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UN HIGH COMMISSIONER FOR REFUGEES

BACKGROUND GUIDE 2014

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NATIONAL MODEL UNITED NATIONS

NATIONAL COLLEGIATE CONFERENCE association™

NMUN•DC Position Papers Guidelines

Due 1 October 2014

Each committee topic should be addressed in a succinct policy statement representing the relevant views of your assigned country. You should identify and address international and regional conventions, treaties, declarations, resolutions, and programs of action that are relevant to the policy of your country. You should also include recommendations for action to be taken by your committee. A delegate's role as a Member State, Observer State, or NGO should affect the way a position paper is written. The Delegate Preparation Guide will provide you with additional information.

A position paper should be submitted for each assigned committee.
- The two page position paper should cover all the topics in the background guide, not a separate paper for each topic.
- Do not submit papers for committees not assigned to your country (see DC matrix).
- No more than two delegates can represent a single country in a committee. If you assign two delegates to represent a country on a committee, they submit one position paper jointly, not separate position papers from each individual.
- NMUN position papers are not cited as is required for an academic paper. They are written as if they are a policy statement coming from the foreign ministry. While they may reference UN data or past UN Resolutions, like in our samples, formal citations are not used.

Please pay careful attention to the following guidelines when drafting and submitting your position papers. Only those delegations that follow the guidelines and meet the submission deadline will be eligible for position paper awards.

Follow the layout in our Sample Position Paper using the standards below:
- Length must not exceed two pages
- Margins must be set at 1 inch or 2.54 cm. for the whole paper
- Font must be Times New Roman sized between 10 pt. and 12 pt.
- Country/NGO name, school name, and committee name must be clearly labeled on the first page
- Agenda topics must be clearly labeled in separate sections
- National symbols (headers, flags, etc.) are deemed inappropriate for NMUN position papers
- Convert your paper to pdf format

Please note that position papers must be comprised of entirely original writing. **NMUN will not tolerate plagiarism**, including copying from Committee Background Guides. Violation of this policy may result in dismissal from the conference. Although United Nations documentation is considered within the public domain, we do not allow the verbatim re-creation of these documents.

How to Submit Your Position Papers

- One person, preferably the faculty advisor or head delegate, should submit all papers from your delegation.
- Complete a separate form for each country/assignment.
- Use the committee name and your assignment in the filename (example: GA1_Cuba).
- Submit all papers as pdf documents.

Use the link on the DC position paper page, following the guidelines above, to submit your position papers. If you have questions or concerns about the position paper submission process, please email the Secretary-General at secgen.dc@nmun.org. Please do not submit position papers to this email account.

If you are requesting an Embassy Briefing, we encourage your delegation to also submit a copy of your position papers to the embassy for the country you've been assigned along with an explanation of the conference.

Many, many papers will be read by the Secretariat. Your patience and cooperation in adhering to the above guidelines is greatly appreciated.

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Official Welcome

The committee staff of the United Nations High Commissioner for Human Rights (UNHCR) welcomes you to the 2014 National Model United Nations Washington D.C. (NMUN•DC) Conference. This year your Director is Dinah Douglas and your Assistant Director is Dieyun (April) Song. Dinah holds a B.A. in Political Science from the University of Maryland, Baltimore County and a M.A. in Political Communication from the American University. She works in communications for a non-profit focusing on issues facing women and girls. Dieyun is currently a senior pursing a B.A. in Management and Economic Crime Prevention and Investigations at Lynchburg College, Virginia; this is her second time on staff and first year at NMUN•DC.

The topics under consideration by UNHCR this year focus on three urgent challenges for refugees and those who serve them: strengthening emergency preparedness through capacity building, responding to mixed migration in Europe, and addressing the needs of urban refugees. As conflict and human crises continue to churn around the world, UNHCR is tasked with providing support to those who find themselves displaced due to a number of circumstances, within their state or without, and either by choice or force. Delegates participating in the UNHCR simulation at NMUN•DC will learn how the challenges that face refugees are also felt around the world. Through representing your Member State, it is our hope that you gain insight into how diplomacy as well as the UN system and the network of non-governmental organizations supporting refugees around the world each work together to achieve better outcomes for all men, women, and children finding themselves in need.

Since May 2014, NMUN•DC staff have worked on preparing for this conference by authoring this background guide and finding sources that should be a helpful stepping-off point in your preparation for discussion and debate at conference in October. Please do go beyond what is contained within this guide as you prepare and consider the questions posed in each section.

