters Seize Parts of Aden, *The Guardian*, 2019.

¹⁹⁹ UN OSESGY, *Briefing of the Special Envoy of the UN Secretary-General for Yemen to the Open Session of the Security Council*, 2019.

²⁰⁰ *Ibid.*

²⁰¹ *Ibid.*

²⁰² *Ibid.*

²⁰³ Council on Foreign Relations, *War in Yemen*, 2019.

²⁰⁴ UN OCHA, *2019 Humanitarian Needs Overview: Yemen*, 2019, p. 3.

²⁰⁵ Office of the Resident Coordinator of the United Nations in Yemen, *Your Guide to the United Nations in Yemen*, 2016.

²⁰⁶ 'Scores' Killed in Yemen as UAE-Backed Fighters Seize Parts of Aden, *The Guardian*, 2019.

²⁰⁷ UN DGC, *Parties to Conflict in Yemen Have Accepted Plan for Redeployment of Forces From Hodeidah Port, Special Envoy Tells Council*, 2019.

Emergency Relief Coordinator, “A sustainable peace would be the most effective remedy for the humanitarian crisis in Yemen...without peace, we will simply go on treating the symptoms of this crisis instead of addressing the cause.”²⁰⁸

Further Research

When researching this topic, delegates should consider the following questions: What policies can the Security Council create to continue to ensure that the *Stockholm Agreement* is upheld? How effective has the UNMHA been to achieving its mandate? What can be done to continue to reduce the humanitarian crisis that the civil war in Yemen has created? What human rights violations are occurring due to the conflict, and how can they be addressed? How can the UN get the warring parties to come back to the negotiating table to resolve the political crisis in Yemen? How should the international community envision a political transition? How can the GCC Initiative be improved and or implemented? What should be done to address the proxy wars being fought in Yemen? How should regional and international groups remain engaged in the crisis? How effective have the sanctions been in curbing the violence? How can all of these mechanisms be altered and improved?

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<https://www.cfr.org/interactive/global-conflict-tracker/conflict/war-yemen>

The Council on Foreign Relations website regarding the war in Yemen serves as a good dashboard reviewing the status of the conflict in a clear and concise manner. At the top of the website are a series of indicators that summarize the overall conflict status, the humanitarian toll, and type of conflict. Additionally, the website has periodic, current updates regarding the crisis and also has a brief, but effective background of the situation in Yemen. Furthermore, the dashboard provides a list of additional readings and articles that convey important information on a variety of facets regarding the conflict. Delegates will find this website useful in familiarizing themselves with the conflict overall.

Gulf Cooperation Council. (2011). *Agreement on the Implementation Mechanism for the Transition Process in Yemen in Accordance with the Initiative of the Gulf Cooperation Council (GCC)*. Retrieved 21 July 2019 from:

https://peacemaker.un.org/sites/peacemaker.un.org/files/YE_111205_Agreement%20on%20the%20implementation%20mechanism%20for%20the%20

The Gulf Initiative was the major political transition plan that the GCC created with the hope of resolving the political upheaval in Yemen at the start of the conflict. This document has continuously been cited by the UN, as well as the Security Council, Member States and different civil society groups. While the Initiative is on hold due to the focus being on de-escalation of violence, the plan still is the roadmap that the international community has endorsed in establishing a peaceful political solution. Delegates should familiarize themselves with the goals set forth in the Initiative, and should also review how the plan's shortcomings have led to the current situation in Yemen.

United Nations Office of the Special Envoy of The Secretary-General for Yemen. (2018). *News: Full Text of the Stockholm Agreement*. Retrieved 10 August 2019 from:

<https://osesgy.unmissions.org/full-text-stockholm-agreement>

The Stockholm Agreement was the breakthrough ceasefire agreement that was drafted at the end of 2018. There are three parts of the agreement, which include the ceasefire in the Yemeni port city of Hodeidah, a creation of a prisoner exchange mechanism, and an understanding of Ta'iz, which is a neighboring province. While the agreement is very basic, the UN, the Security Council and the international community have been placing

²⁰⁸ Ibid.

an enormous amount of energy in maintaining the ceasefire agreement. Delegates should understand what the ceasefire entails and should periodically review the status of its implementation and any new developments as they pertain to Ta'iz and the prisoner swap.

United Nations Office of the Special Envoy of The Secretary-General for Yemen. (2019). *Security Council Resolutions*. Retrieved 05 August 2019 from: <https://osesgy.unmissions.org/security-council-resolutions>

This website serves as a good synopsis for the major aspects of work that the Security Council has done thus far as it pertains to the situation in Yemen. The website lists almost all the resolutions that have been adopted by the Security Council about Yemen in the last 8 years and there is a brief summary of what each of the resolutions are regarding. All of the resolutions listed have links to the full text resolution, which makes research and review much easier. Delegates should utilize this source to familiarize themselves with what the Council has already done regarding the topic.

United Nations, Security Council, 7119th meeting. (2014). *The Situation in the Middle East (S/RES/2140 (2014))*. Retrieved 21 July 2019 from: [https://undocs.org/S/RES/2140\(2014\)](https://undocs.org/S/RES/2140(2014))

Resolution 2140 was a significant resolution in regards to the situation in Yemen, as it formed the bulwark of Security Council policy as it retains to sanctions. The resolution defined the freezing of assets as well as the travel ban and called for the Secretary-General to create a group of experts that would aid in these objectives. The mandate has been subsequently extended in several resolutions following the initial passage of this resolution. Delegates should review this resolution and seek to understand how the Security Council utilizes the powers given to it under the Charter of the United Nations when it comes to sanctions and security.

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II. Women, Peace and Security

Introduction

The year 2020 marks the 20th anniversary of the implementation of resolution 1325 (2000) adopted by the United Nations (UN) Security Council.²⁰⁹ The resolution not only addresses the impact of armed conflict on women and girls, but also highlights the importance women play in conflict prevention and conflict resolution efforts and lays the foundation for the women, peace, and security (WPS) agenda.²¹⁰ Both male and female civilians often become targets in conflicts, however, women have different roles prior, during, and in post-conflict situations and suffer more from gender-based violence.²¹¹ Specifically, they often face conflict-related sexual violence (CRSV) used as a weapon or tactic in violent conflicts, while the perpetrators are not seldom exempted from punishment.²¹² They can also be involved in ongoing conflicts as fighters or supporters, often being forced to participate to avoid abuse or oppression.²¹³ Due to their responsibility as caretakers for children, women are usually less mobile and able to protect themselves, which increases their vulnerability.²¹⁴ Additionally, conflicts increase the occurrence of sexual health risks for example due to rape, sexual slavery, or forced prostitution, and raise the risks of cultural practices, such as female genital mutilation and honor killings.²¹⁵ Available statistics on the impact of conflicts on women and girls are alarming.²¹⁶ About 500 women and adolescent girls in war-torn and disaster-prone regions die from causes related to pregnancy every year.²¹⁷ In Yemen, child marriage increased by 66% in 2017 in areas with a high density of internally displaced persons (IDPs).²¹⁸ Conflicts also increase the danger of human trafficking, where 70% of victims are women and girls.²¹⁹

While there has been some progress in implementing the WPS agenda since 2000 and, in 2017, about 70% of all the resolutions adopted by the Security Council referred to WPS, many challenges and implementation gaps remain.²²⁰ The average representation of women in national parliaments has increased by 5.2% in the last ten years, yet in 2019, the average representation number globally remains only 24.2%.²²¹ Correspondingly, women are still underrepresented in rule of law institutions and in transitional justice and peace processes.²²² In all major peace processes between 1990 and 2017, women accounted for only 2% of mediators and 8% of negotiators.²²³ However, the UN Entity for Gender Equality and the Empowerment of Women (UN-Women) highlights that “women’s meaningful participation in peace processes increases the likelihood that an agreement will last longer than 15 years by as much as 35 per cent.”²²⁴ In peacekeeping operations, the number of women within troop contingents was only 3.9% in 2018, and less than 1% were in senior positions.²²⁵ Similarly, less than 10% of the military

²⁰⁹ Security Council Report, *Women, Peace and Security*, 2019; UN Security Council, *Women and Peace and Security (S/RES/1325 (2000))*, 2000.

²¹⁰ UN Security Council, *Women and Peace and Security (S/RES/1325 (2000))*, 2000; United States Institute for Peace, *What is UNSCR 1325? An Explanation of the Landmark Resolution on Women, Peace and Security*.

²¹¹ Rehn & Sirleaf, *Women, War and Peace: The Independent Experts’ Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building*, 2002, p. 10.

²¹² SRSG-SVC, *Our Mandate*.

²¹³ Rajivan & Senarathne, *Women in Armed Conflicts: Inclusion and Exclusion*, 2011, p. 2; OSCE, *Enhancing Gender-Responsive Mediation*, 2013, p. 13.

²¹⁴ Rehn & Sirleaf, *Women, War and Peace: The Independent Experts’ Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building*, 2002, p. 1.

²¹⁵ Jayakumar, *Conflict & Women – 10 Facts about Conflict & Its Impact on Women*, *TransConflict*, 2016; WHO, *Violence against Women in Situations of Armed Conflict and Displacement*, 1997, p. 1.

²¹⁶ UN-Women, *Facts and Figures: Peace and Security*, 2018.

²¹⁷ *Ibid.*

²¹⁸ *Ibid.*

²¹⁹ UN ECOSOC, *Special Edition: Progress Towards the Sustainable Development Goals (E/2019/68)*, 2019, p. 21.

²²⁰ UN-Women, *Facts and Figures: Peace and Security*, 2018.

²²¹ UN ECOSOC, *Special Edition: Progress Towards the Sustainable Development Goals (E/2019/68)*, 2019, p. 12.

²²² UN-Women, *Facts and Figures: Peace and security*, 2018.

²²³ *Ibid.*

²²⁴ *Ibid.*

²²⁵ UN DPO, *Uniformed Gender Parity Strategy 2018-2028*, p. 4.

members working for the Office of Military Affairs (OMA), which provides military expertise to UN peacekeeping missions, was female.²²⁶ As a consequence, while it is important to further recognize the vulnerability of women in conflict, it is even more crucial to strengthen their role as “agents of change” for peace and security.²²⁷ The background guide will therefore focus both on the problem of CRSV and the participation of women in peace processes and missions. It will first discuss in more detail some of the challenges facing the WPS agenda. To this end, foundational international and regional frameworks together with the most important actors for the WPS agenda will be presented.

International and Regional Framework

In 1974, the UN General Assembly adopted the *Declaration on the Protection of Women and Children in Emergency and Armed Conflict*, which highlights that girls and women are considerably vulnerable in conflict situations.²²⁸ Five years later, in 1979, the UN General Assembly also adopted the *Convention on the Elimination of All Forms of Discrimination against Women*.²²⁹ In 30 articles, the convention addresses fundamental issues such as non-discrimination; women’s political, economic, and social rights; and women’s right to equality.²³⁰ In order to measure the progress of Member States in implementing and ensuring these rights, the convention established the Committee on the Elimination of Discrimination against Women (CEDAW).²³¹ In 2013, the committee decided to adopt the *General Recommendation No. 30 on Women in Conflict Prevention, Conflict and Post-conflict Situations*, which provides guidance to States parties on how to implement all obligations from the 1979 convention.²³² Moreover, the 1995 *Beijing Declaration and Platform for Action*, the outcome document of the Fourth World Conference on Women, identifies twelve strategic objectives addressing, among others, violence against women and women in conflicts and in decision-making processes, and recommends actions to reach each of them.²³³

In 2000, the Security Council adopted landmark resolution 1325 on “Women and Peace and Security,” which recognizes that increased protection and participation of women and girls in armed conflicts can contribute to peace and security.²³⁴ The four pillars of the resolution – participation, protection, prevention, and relief and recovery – address the roles women have and should have in conflict prevention and resolution, peacekeeping, and peacemaking.²³⁵ Security Council resolution 1889 (2009) also on the topic of “Women and Peace and Security” set the first step for the creation of indicators to monitor the implementation of resolution 1325.²³⁶ As demanded in the resolution, the UN Secretary-General developed a set of 26 indicators to track the implementation.²³⁷ The indicators cover a wide range of activities relevant for the WPS agenda, for example the number of incidents of violence against women in conflict areas or the number of women involved in prevention or conflict resolution efforts.²³⁸ Ten years after the adoption of this landmark resolution, the Secretary-General published a report (S/2010/498) to

²²⁶ Ibid.

²²⁷ Ruane et al., *Security Council Scorecard on Women, Peace and Security: Lessons Learned from 2010-2016*, 2017, p. 5.

²²⁸ UN General Assembly, *Declaration on the Protection of Women and Children in Emergency and Armed Conflict (A/RES/3318 (XXIX))*, 1974.

²²⁹ UN General Assembly, *Convention on the Elimination of All Forms of Discrimination against Women (A/RES/34/180)*, 1979.

²³⁰ Ibid.

²³¹ Ibid.

²³² CEDAW, *General Recommendation No. 30 on Women in Conflict Prevention, Conflict and Post-conflict Situations (CEDAW/C/GC/30)*, 2013.

²³³ UN Fourth World Conference on Women, *Beijing Declaration and Platform for Action*, 1995.

²³⁴ UN Security Council, *Women and Peace and Security (S/RES/1325 (2000))*, 2000.

²³⁵ United States Institute for Peace, *What is UNSCR 1325? An Explanation of the Landmark Resolution on Women, Peace and Security*.

²³⁶ UN Security Council, *Women and Peace and Security (S/RES/1889 (2009))*, 2009.

²³⁷ UN Security Council, *Report of the Secretary-General on Women and Peace and Security (S/2010/173)*, 2010, p. 1.

²³⁸ Ibid., pp. 4-9.

provide an overview of the implementation progress on resolution 1325.²³⁹ The report analyzed the activities undertaken by the Security Council, Member States, civil society, and the UN system as a whole and revised and simplified the indicators to measure the progress.²⁴⁰ In 2015, a High-Level Independent Panel on Peace Operations (HIPPO) gathered to review the implementation of resolution 1325.²⁴¹ The review issued by HIPPO identified challenges and priority areas for action, but also highlighted successes achieved in the implementation process, such as the adoption of the *Rome Statute of the International Criminal Court* in 2002, which provides a summary list of crimes against women, and the increased reference to women in peace agreements and Security Council resolutions.²⁴² At the same time, the report pointed to the lack of women involved in peace negotiations, the lack of national prosecutions, and the lack of funding for the WPS agenda.²⁴³

In addition to the HIPPO report, in 2015, the UN General Assembly adopted the *2030 Agenda for Sustainable Development*.²⁴⁴ Sustainable Development Goal (SDG) 5 (gender equality), plays a crucial role for each of the remaining 16 SDGs.²⁴⁵ It aims to safeguard the existence or creation of legal frameworks for non-discrimination; eliminate violence against women and girls, child marriage, and genital mutilation; and ensure women's participation in leadership positions and at all levels of policy and decision making.²⁴⁶ Another essential goal for the WPS agenda is SDG 16 (peace, justice and strong institutions), as it promotes peaceful and inclusive societies and aims to reduce physical, psychological, and sexual violence.²⁴⁷

On the regional level, the Department of Peace and Security of the African Union (AU) Commission has provided the *2016-2020 African Peace and Security Architecture Roadmap* of 2015, where gender mainstreaming is one of the main priorities, and established the Gender, Peace, and Security Programme (2015-2020) that guides the implementation of resolution 1325.²⁴⁸ Most recently, the Continental Results Framework (CRF) was adopted, which suggests 28 indicators to track the progress of AU Member States on the implementation of the WPS agenda in Africa.²⁴⁹ While the European Union (EU) has already decided to implement the *Gender Action Plan 2016-2020* (GAP II2) to promote gender equality, in 2018, the *EU Strategic Approach to Women, Peace and Security* was adopted with the explicit purpose of implementing resolution 1325.²⁵⁰ The approach calls for the implementation of both EU internal measures, such as the ones aiming to increase the role of women in decision-making, monitoring, and evaluation processes, and external measures through enhanced efforts to support the implementation of the WPS agenda in non-EU countries.²⁵¹

Role of the International System

Since the adoption of resolution 1325, the UN Security Council has adopted numerous resolutions on "Women, Peace and Security," namely 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106

²³⁹ Ibid., p. 2.

²⁴⁰ Ibid., pp. 2-6; 28.

²⁴¹ UN-Women, *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council Resolution 1325*, 2015, p. 13.

²⁴² Ibid., p. 14.

²⁴³ Ibid., pp. 14-15.

²⁴⁴ UN General Assembly, *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.

²⁴⁵ UN-Women, *Women and the Sustainable Development Goals (SDGs)*.

²⁴⁶ UN General Assembly, *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.

²⁴⁷ Ibid.

²⁴⁸ African Union Commission, *Implementation of the Women, Peace, and Security Agenda in Africa*, 2016, p. 7.

²⁴⁹ African Union Commission, *Continental Results Framework (CRF): Monitoring and Reporting on the Implementation of the Women, Peace and Security Agenda in Africa (2018 - 2028)*, 2019, pp. 3-4.

²⁵⁰ Council of the European Union, *Women, Peace and Security - Council Conclusions (14943/18)*, 2018, pp. 6-10.

²⁵¹ Ibid., pp. 15-16.

(2013), 2242 (2015), and 2467 (2019).²⁵² In resolution 1888, the Council decided to establish the tasks of the Special Representative of the Secretary-General (SRSG) on Sexual Violence in Conflict (SVC).²⁵³ The SRSG-SVC monitors SVC against women, acts as the spokesperson on SVC, and presides the UN Action Against Sexual Violence in Conflict network consisting of 13 UN entities.²⁵⁴ Additionally, the UN Team of Experts on the Rule of Law and Sexual Violence in Conflict reports to the SRSG-SVC and provides support for Member States institutions to ensure accountability of SVC perpetrators.²⁵⁵ Moreover, in 2016, the Security Council Informal Experts Group on Women, Peace and Security (IEG) was established as the first working group of the Council on WPS.²⁵⁶ It provides a platform for transparent knowledge exchange between UN entities and Member States regarding WPS and thus enables better coordination between them.²⁵⁷ Another initiative in place is The Friends of 1325, an ad hoc group formed by UN Member States actively advocating for the implementation of resolution 1325.²⁵⁸

In addition to the Security Council, the General Assembly and the Secretary-General, other UN bodies also play a crucial role in pursuing the WPS agenda.²⁵⁹ UN-Women, the lead actor in the field of gender equality and women empowerment, gathers information, publishes data, documents best practices, and enables knowledge exchange on the participation of women in peace processes.²⁶⁰ For Member States, UN-Women provides support regarding capacity building and practice-oriented approaches to implement the WPS agenda.²⁶¹ The Inter-Agency Network on Women and Gender Equality (IANWGE), which is chaired by UN-Women, gathers all UN entities that work on gender equality and facilitates coordination among them.²⁶² CEDAW is responsible for measuring the progress of the *Convention on the Elimination of All Forms of Discrimination against Women*.²⁶³ It reviews reports submitted by Member States and recommends further actions on how to fully implement the convention globally.²⁶⁴ The UN Secretariat, concretely the Department of Peace Operations (DPO, former DPKO) and the Department of Field Support (DFS) are essential to ensure and promote gender equality in UN peacekeeping missions.²⁶⁵ One example illustrating the work of the DPO is the rule adopted in 2018 establishing that troop and police contributing countries (TPCCs) have to deploy at least 15% women as part of their staff officers.²⁶⁶

The success of the implementation of the WPS agenda depends largely on Member States and regional organizations.²⁶⁷ Resolution 1325 encourages Member States to develop National Action Plans (NAPs), which contain the domestic and foreign policy steps Member States plan to meet the obligations of the

²⁵² UN Security Council, *Women and Peace and Security (S/RES/1820 (2008))*, 2008; UN Security Council, *Women and Peace and Security (S/RES/1888 (2009))*, 2009; UN Security Council, *Women and Peace and Security (S/RES/1889 (2009))*, 2009; UN Security Council, *Women and Peace and Security (S/RES/1960 (2010))*, 2010; UN Security Council, *Women Peace and Security (S/RES/2106 (2013))*, 2013; UN Security Council, *Women and Peace and Security (S/RES/2242 (2015))*, 2015; UN Security Council, *Women and Peace and Security: Sexual Violence in Conflict (S/RES/2467 (2019))*, 2019.

²⁵³ UN Security Council, *Women and Peace and Security (S/RES/1888 (2009))*, 2009.

²⁵⁴ OSRSG-SVC, *About the Office*; OSRSG-SVC, *UN Action Against Sexual Violence in Conflict*.

²⁵⁵ UN Team of Experts on the Rule of Law and Sexual Violence in Conflict, *About the Team of Experts*, 2019, p. 1.

²⁵⁶ PeaceWomen, *The 2242 Informal Expert Group on WPS*.

²⁵⁷ UN Security Council, *Guidelines for the Informal Expert Group on Women and Peace and Security (S/2016/1106)*, 2016, p. 3.

²⁵⁸ PeaceWomen, *The Group of Friends of 1325*.

²⁵⁹ UN OHCHR, *Committee on the Elimination of Discrimination against Women*, 2019; UN Peacekeeping, *Promoting Women, Peace and Security*.

²⁶⁰ UN-Women, *Peace and Security*.

²⁶¹ Ibid.

²⁶² PeaceWomen, *United Nations Obligations on Women, Peace and Security*.

²⁶³ UN General Assembly, *Convention on the Elimination of All Forms of Discrimination against Women (A/RES/34/180)*, 1979.

²⁶⁴ UN OHCHR, *Committee on the Elimination of Discrimination against Women*, 2019.

²⁶⁵ UN Peacekeeping, *Promoting Women, Peace and Security*.

²⁶⁶ Ghittoni et al., *Elsie Initiative for Women in Peace Operations*, 2018, p. 6.

²⁶⁷ PeaceWomen, *Member States*.

WPS agenda.²⁶⁸ In other words, NAPs serve as a tool to ensure the implementation of the international framework on the national level.²⁶⁹ The status of implementation and content differ between Member States.²⁷⁰ While most NAPs contain sections on gender mainstreaming or education on WPS, only some NAP address peacekeeping, disarmament, or a security sector reform, and only a fraction of them include a mandatory annual review of the implementation status.²⁷¹ In addition to NAPs, regional organizations, including the EU, the AU and the North Atlantic Treaty Organization (NATO), adopted in total 11 Regional Action Plans (RAPs).²⁷² These include measures such as the establishment of an AU Special Envoy on Women, Peace and Security or the creation of an EU informal task force for WPS best-practice sharing.²⁷³

To fully implement resolution 1325, civil society organizations (CSOs) and non-governmental organizations (NGOs) are crucial too.²⁷⁴ The supraregional Women, Peace and Security Focal Points Network coordinates WPS implementation efforts between Member States and CSOs as well as local organizations with a focus on WPS; provides a platform for knowledge exchange and best-practice sharing, and promotes partnerships on WPS issues.²⁷⁵ The NGO Working Group on Women, Peace and Security consists of 18 international NGOs, which address WPS agenda issues.²⁷⁶ This working group provides the Security Council with insights of the civil society regarding the WPS implementation and participates on a regular basis in Security Council WPS sessions.²⁷⁷ The Global Network of Women Peacebuilders (GNWP) combines women's groups and other CSOs to provide Member States with technical support for the development of NAPs.²⁷⁸ It particularly aims to raise awareness and give local women a stronger voice at international conferences and forums.²⁷⁹

Protection of Women against Sexual and Gender-Based Violence in Conflict Situations

CRSV is defined as “rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilization, forced marriage, and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys that is directly or indirectly linked to a conflict.”²⁸⁰ To effectively address CRSV, it is crucial to prevent violence against women in the first place and also to make perpetrators accountable for their crimes.²⁸¹ In many countries, weak justice system and non-existing political will to prosecute the perpetrators pose a big challenge to stopping the occurrence of CRSV worldwide.²⁸² Already resolution 1325 highlighted the responsibility of Member States in this regard.²⁸³ Subsequently, the Security Council made the promise in resolution 1888 (2009) to support governments with implementing legislative and security sector reforms, improving the state of criminal investigation and prosecution, and achieving more effective protection of victims and witnesses and established the Team

²⁶⁸ Women's International League for Peace and Freedom, *National Action Plans: Localising Implementation of UNSCR 1325*, 2018.

²⁶⁹ Women's International League for Peace and Freedom, *National Action Plans: Localising Implementation of UNSCR 1325*, 2018.

²⁷⁰ PeaceWomen, *National Reviews*.

²⁷¹ PeaceWomen, *Call to Action on 2019-2020 Commitments*; PeaceWomen, *National Reviews*.

²⁷² PeaceWomen, *Member States*.

²⁷³ African Union Commission, *Continental Result Framework (CRF): Monitoring and Reporting Tool on the Implementation of the Woman Peace and Security Agenda in Africa (2018-2028)*, 2019, p. 6; European Peacebuilding Liaison Office, *UNSCR 1325 and Gender Mainstreaming in the EU*.

²⁷⁴ PeaceWomen, *Civil Society*.

²⁷⁵ PeaceWomen, *The WPS National Focal Points Network*.

²⁷⁶ NGO Working Group on Women, Peace and Security, *About*.

²⁷⁷ *Ibid.*

²⁷⁸ Global Network of Women Peacebuilders, *Strategic Plan 2018-2022: Amplifying Women's Voices Towards Sustainable and Inclusive Peace*, 2017, pp. 2-4.

²⁷⁹ *Ibid.*

²⁸⁰ UN Security Council, *Report of the Secretary-General on Conflict-Related Sexual Violence (S/2017/249)*, 2017, p. 1.

²⁸¹ *Ibid.*, p. 2.

²⁸² UN Peacekeeping, *Conflict-related Sexual Violence*.

²⁸³ UN Security Council, *Women and Peace and Security (S/RES/1325 (2000))*, 2000.

of Experts on the Rule of Law and Sexual Violence in Conflict to this end.²⁸⁴ It also adopted resolution 1960 (2010), which underlined the responsibility of conflict actors to make specific commitments to combat CRSV.²⁸⁵ On a more operational level, the deployment of women protection advisors has led to improved monitoring, data gathering, and access to information, which has proven helpful in tracking the progress of the implementation of resolution 1325.²⁸⁶ Nevertheless, the verification of incidents still remains a challenge, often due to the existence of social stigma against victims of CRSV.²⁸⁷ In a similar manner, cultural norms and discrimination against victims of CRSV in their own communities lead to a high number of unreported cases.²⁸⁸ Increased participation of women in CRSV monitoring and investigation, which so far remains low, can therefore be a force for positive change, as both men and women are more willing to report sexual violence to women.²⁸⁹

Participation of Women in Building and Sustaining Peace

Role of Women in Peace Processes

Women represent only 3.3% of the troops deployed by the top 22 peace mission contributing countries and less than 10% of female staff officers and police.²⁹⁰ This demonstrates the problem of the lack of women participation in peace missions.²⁹¹ However, studies have shown that women can play a crucial role in peace processes, and there are many reasons to increase their presence.²⁹² Participation of women strengthens the acceptance of the local population and thus the legitimacy of peace missions, as female forces are usually better at addressing the needs of affected women.²⁹³ Women bring additional mediation skills to the negotiation table and are well equipped to identify the gender dimensions of conflict issues.²⁹⁴ However, there are various barriers to the participation of women in peace processes.²⁹⁵ There is still a prevalence of deep-seated culture of male dominance, which threatens to remain embedded in political systems and institutional structures for decades.²⁹⁶ Additionally, due to distorted cultural perceptions and gender stereotypes, some men still believe women lack skills, knowledge, and experience necessary for high-level mediator and leadership roles.²⁹⁷ Women also often have roles and responsibilities within the family that may not only hinder their participation in mediation and peace processes, but also increase their economic vulnerability and physical safety during conflicts.²⁹⁸

Barriers to the Deployment of Women in Peace Operations

To overcome the alarmingly low numbers of women in peace operations, Security Council resolution 2242 (2015) calls to double the number of women in peacekeeping operations by 2020 and to undertake a review of recruitment and deployment barriers.²⁹⁹ Additionally, the DPO *Uniformed Gender Parity Strategy* from 2018 calls to increase the percentage of women contracted in the OMA to 25% and to

²⁸⁴ UN Security Council, *Women and Peace and Security (S/RES/1888 (2009))*, 2009.

²⁸⁵ UN Security Council, *Women and Peace and Security (S/RES/1960 (2010))*, 2010.

²⁸⁶ UN Security Council, *Report of the Secretary-General on Conflict-Related Sexual Violence (S/2017/249)*, 2017, p. 2; UN Security Council, *Women and Peace and Security (S/RES/1960 (2010))*, 2010.

²⁸⁷ UN Peacekeeping, *Conflict-related Sexual Violence*.

²⁸⁸ *Ibid.*

²⁸⁹ Ghittoni et al., *Elsie Initiative for Women in Peace Operations*, 2018, pp. 15-16.

²⁹⁰ *Ibid.*, p. 8.

²⁹¹ *Ibid.*

²⁹² *Ibid.*, p. 15.

²⁹³ *Ibid.*, pp. 15-16; UN DGC, *Hailed as 'Role Models,' All-female Indian Police Unit Departs UN Mission in Liberia*, 2016.

²⁹⁴ OSCE, *Enhancing Gender-Responsive Mediation*, 2013, pp. 13-15.

²⁹⁵ Cook, *Women in Mediation: Promoting Participation*, 2018, pp. 3-4.

²⁹⁶ *Ibid.*

²⁹⁷ *Ibid.*

²⁹⁸ *Ibid.*

²⁹⁹ UN DPO, *Uniformed Gender Parity Strategy 2018-2028*, p. 4; UN Security Council, *Women and Peace and Security (S/RES/2242 (2015))*, 2015.

reach a goal of 15% of women in contingent troops by 2028.³⁰⁰ There are, however, still significant barriers to the deployment of women in peace operations, which are hindering such efforts.³⁰¹ A 2018 study by the Geneva Centre for the Democratic Control of Armed Forces identified a set of the most common barriers, which include “(1) equal access to opportunities, (2) deployment criteria, (3) the working environment, (4) family constraints, (5) equal treatment during deployment, and (6) career-advancement opportunities.”³⁰² Interestingly, the common problem is not only deployment but also the availability of female forces in Member States.³⁰³ The UN can only deploy female staff based on pledges and nominations from Member States.³⁰⁴ Consequently, besides the necessity to decrease deployment barriers, it is equally important to increase the actual number of women available for such missions.³⁰⁵ To this end, the assistance and assessment team of the UN Police Division launched the “Global Effort initiative” for female police officers which implemented a Gender Toolkit with e-learning courses and a curriculum to provide best practices for mainstreaming gender into its mission activities.³⁰⁶ In 2007, the UN deployed the first all-female Formed Police Unit (FPU) from India, which served with the United Nations Mission in Liberia (UNMIL).³⁰⁷ The female police officers had tasks such as patrols, capacity building of security institutions, and the maintenance of public order.³⁰⁸ As a result, the percentage of women in Liberia involved with the security sector increased from 6% in 1998 to 17% in 2016.³⁰⁹ Similarly, all-female FPUs from Bangladesh were deployed in Haiti and the Democratic Republic of the Congo, achieving similarly positive results.³¹⁰

Selected Challenges for the Women, Peace, and Security Agenda

Funding

One major impediment to a full implementation of resolution 1325 is the lack of funding.³¹¹ While there are policy commitments to support gender equality and the empowerment of women, financial resources are often not provided to implement these pledges.³¹² One problem is that, for fragile states, most bilateral aid in support of gender equality, including the Official Development Assistance (ODA), does not focus on peace and security issues but primarily on social sectors, such as health or education.³¹³ For UN entities, it is also often difficult to track resources for gender-focused interventions and, according to the *UN System-Wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP) (2006)*, progress is still limited in this regard due to the lack of systems allowing for transparent and accountable allocation of funding.³¹⁴ Additionally, actors in the field of WPS often receive only short-term funding and spend too much time and resources on raising additional funds.³¹⁵ To overcome the inadequate funding, the WPS Financing Discussion Group (FDG) was established in 2014, which created a pooled funding mechanism called the Global Acceleration Instrument (GAI) on Women, Peace and Security and Humanitarian Action.³¹⁶ The GAI aims to overcome funding gaps, provide coherence and coordination,

³⁰⁰ UN DGC, *Deployment of Female Personnel Boosts Effectiveness, Says Secretary-General, as Security Council Holds Open Debate on Women in Peacekeeping (SC/13773)*, 2019; UN DPO, *Uniformed Gender Parity Strategy 2018-2028*, p. 4.

³⁰¹ Ghittoni et al., *Elsie Initiative for Women in Peace Operations*, 2018, p. 47.

³⁰² *Ibid.*

³⁰³ Smit & Tidblad-Lundholm, *Trends in Women's Participation in UN, EU and OSCE Peace Operations*, 2018, p. 10.

³⁰⁴ *Ibid.*, p. 15.

³⁰⁵ *Ibid.*, p. 10.

³⁰⁶ UN Police, *Recruiting More Police Women*; UN Police, *UN Police Gender Initiatives*.

³⁰⁷ UN DGC, *Hailed as 'Role Models,' All-female Indian Police Unit Departs UN Mission in Liberia*, 2016.

³⁰⁸ *Ibid.*

³⁰⁹ *Ibid.*

³¹⁰ UN Police, *Recruiting More Police Women*.

³¹¹ UN-Women, *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council Resolution 1325*, 2015, p. 372.

³¹² *Ibid.*

³¹³ *Ibid.*, p. 374.

³¹⁴ *Ibid.*, pp. 379-386.

³¹⁵ UN-Women, *Financing of the Women, Peace and Security Agenda*, 2015.

³¹⁶ UN-Women, *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council Resolution 1325*, 2015, p. 385.

and combine development, humanitarian, peace, and security financing for WPS-related activities.³¹⁷ The Women's Peace and Humanitarian Fund (WPHF), which aims to improve the WPS agenda and follows the recommendations from the 2015 HIPPO review, functions as an additional financing instrument.³¹⁸ Half of the funds received from governments, the private sector, foundations, and individuals is allocated to CSOs.³¹⁹ The WPHF supported, among others, projects in Burundi and Iraq.³²⁰ In Burundi, a network of 516 women mediators received support for economic recovery and conflict prevention projects.³²¹ In total, they were able to organize 6,930 dialogue sessions and address 21,800 micro-level conflicts.³²²

Implementation of UNSCR 1325 National Action Plans

In August 2019, a total of 81 Member States had NAPs, and nine additional Member States pledged to develop NAPs at the High-Level WPS Commitments event in April 2019.³²³ However, only about one third of the NAPs contains an allocated budget.³²⁴ NAPs are important to coordinate the work among different ministries and governmental bodies to avoid duplication of activities and increase efficiency.³²⁵ More importantly, NAPs ensure accountability and monitoring of relevant efforts to implement resolution 1325.³²⁶ One reason behind the low number of NAPs is the belief that they are only necessary for conflict-affected countries or post-conflict societies.³²⁷ In addition to missing awareness, the lack of political commitment makes the adoption and implementation of NAPs more difficult.³²⁸ There is often the assumption that the WPS agenda is focused solely on gender equality and improvement of women's rights, instead of security.³²⁹ This assumption can lead to the exclusion of men, which in turn can result in less understanding and acceptance of the WPS agenda and negatively impact the adoption of NAPs.³³⁰ While there is some progress in adopting NAPs, the implementation remains a challenge.³³¹ Some Member States decided opted for including selected elements of the WPS agenda in their national strategies instead of developing full NAPs.³³² However and according to a study carried out by the Organization for Security and Co-operation in Europe (OSCE), to fully implement the WPS agenda, NAPs remain a crucial instrument, as they address all elements, enable accountability, and ensure monitoring.³³³

Conclusion

The 20th anniversary of resolution 1325, which will be celebrated next year, brings additional attention to the WPS agenda.³³⁴ In nearly twenty years, a considerable amount of WPS-related activities have got underway, and the topic remains a top priority for the Security Council and the UN Member States.³³⁵

³¹⁷ PeaceWomen, *The Global Acceleration Instrument for Women, Peace & Security and Humanitarian Action*, 2016, p. 2.

³¹⁸ UNDP, *Women's Peace & Humanitarian Fund; Women's Peace and Humanitarian Fund, Annual Report January – December 2018*, 2018, p. 5-7.

³¹⁹ *Ibid.*, p. 7; Women's Peace and Humanitarian Fund, *Our Donors*.

³²⁰ Women's Peace and Humanitarian Fund, *Annual Report January – December 2018*, 2018, p. 13.

³²¹ *Ibid.*

³²² *Ibid.*

³²³ PeaceWomen, *Member States*.

³²⁴ *Ibid.*

³²⁵ OSCE, *OSCE Study on National Action Plans on the Implementation of the United Nations Security Council Resolution 1325*, 2014, p. 28.

³²⁶ *Ibid.*

³²⁷ Fellin, *The Women, Peace and Security Agenda: Challenges and Opportunities for the OSCE Mediterranean Partners for Co-operation*, 2018, p. 30.

³²⁸ *Ibid.*

³²⁹ *Ibid.*, p. 31.

³³⁰ *Ibid.*

³³¹ PeaceWomen, *Member States*.

³³² OSCE, *OSCE Study on National Action Plans on the Implementation of the United Nations Security Council Resolution 1325*, 2014, p. 29.

³³³ *Ibid.*, pp. 25-29.

³³⁴ UN-Women, *Women, Peace and Security Experts Look Ahead to 2020*, 2019.

³³⁵ UN2020, *Timeline to 2020: UNSCR 1325 & the Women, Peace and Security Agenda*.

However, despite Member States working closely with UN entities, CSOs, NGOs, and regional organizations, the resolution still lacks full implementation.³³⁶ This raises the question on how to achieve its implementation, increased monitoring, and ensure accountability, as emphasized in Security Council resolution 1889.³³⁷ Finally, the international community cannot benefit from the advantages that all genders bring to peace processes if women are not fully included.³³⁸ Neither the percentage of women in negotiation and mediation efforts nor their presence in peacekeeping missions have proved to be sufficient at the moment.³³⁹ Therefore, the Security Council, together with its international, regional, national, and local partners, needs to take further action to ensure the full implementation of resolution 1325 and the WPS agenda worldwide.

Further Research

The difficulty to address this topic lies in the great attention paid to the WPS agenda, which has already led to numerous measures, ideas, and proposals over the last 20 years. Consequently, the topic requires detailed research to identify and overcome the remaining gaps. Delegates should be aware of the existing instruments and debates to be able to develop solutions and are advised to consider the following questions in their further research: Which measures does the international community need to agree on and implement in order to better report crimes, prosecute offenders, and protect women in conflicts? How can sufficient funding for gender equality and the implementation of resolution 1325 be ensured? How can barriers to the recruitment and deployment of women in peacekeeping missions be further removed? How can the political participation of women be strengthened and extended to peace and conflict matters? What measures would strengthen the protection, relief, and recovery of girls and women in post-conflict societies?

Annotated Bibliography

Ghittoni, M., et al. (2018). *Elsie Initiative for Women in Peace Operations: Baseline Study*. The Geneva Centre for the Democratic Control of Armed Forces (DCAF). Retrieved 15 July 2019 from: https://www.dcaf.ch/sites/default/files/publications/documents/Elsie_Baseline_Report_2018.pdf

The study contains an overview of the history and the current status of women's participation in peacekeeping operations. It also provides reasons why women should play a more crucial role in such missions, such as their contribution to operational effectiveness or their equal right to serve. Finally, the study discusses barriers to increasing the deployment of women in peacekeeping missions. The document is recommended to all delegates who want to address the issue of women's participation in peacekeeping operations and identify the existing gaps during the conference.

Security Council Report. (2019). *Women, Peace and Security*. Retrieved 15 July 2019 from: <https://www.securitycouncilreport.org/women-peace-and-security/>

The website lists all events at the UN Security Council related to Women, Peace and Security (WPS). It provides the links and a short description of the most recent high-level open debates, informal working group meetings, and briefings. It helps delegates to better understand the progress the UN has made in the WPS area and simultaneously provides an overview of the status quo debates. This website ensures to be up to date with all ongoing developments and is therefore a good starting point for delegates to begin their research.

United Nations Entity for Gender Equality and the Empowerment of Women. (2015). *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations*

³³⁶ Smit & Tidblad-Lundholm, *Trends in Women's Participation in UN, EU and OSCE Peace Operations*, 2018, p. 27.

³³⁷ UN Security Council, *Women and Peace and Security (S/RES/1889 (2009))*, 2009.

³³⁸ Ghittoni et al., *Elsie Initiative for Women in Peace Operations*, 2018, pp. 1-68; OSCE, *Enhancing Gender-Responsive Mediation*, 2013, pp. 1-15.

³³⁹ Ghittoni et al., *Elsie Initiative for Women in Peace Operations*, 2018, p. 5; UN-Women, *Facts and Figures: Peace and Security*, 2018.

Security Council resolution 1325. Retrieved 15 July 2019 from:

https://wps.unwomen.org/pdf/en/GlobalStudy_EN_Web.pdf

The 2015 review of the implementation of resolution 1325 identifies gaps and challenges as well as emerging trends and priorities for action. The document contains a detailed list with technical recommendations for Member States and the UN system. They include all four pillars of resolution 1325, i.e. participation, protection, prevention, and relief and recovery. Fourteen chapters also provide the most detailed overview of the implementation of resolution 1325. The understanding of the implementation progress is essential for delegates to identify gaps and search for possible solutions. The review provides the perfect starting point for this matter.

United Nations Entity for Gender Equality and the Empowerment of Women. (2018). *Facts and Figures: Peace and Security*. Retrieved 15 July 2019 from: https://www.unwomen.org/en/what-we-do/peace-and-security/facts-and-figures#_Security_Council

The website provides facts and figures on the topic of Women, Peace, and Security (WPS). It includes for example statistics on women's participation in peace processes; their political participation; or financing for the WPS agenda. The numbers provide an excellent overview of existing gaps, such as in terms of funding, or of all regional WPS action plans. Delegates should find this source useful as they begin their research and are looking to get a first comprehensive overview of the topic.

United Nations, Security Council, 4213th Meeting. (2000). *Women and Peace and Security (S/RES/1325 (2000))*. Retrieved 15 July 2019 from: [http://undocs.org/S/RES/1325\(2000\)](http://undocs.org/S/RES/1325(2000))

This resolution was the first resolution adopted by the Security Council in 2000 on Women, Peace, and Security (WPS). The resolution lays out the four pillars to address the issue: participation, protection, prevention, and relief and recovery. More importantly, the resolution provides an important milestone in the fight for women's fundamental human rights and lays the foundation for the whole WPS debate. As such, the resolution still guides all actions undertaken by the UN system. It is the most important document that delegates should read to understand the topic at hand.

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III. Protection of Civilians in Armed Conflict

“Civilians continue to account for the vast majority of casualties and are targeted and victims of indiscriminate attacks and other violations and harm by parties to conflict. Twenty years on, the protection agenda is as relevant and pressing as ever.”³⁴⁰

Introduction

The United Nations (UN) Security Council often discusses thematic items that might not be specific to a conflict or a crisis situation.³⁴¹ Of these thematic issues, the Protection of Civilians (POC) was first brought into the limelight twenty years ago in 1999 when the Security Council adopted resolution 1265 on the “Protection of Civilians in Armed Conflict.”³⁴² This resolution, together with the “Report of the Secretary-General on the Protection of Civilians in Armed Conflict” (S/2019/373), set the groundwork for all subsequent resolutions that aimed at establishing parameters to protect civilians during armed conflict.³⁴³ Such protection entails treating civilians humanely at all times and protecting them against violence, threats, and insults regardless of sex, race, religion, or political opinion.³⁴⁴ It also includes maintaining respect for the people, their honor, their family rights, their religious convictions and practice, and their manners and customs.³⁴⁵ Rule 5 of customary International Humanitarian Law (IHL) defines civilians as persons who are not members of the armed forces.³⁴⁶ It follows that civilians also include journalists, medical staff, and UN and humanitarian personnel.³⁴⁷ IHL also defines three types of armed conflict, during which civilians are entitled to protection: international armed conflict (IAC), internationalized armed conflict, and non-international armed conflict (NIAC).³⁴⁸

In 2017, the UN reported 26,000 civilians dead or injured in only 6 conflict zones, namely Afghanistan, the Central African Republic, the Democratic Republic of Congo, Iraq, Somalia, and Yemen.³⁴⁹ The following year, the Action on Armed Violence recorded 32,110 deaths caused by explosives alone, 70% of which were civilians.³⁵⁰ These alarming numbers continue to show that it is crucial to provide protection for civilians during armed conflict.³⁵¹ To mitigate the growing numbers of civilian deaths each year, the Security Council adopted numerous POC resolutions focusing primarily on changing national policies or dispatching peacekeeping missions.³⁵² Recently, there has also been a growing focus on specific targeted groups of civilians, such as women, children, journalists, medical staff, and humanitarian personnel.³⁵³ The background guide will present the foundational documents on POC and the main actors

³⁴⁰ UN Security Council, *Report of the Secretary-General on the Protection of Civilians in Armed Conflict (S/2019/373)*, 2019.

³⁴¹ Security Council Report, *Thematic and General Issues*, 2019.

³⁴² UN Security Council, *Protection of Civilians in Armed Conflicts (S/RES/1265 (1999))*, 1999.

³⁴³ UN Security Council, *Report of the Secretary General to the Security Council on the Protection of Civilians in Armed Conflict (S/1999/957)*, 1999.

³⁴⁴ *Geneva Convention Relative to the Protection of Civilian Persons in Times of War (2nd part)*, 1949.

³⁴⁵ *Ibid.*

³⁴⁶ Diplomatic Conference on the Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts, *Protocol Additional to the Geneva Conventions of 12 August 1949, and Relating to the Protection of Victims of International Armed Conflicts (Protocol 1)*, 1977, Art. 50; ICRC, *Customary IHL: Rule 5. Definition of Civilians*.

³⁴⁷ Diplomatic Conference on the Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts, *Protocol Additional to the Geneva Conventions of 12 August 1949, and Relating to the Protection of Victims of International Armed Conflicts (Protocol 1)*, 1977, Art. 50.

³⁴⁸ *Geneva Convention Relative to the Protection of Civilian Persons in Times of War (2nd part)*, 1949.

³⁴⁹ UN Security Council, *Protection of Civilians in Armed Conflict – Report of the Secretary General (S/2018/462)*, 2018.

³⁵⁰ Action on Armed Violence, *Explosive Violence Monitor 2018*, 2018.

³⁵¹ UN DGC, *Speakers Urge Strict Compliance with Global Legal Protections, as Security Council Discusses Plight of Civilians Caught Up in Proxy Wars, Other Conflict Zones (SC/13348)*, 2018.

³⁵² Security Council Report, *UN Documents for Protection of Civilians: Security Council Resolutions*, 2019.

³⁵³ *Ibid.*

in the field, as well as elaborate on two subtopics with a focus on the protection of vulnerable groups in armed conflict and on linking peacekeeping missions with POC in war-torn societies.

International and Regional Framework

Although the *Charter of the United Nations* (1945) does not explicitly mention the protection of civilians in armed conflicts, Security Council resolution 1674 (2006) on “Protection of Civilians” notes that deliberate targeting of civilians and the violation of international humanitarian and human rights law in armed conflict constitutes a threat to international peace and security.³⁵⁴ This, in turn, implies that the deliberate targeting of civilians directly defies Article 1 of the UN Charter, which states that the purpose of the UN is to “maintain peace and security.”³⁵⁵ In more explicit terms, the *Fourth Geneva Convention Relative to the Protection of Civilian Persons in Time of War* (1949) establishes that civilians, or “protected persons,” are entitled to protection in all cases of conflict.³⁵⁶ The convention defines protected persons as “persons taking no active part in the hostilities, including members of armed forces who have laid down their arms and those placed hors de combat by sickness, wounds, detention, or any other cause,” who “shall in all circumstances be treated humanely, without any adverse distinction founded on race, color, religion or faith, sex, birth or wealth, or any other similar criteria.”³⁵⁷ Since the Geneva Convention has been passed into customary IHL in 1993 by the Security Council, all states, regardless of whether they are signatories to the Geneva Conventions, are bound by this provision during armed conflict.³⁵⁸

Although IHL does not define what armed conflict is, parties to the Geneva Convention have entrusted the International Committee of the Red Cross (ICRC) to “work for the understanding and dissemination of knowledge of international humanitarian law applicable in armed conflicts and to prepare any development thereof.”³⁵⁹ In this capacity, the ICRC developed a three-fold classification of armed conflicts.³⁶⁰ It defines international armed conflict (IAC) as a conflict between legal armed forces of at least two different states.³⁶¹ In this context, Article 2 of the Fourth Geneva Convention declares itself applicable to “all cases of declared war or of any armed conflict that may arise between two or more high contracting parties, even if the state of war is not recognized.”³⁶² This is used to highlight that the determination of the existence of armed conflict is not dependent on states recognizing the situation as a state of war.³⁶³ The second classification of armed conflict recognized as internationalized armed conflict occurs when two factions are in conflict internally (in one state) but are supported by different states.³⁶⁴ Non-international armed conflict (NIAC), the third type of recognized armed conflict, is one where at least one of the parties to the conflict is a non-governmental entity.³⁶⁵ To distinguish between internal tension and NIAC, hostilities must reach a minimum level of intensity for it to be classified as NIAC.³⁶⁶ This minimum level is met when hostilities are of a collective nature, or if the government is obliged to use military force instead of just police forces.³⁶⁷ Hostilities having a collective character are per definition those carried out not only by single groups, and where the insurgents exhibit an organized nature, have

³⁵⁴ UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/1674 (2006))*, 2006.

³⁵⁵ *Charter of the United Nations*, 1945.

³⁵⁶ *Geneva Convention Relative to the Protection of Civilian Persons in Times of War (2nd part)*, 1949.

³⁵⁷ *Ibid.*

³⁵⁸ UN Security Council, *Report of the Secretary-General on the Protection of Civilians (S/25274)*, 1993,

³⁵⁹ ICRC, *How is the Term “Armed Conflict” Defined in International Humanitarian Law?*, 2008, p. 1.

³⁶⁰ Chelimo, *Defining Armed Conflict in International Humanitarian Law*, 2011; ICRC, *How is the Term “Armed Conflict” Defined in International Humanitarian Law?*, 2008.

³⁶¹ Geneva Academy of International Humanitarian Law and Human Rights, *International Armed Conflict*, 2017; ICRC, *How is the Term “Armed Conflict” Defined in International Humanitarian Law?*, 2008.

³⁶² *Geneva Convention Relative to the Protection of Civilians*, 1949.

³⁶³ *Ibid.*

³⁶⁴ ICRC, *How is the Term “Armed Conflict” Defined in International Humanitarian Law?*, 2008.

³⁶⁵ *Ibid.*

³⁶⁶ *Ibid.*

³⁶⁷ *Ibid.*

the ability to sustain combat, and have responsible command capable of meeting basic humanitarian requirements.³⁶⁸

Although the exact definition of POC remains vague, it has been established by Common Article 3 of the Geneva Conventions that the treatment and protection of civilians entails abstaining from violence to life and person, in particular murder of all kinds; mutilation; cruel treatment and torture; taking of hostages; outrages upon personal dignity, in particular humiliating and degrading treatment; the passing of sentences; and the carrying out of executions without previous judgment pronounced by a regularly constituted court.³⁶⁹ Within the protection framework, special attention is granted to vulnerable groups of civilian populations.³⁷⁰ The *Declaration on the Protection of Women and Children in Emergency and Armed Conflict* (1974) explicitly states that women and children are the most vulnerable groups in armed conflict.³⁷¹ This declaration strongly condemns violence targeted against women or children in armed conflict and calls on states to abide by international law.³⁷²

In 1977, two additional protocols were added to the Fourth Geneva Convention to further guarantee the protection of civilian populations in both international and non-international armed conflicts.³⁷³ While these protocols are non-binding, the majority of states have ratified them.³⁷⁴ Article 51(5)(b) of Protocol I specifically defines the principle of proportionality, which prohibits attacks that may incidentally cause injury to or loss of civilian life or create damage to civilian objects that would be excessive in comparison to the direct military advantage anticipated.³⁷⁵

Amidst the many resolutions the Security Council adopted over the years on POC, resolution 1674 of 2006 is regarded as particularly groundbreaking, since it demanded states abide by the *Hague Conventions* of 1899 and 1907 governing the rule of war.³⁷⁶ Resolution 1674 also reaffirmed the *2005 World Summit Outcome Document* on the states' responsibility to protect their populations from genocide, ethnic cleansing, and other war crimes and crimes against humanity.³⁷⁷ As opposed to POC, the Responsibility to Protect (R2P) principle, which was officially endorsed by the General Assembly in the 2005 outcome document, is not limited to situations of armed conflict but stresses that the responsibility to protect civilians from aforementioned crimes falls to Member States.³⁷⁸ The 2005 endorsement and the introduction of R2P was a reaction to a series of serious human rights violations that were committed against the civilians in Rwanda and Srebrenica in the 1990s.³⁷⁹ In case of Rwanda, the Organization of African Unity (OAU) took no action at that time, despite having an existing *African Charter on Human and People's Rights* (1981) at their disposal.³⁸⁰ Since then, the African Union (AU), which succeeded the OAU, has adopted the Charter into the African Court of Justice and developed *Draft Guidelines for the Protection of Civilians in African Union Peace Support Operations* (2012), which provide a multi-tiered

³⁶⁸ Chelimo, *Defining Armed Conflict in International Humanitarian Law*, 2011; ICRC, *How is the Term "Armed Conflict" Defined in International Humanitarian Law?*, 2008.

³⁶⁹ *Geneva Convention Relative to the Protection of Civilian Persons in Times of War (2nd part)*, 1949.

³⁷⁰ *Ibid.*

³⁷¹ UN General Assembly, *Declaration on the Protection of Women and Children in Emergency and Armed Conflict (A/RES/3318 (XXIX))*, 1974.

³⁷² *Ibid.*

³⁷³ Diplomatic Conference on the Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts, *Protocol Additional to the Geneva Conventions of 12 August 1949, and Relating to the Protection of Victims of International Armed Conflicts (Protocol 1)*, 1977.

³⁷⁴ *Ibid.*

³⁷⁵ *Ibid.*, Art. 51; ICRC, *Customary IHL: Rule 14. Proportionality in Attack*.

³⁷⁶ UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/1674 (2006))*, 2006.

³⁷⁷ UN General Assembly, *2005 World Summit Outcome (A/RES/60/1)*, 2005; UN Security Council, *Protection of Civilians (S/RES/1674 (2006))*, 2006.

³⁷⁸ International Commission on Intervention and State Sovereignty, *The Responsibility to Protect*, 2001; UN General Assembly, *2005 World Summit Outcome (A/RES/60/1)*, 2005.

³⁷⁹ International Commission on Intervention and State Sovereignty, *The Responsibility to Protect*, 2001.

³⁸⁰ African Union, *Draft Guidelines for the Protection of Civilians in African Union Peace Support Operations*, 2010.

approach to protect civilians.³⁸¹ The guidelines recommend integrating POC into the political process to establish a protective, rights-based environment and taking four steps to physically protect civilians: prevent, pre-empt, respond, and consolidate activities relating to conflict.³⁸²

Role of the International System

The Security Council has passed a vast library of resolutions on POC, including, but not limited to, resolutions 1265 (1999) 2474 (2019), 2417 (2018), 2286 (2016), 2175 (2014), 1674 (2006), and 1296 (2000).³⁸³ In no hidden terms, Security Council resolution 1265 on “Protection of Civilians” explicitly condemns the deliberate targeting of civilians in armed conflict and calls for an end to such practices.³⁸⁴ All resolutions adopted stress the importance of abiding by IHL and the Geneva Conventions and condemn targeting civilians and the humanitarian personnel that attempt to alleviate suffering of civilian populations and save people’s lives in armed conflict.³⁸⁵ Through these protection-focused resolutions, the Security Council has made progress by strengthening peacekeeping missions’ mandate to protect civilians, imposing sanctions when protection failed, collecting evidence on transgressions in protection, and promoting states’ accountability.³⁸⁶ The Secretary-General also reiterated the Security Council’s mission to protect civilians in the annual open debate on POC in armed conflict in May 2019 and called for three approaches that he additionally highlighted in his report on POC.³⁸⁷ In concrete terms, he recommended adopting national policy frameworks on POC, enhancing compliance by non-state actors, and promoting compliance through advocacy and accountability of Member States.³⁸⁸ The report also highlighted the importance of the Working Group on Children and Armed Conflict (CAAC), established in 2005 through Security Council resolution 1612 (2005) on “Children and Armed Conflict.”³⁸⁹ The CAAC provides recommendations to the Security Council on possible measures to protect children in armed conflict, as requested in the 1974 *Declaration on the Protection of Women and Children in Emergency and Armed Conflict*.³⁹⁰

Other resolutions that the Security Council adopted on the protection of vulnerable groups among civilian populations are resolutions 2222 (2015) and 1738 (2006) on “Protection of Civilians in Armed Conflict,” which target journalists and associated media personnel in armed conflict, and 1502 (2003) on “Protection of United Nations Personnel, Associated Personnel and Humanitarian Personnel in Conflict

³⁸¹ Ibid.

³⁸² Ibid.

³⁸³ UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/1296 (2000))*, 2000; UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/1674 (2006))*, 2006; UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/2175 (2014))*, 2014; UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/2286 (2016))*, 2016; UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/2417 (2018))*, 2018; UN Security Council, *Protection of Civilians in Armed Conflict - Missing Persons in Armed Conflict (S/RES/2474 (2019))*, 2019.

³⁸⁴ UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/1265 (1999))*, 1999, p. 2.

³⁸⁵ UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/1265 (1999))*, 1999; UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/1296 (2000))*, 2000; UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/1674 (2006))*, 2006.

³⁸⁶ UN OCHA, *Five Ways the UN Security Council is Protecting Civilians in Armed Conflict*, 2019.

³⁸⁷ UN Security Council, *Report of the Secretary-General on the Protection of Civilians in Armed Conflict (S/2019/373)*, 2019.

³⁸⁸ Ibid.

³⁸⁹ UN Security Council, *Children and Armed Conflict (S/RES/1612 (2005))*, 2005; UN Security Council, *Report of the Secretary-General on the Protection of Civilians in Armed Conflict (S/2019/373)*, 2019.

³⁹⁰ UN General Assembly, *Declaration on the Protection of Women and Children in Emergency and Armed Conflict (A/RES/3318 (XXIX))*, 1974; UN Security Council, *Report of the Secretary-General on the Protection of Civilians in Armed Conflict (S/2019/373)*, 2019.

Zones.”³⁹¹ All three reiterate the importance of abiding by IHL and the principle of proportionality.³⁹² Humanitarian personnel is additionally protected by Rule 31 of customary IHL, Article 71(2) of Additional Protocol I, and the *Convention on the Safety of United Nations and Associated Personnel* (1994).³⁹³

Although the Security Council is the leading organ on POC, other international organizations, non-governmental organizations (NGOs), and humanitarian relief agencies are also involved on both policy and operational levels.³⁹⁴ The UN Office for the Coordination of Humanitarian Affairs (OCHA) recently published an occasional policy paper titled *Building a Culture of Protection: 20 Years of Security Council Engagement on the Protection of Civilians* (2019) for the twentieth anniversary of Security Council’s engagement on POC.³⁹⁵ This policy paper, which was published in tandem with the Secretary-General’s report on POC in 2019, maps out the history of Security Council’s involvement with this thematic issue, outlines how the topic has evolved over the years, and eventually gives recommendations on the way forward.³⁹⁶ Among these recommendations are respecting IHL’s principles, facilitating humanitarian access, protecting women and children, and assigning priority to setting clear mandates for peacekeeping missions.³⁹⁷ In order to share best practices with regards to peacekeeping missions, the International Conference on the Protection of Civilians published a set of eighteen non-binding pledges under the name of the *Kigali Principles on the Protection of Civilians* in 2015.³⁹⁸ The key provisions relevant to POC lie in principles 3, 8, and 13, whereby peacekeepers pledge to be prepared to use force to protect civilians and to take disciplinary action against their own personnel, should they fail to carry out their mandate to protect civilians.³⁹⁹

Since most policy papers and reports identify a gap in the POC approaches with regard to the lack of respect armed groups have for IHL, the Office of the United Nations High Commissioner for Human Rights (OHCHR) published a paper in 2015 under the title *International Legal Protection of Human Rights in Armed Conflict*.⁴⁰⁰ This research paper lists all the relevant IHL principles that pertain to the protection of human rights in armed conflict and explicitly mentions that IHL is primarily, but not exclusively, addressed to state actors in armed conflict.⁴⁰¹ Other entities that this paper also highlights are intergovernmental organizations such as the European Union (EU) and the North Atlantic Treaty Organization (NATO).⁴⁰² Unlike other organizations with military power, NATO recently adopted a comprehensive *Policy for the Protection of Civilians* (2018), which explicitly defines POC as all efforts taken to avoid, minimize, and mitigate the negative effects on civilians arising from any NATO military operations.⁴⁰³ The Center for Civilians in Conflict (CIVIC), an NGO that works with both state and non-state armed groups to prevent, mitigate, and respond to civilian harm, publishes annual reports on

³⁹¹ UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/1738 (2006))*, 2006; UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/2222 (2015))*, 2015; UN Security Council, *Protection of United Nations Personnel, Associated Personnel and Humanitarian Personnel in Conflict Zones (S/RES/1502 (2003))*, 2003.

³⁹² UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/1738 (2006))*, 2006; UN Security Council, *Protection of Civilians in Armed Conflict (S/RES/2222 (2015))*, 2015.

³⁹³ Diplomatic Conference on the Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts, *Protocol Additional to the Geneva Conventions of 12 August 1949, and Relating to the Protection of Victims of International Armed Conflicts (Protocol 1)*, 1977, Art. 71; ICRC, *Customary IHL: Rule 31. Humanitarian Relief Personnel*, 2019; UN General Assembly, *Convention on the Safety of United Nations and Associated Personnel (A/RES/49/59)*, 1994.

³⁹⁴ UN OCHA, *Building a Culture of Protection: 20 Years of Security Council Engagement on the Protection of Civilians*, 2019.

³⁹⁵ *Ibid.*

³⁹⁶ *Ibid.*

³⁹⁷ *Ibid.*

³⁹⁸ High-level International Conference on the Protection of Civilians, *The Kigali Principles on the Protection of Civilians*, 2015.

³⁹⁹ *Ibid.*

⁴⁰⁰ UN OHCHR, *International Legal Protection of Human Rights in Armed Conflict*, 2011.

⁴⁰¹ *Ibid.*

⁴⁰² *Ibid.*

⁴⁰³ NATO, *Factsheet: Protection of Civilians*, 2018.

POC.⁴⁰⁴ Their report from 2019, marking the 20 years the Security Council has spent tackling this issue, echoed OCHA's policy paper's recommendations, one of which is to protect civilians through peacekeeping missions.⁴⁰⁵ The main responsibility for protecting civilians nevertheless rests with states and their national and local institutions.⁴⁰⁶ Both police and military personnel have the mandate to undertake preventive measures and respond to threats of physical and other forms of violence to protect civilians during armed conflicts.⁴⁰⁷

Protection of Vulnerable Groups in Armed Conflict

In recent years, the Security Council has shifted its focus to specific vulnerable groups of civilians in armed conflict, including women, children, journalists, medical staff, and humanitarian personnel.⁴⁰⁸ Of these groups, data is relatively abundant on how children are affected by armed conflict.⁴⁰⁹ In 2018 alone, 89% of civilian casualties in Afghanistan were children, with similar numbers echoing in other conflict-ridden areas.⁴¹⁰ Death is not the only way children become victims of armed conflict; they are often displaced, separated from their families, and experience hindrances with regard to their education.⁴¹¹

To alleviate the suffering of children affected by armed conflicts, the Security Council Working Group on CAAC sends letters with recommendations to parties to conflict, Member States, the UN system, donors, and other relevant actors and issues a public statement in the form of Security Council press release.⁴¹² Conflict Dynamic International, an NGO that works to prevent and resolve violent conflict between and within states and to alleviate human suffering resulting from conflicts, also recently published a *Children in Armed Conflict Accountability Framework* (2015) that aims at holding conflict parties responsible for the protection of children and giving the right care to children in conflict.⁴¹³ This framework also attempts to encourage prevention of serious violations of international law committed against children in armed conflict.⁴¹⁴ This includes assigning responsibility to the perpetrators; enforcing laws and norms on said perpetrators; and reforming existing systems, laws, and policies to protect and empower children affected by conflict.⁴¹⁵

Unlike the relative abundance of data on children mortalities due to armed conflict, data on how youth is affected is vastly lacking.⁴¹⁶ Gender-disaggregated data is also relatively scarce, although a study by the International Peace Research Institute from 2009 found that, in general, male deaths are higher during wartime, while female mortality is higher post-conflict.⁴¹⁷ The numbers show that male aid workers also experience attacks 3-6 times more times than female aid workers.⁴¹⁸ Female aid workers, however, are more likely to experience sexual assaults and other types of physical violence.⁴¹⁹ Attacks on aid workers in general have been increasing every year; only in 2018, 405 aid workers became victims of attacks, 131 of which were killed.⁴²⁰ In an effort to raise awareness for these incidents, a #NotATarget campaign was

⁴⁰⁴ Center for Civilians in Conflict, *POC20: Twenty Years of the Protection of Civilians – Challenges, Progress and Priorities*, 2019.

⁴⁰⁵ Ibid.

⁴⁰⁶ International Commission on Intervention and State Sovereignty, *The Responsibility to Protect*, 2001.

⁴⁰⁷ Ibid.

⁴⁰⁸ Security Council Report, *UN Documents for Protection of Civilians: Security Council Resolutions*, 2019.

⁴⁰⁹ Office on the Secretary-General's Envoy on Youth, *#YouthStats: Armed Conflict*, 2015.

⁴¹⁰ UNICEF, *World has Failed to Protect Children in Conflict in 2018: UNICEF*, 2018.

⁴¹¹ Ibid.

⁴¹² UN Security Council, *Children and Armed Conflict (S/RES/1612 (2005))*, 2005.

⁴¹³ Freedson et al., *Children in Armed Conflict Accountability Framework*, 2015.

⁴¹⁴ Ibid.

⁴¹⁵ Ibid.

⁴¹⁶ Office on the Secretary-General's Envoy on Youth, *#YouthStats: Armed Conflict*, 2015.

⁴¹⁷ Ormhaug et al., *Armed Conflict Deaths Disaggregated by Gender*, 2009.

⁴¹⁸ Humanitarian Outcomes, *Aid Worker Security Report 2019*, 2019.

⁴¹⁹ Ibid.

⁴²⁰ Ibid.

launched on World Humanitarian Day in 2017, which saw 2 million people on social media hold their leaders and governments accountable for the protection of civilians.⁴²¹

Peacekeeping Missions on the Protection of Civilians

The UN Peacekeepers provide security and political support to help countries transition from conflict to peace.⁴²² The Security Council deploys peacekeeping operations for various reasons, such as to facilitate the political processes; maintain peace and security; assist in disarmament, demobilization, and reintegration of former combatants; support the organization of elections; protect and promote human rights; and help restore the rule of law.⁴²³ Nevertheless, the vast majority of peacekeeping missions are POC operations, with 95% of all current peacekeeping operations mandated to protect civilians.⁴²⁴

The Kigali Principles, which were adopted by the biggest troop- and financial- contributing countries to guide all peacekeeping efforts and ensure better protection of civilians on the ground, highlight the importance of pre-deployment trainings and overall preparedness of the peacekeeping staff.⁴²⁵ More importantly, the signatories pledged to investigate and, where necessary, prosecute its personnel in instances when they fail to protect civilians in accordance with their mandate.⁴²⁶ After past allegations of misconduct committed by UN personnel against civilians were brought to light, including human rights violations and sexual violence, the Security Council called for enhanced national and international accountability mechanisms and strived to improve proper investigation and prosecution of committed crimes.⁴²⁷

The Kigali Principles also attempt to make peacekeeping missions more effective.⁴²⁸ A study and analysis of the effectiveness of peacekeeping missions was undertaken by OCHA and the Department of Peacekeeping Operations (DPKO), now called the Department of Peace Operations (DPO), in 2010.⁴²⁹ This study was published in the form of an independent report entitled *Protecting Civilians in the Context of UN Peacekeeping Operations: Successes, Setbacks and Remaining Challenges*.⁴³⁰ Following the study, DPKO and the Department of Field Support (DFS) presented some recommendations to the UN Special Committee on Peacekeeping (C34).⁴³¹ These recommendations were divided into four themes to improve effectiveness of peacekeeping operations: linking the Security Council to the field, mission-wide strategy and crisis planning, improving the role of uniformed personnel, and political follow-up on achieving the mission's goals.⁴³²

Despite these efforts to make peacekeeping missions more transparent and effective, such missions still remain controversial, with the United States deciding to cut its funding towards peacekeeping by 40% in 2016.⁴³³ Set up by Kofi Annan, former UN Secretary-General, an independent inquiry into the role of the UN in Rwanda in 1993-1994 initiated in 1999.⁴³⁴ Its subsequent report held the UN responsible for

⁴²¹ UN OCHA, *World Humanitarian Day 2018*, 2018.

⁴²² UN Peacekeeping, *What is Peacekeeping?*

⁴²³ UN Peacekeeping, *Protecting Civilians*.

⁴²⁴ Ibid.

⁴²⁵ High-level International Conference on the Protection of Civilians, *The Kigali Principles on the Protection of Civilians*, 2015.

⁴²⁶ Ibid.

⁴²⁷ Ibid.

⁴²⁸ Ibid.

⁴²⁹ Lilly, *Peacekeeping and the Protection of Civilians: an Issue for Humanitarians?*, *Humanitarian Practice Network*, 2010.

⁴³⁰ Ibid.

⁴³¹ Ibid.

⁴³² Holt et al., *Protecting Civilians in the Context of UN Peacekeeping Operations: Successes, Setbacks and Remaining Challenges*, 2009.

⁴³³ Nichols, *United States to Trim its Peacekeeping Bill After Trump's Call to Slash*, *Reuters*, 2017.

⁴³⁴ UN Security Council, *Report of the Independent Inquiry on the Actions of the United Nations during the 1994 Genocide in Rwanda (S/1999/1257)*, 1999.

withdrawing its peacekeeping mission from Rwanda before providing humanitarian assistance to almost one million Tutsis that subsequently became victims of genocide.⁴³⁵ This experience stands in deep contrast to Côte d'Ivoire's success story with the peacekeeping mission deployed in 2004.⁴³⁶ UN data highlights the peaceful elections of 2015-2016 as a direct benefit from the UN Operation in Côte d'Ivoire (UNOCI) and a benchmark for the improved level of security of civilians in Côte d'Ivoire.⁴³⁷ POC remains a core responsibility of the UN peacekeeping and requires a concerted and coordinated action by the Security Council; the Secretariat, especially the DPO and DFS; other UN actors; regional organizations; and Member States, so that the international community can learn from past failures, build on past successes, and provide better protection to civilians in armed conflicts in the future.⁴³⁸

Conclusion

Although POC is a priority for the Security Council, no statistics support that the resolutions adopted have improved the situation for civilians.⁴³⁹ In fact, the death toll of civilians seems to increase year by year.⁴⁴⁰ Peacekeeping missions remain controversial, although recent reports and policy papers have been encouraging the deployment of peacekeeping missions to better protect civilians, with special attention given to vulnerable groups.⁴⁴¹ Recent developments in the Security Council's resolutions to shift the conversation towards vulnerable groups have also raised awareness about the importance of understanding the vulnerability and needs of the different segments of civilian population affected by armed conflict, and how that feeds into capacities of UN and non-UN actors to provide them with appropriate assistance.⁴⁴² Numerous reports have also acknowledged that, despite IHL explicitly stating, especially through the principle of proportionality, that civilian lives are valuable and need to be protected, the actual problem lies with states' and armed groups' lack of compliance with international law.⁴⁴³ This goes hand in hand with the lack of concrete and reliable data, which often hinders the international community's ability to fully understand the severity of the occurring conflict situations and provide adequate protection to affected civilians.⁴⁴⁴

Further Research

As delegates explore the topic at hand, they should consider the following questions: Which groups are considered vulnerable, how are they affected, and is it worth giving them special attention amidst large numbers of threatened civilians? Which peacekeeping missions succeeded or created a positive impact and which, on the other hand, had negative repercussions on civilians and why? How can the international community learn from these experiences? What gaps exist in the system, and how can the Security Council address them? Are these gaps related to data collection, compliance with international law, or accountability? Should the Security Council take a completely new approach by pooling time, budget, and effort into primarily preventing or resolving the conflicts instead of focusing on the protection of civilians affected by conflict?

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⁴³⁵ Ibid.

⁴³⁶ Human Rights Watch, *Côte d'Ivoire: UN Peacekeeping Mission Ends*, 2017.

⁴³⁷ Ibid.

⁴³⁸ Holt et al., *Protecting Civilians in the Context of UN Peacekeeping Operations: Successes, Setbacks and Remaining Challenges*, 2009.

⁴³⁹ Tracci, #POC20 Series: Trends in the Protection of Civilians through UN Peacekeeping Operations, *Center for Civilians in Conflict (CIVIC)*, 2019.

⁴⁴⁰ Oxfam International, *Protection of Civilians in 2010*, 2010.

⁴⁴¹ Center for Civilians in Conflict, *POC20: Twenty Years of the Protection of Civilians – Challenges, Progress and Priorities*, 2019.

⁴⁴² Security Council Report, *UN Documents for Protection of Civilians: Security Council Resolutions*, 2019.

⁴⁴³ UN OCHA, *Security Council Norms and Practice on the Protection of Civilians in Armed Conflict: Analysis of Normative Developments in Security Council Resolutions 2009-2013*, 2014.

⁴⁴⁴ Oxfam International, *Protection of Civilians in 2010*, 2010.

Geneva Convention Relative to the Protection of Civilian Persons in Time of War (2nd part). (1949). Retrieved 15 July 2019 from:

<http://www.ohchr.org/EN/ProfessionalInterest/Pages/ProtectionOfCivilianPersons.aspx>

This is an excerpt from the original Geneva Conventions drafted in 1949 after the end of World War II, which still govern the rule of law on armed conflicts. This Fourth Geneva Convention is relevant to the protection of civilians in armed conflict and presents a very important read for delegates to understand the legality of committing war crimes against civilians. It also defines who is considered a protected person and what the different types of conflicts are, thereby defining when protection is applicable.

International Committee of the Red Cross. (2008). *How is the Term "Armed Conflict" Defined in International Humanitarian Law?* Retrieved 15 July 2019 from:

<https://www.icrc.org/en/doc/assets/files/other/opinion-paper-armed-conflict.pdf>

This opinion paper was published by ICRC in 2008 on defining armed conflict in IHL. It provides definitions for the two types of armed conflict that are classically recognized by IHL: international armed conflict (IAC) and non-international armed conflict (NIAC). Although internationalized armed conflict has recently been identified as a third type, its status within IHL is still a little vague. This opinion paper will prove very useful for delegates to understand how to define armed conflict and differentiate between the different types before proceeding with the remainder of their research.

United Nations Office for the Coordination of Humanitarian Affairs. (2019). *Building a Culture of Protection: 20 Years of Security Council Engagement on the Protection of Civilians*. Retrieved 19 July 2019 from: <https://www.refworld.org/docid/5d1472ae4.html>

This policy paper, which OCHA published on the 20th anniversary of Security Council's involvement with POC, gives an overview on what has happened in those 20 years, charts which resolutions were passed, and how they affected the topic. The paper also gives recommendations on the next steps and how Member States should take measures to improve the protection of civilians. Delegates may find this a comprehensive read on the topic to understand what has already happened and decide on the way forward. The policy paper highlights the most important information on the topic and provides a great starting point for further research.

United Nations, Security Council. (2006). *Protection of Civilians in Armed Conflict (S/RES/1674 (2006))*. Retrieved 20 July 2019 from: [http://undocs.org/S/RES/1674\(2006\)](http://undocs.org/S/RES/1674(2006))

This is the most recent holistic resolution on the protection of civilians in armed conflict. Although there have been multiple other resolutions by the Security Council that followed on the topic, they all more specifically addressed a specific sub-group of civilians. This was the first resolution to establish a set of criteria that govern when to send in humanitarian assistance in times of armed conflict. Delegates are recommended to read this most recent and comprehensive resolution on POC to understand where the Security Council stands today on the topic and which measures have already been adopted. By knowing its substance in greater detail, delegates will also be able to reference this resolution and reaffirm its provisions in their own resolutions.

United Nations, Security Council. (2019). *Protection of Civilians in Armed Conflict: Report of the Secretary General (S/2019/373)*. Retrieved 20 July 2019 from: <https://undocs.org/S/2019/373>

This is the most recent version of the Secretary-General's annual report on POC in armed conflict. It gives an excellent overview of all that has transpired in the past 20 years in the Security Council on this issue. More importantly, it also provides recommendations for the way forward. Delegates may find these recommendations most useful as examples of concrete and realistic ideas they can use as an inspiration for drafting their own working papers and resolutions during the conference.

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