Please take note of the NMUN Policies and Codes of Conduct on the website and in the Delegate Preparation Guide regarding plagiarism, codes of conduct/dress code/sexual harassment, awards philosophy/evaluation method, etc. Adherence to these guidelines is mandatory. We look forward to working with you in October!

The NMUN•DC Staff

History of the United Nations High Commissioner for Refugees

The United Nations (UN) General Assembly (GA) with resolution 319 (IV) established the Office of the United Nations High Commissioner for Refugees (UNHCR) on 3 December 1949. The UNHCR was founded in response to the growing refugee displacement in Europe during World War II. Today, in its daily operations, UNHCR cooperates with numerous partner organizations to provide crucial protection and assistance to the world's refugee population, and since 2013 it has assisted over 24 million people. Historically, UNHCR has sent over 8,600 national and international staff members to assist tens of millions of refugees from 126 countries. In 2013, populations of concern to UNHCR numbered 10,497,980; approximately 34% are in Asia and 30% are in Africa, making these the regions of greatest concern and greatest challenge to UNHCR. In particular, UNHCR devotes significant efforts to assisting developing countries and pays heightened attention to conflict zones, such as the Syrian Arabic Republic, Afghanistan, South Sudan, and Turkey.

UNHCR adopted *the Statute of the Office of the United Nations High Commissioner for Refugees*, which defines UNHCR's functions, mandate, and rules and obligations, on 14 December 1950 by the GA as an annex to resolution 428 (V). The GA and the Economic and Social Council (ECOSOC) govern UNHCR and it reports to them annually. The UNHCR High Commissioner, who is appointed by the GA, leads UNHCR; currently the High Commissioner is António Guterres of Portugal. Member States are elected by ECOSOC, and as of July 2014 UNHCR's membership has expanded to 79 Member States. The Executive Committee of the High Commissioner's Program (ExCom) was created by ECOSOC resolution 672 (XXV) in 1958. ExCom functions as a subsidiary organ of the GA and consists of 94 Member States. ExCom membership is larger because it is open to all UN Member States and ECOSOC elects them. ExCom meets annually to approve UNHCR's programs and budget as well as the High Commissioner's appeals for funds and exercise of functions.

UNHCR works closely with both implementing and operational partners to carry out its mandate more effectively and to provide shelters, basic education programs, food, resettlement, communication technology, and transportation, advocacy, and capacity building programs to refugees. Implementing partners, such as government agencies and UN organizations, are those who receive funds from UNHCR and take direct actions. For instance, as an implementing partner, the UN Office for the Coordination of Humanitarian Affairs (OCHA) partnered with UNHCR and coordinated the 2013 Syria Humanitarian Assistance Response Plan (SHARP) to deliver more effective humanitarian assistance to refugees. Operational partners, such as non-governmental organizations (NGOs) like Oxfam and Ashoka, are those that do not receive funds from UNHCR but play a significant role in refugee operations through providing staffing resources, protection, logistical support, and other forms of assistance. For example, more than 200 NGOs gather in Geneva and attend UNHCR's annual consultation to raise issues and share successful solutions. Member States' dues, which make up approximately 80% of UNHCR's funding, along with NGO and private sector contributions, are major channels of funding for UNHCR's daily operations. The ongoing global economic crisis has led to a decrease in government and private sectors donations, and this may inhibit UNHCR providing efficient assistance and protection to populations in need.

UNHCR's work has focused on three principle areas over the past 10 years. For the last decade, UNHCR's most pressing focus has been refugee displacement due to an increase in intra-state armed conflicts. For example in 2013, thousands of Syrian refugees fled to Central African Republic, the Democratic Republic of the Congo, Sudan, Mali, and Somalia, which caused a global forced displacement. In response, UNHCR created a field office of 424 staff members and provided core relief items (CRI) to over 3 million people in Syria and its boarder in 2013. Also, to assist urban refugees specifically and strengthen local resources more effectively, UNHCR is growing its capacity in several areas including supply chain development, education, and technology, in order to identify and protect refugees with minimum response time. Finally, UNHCR continues to stress emergency response capacity for both natural disasters and social conflicts to ensure immediate response to emergencies by developing a global partner network and cooperating with all actors involved. UNHCR's actions in these regards signify its primary mission of "safeguarding the rights and well-beings of refugees."

The role of UNHCR today remains crucial as it works with UN agencies and Member States to advocate for emergency preparedness, migration assistance, capacity building, and the always-pressing basic needs of refugees. With growing refugee populations across the world, and limited funding and staffing resources, significant challenges lie ahead for UNHCR. This means UNHCR needs to strengthen and expand partnerships with all actors, increase internal capacity, and advocate for international dialogue to provide efficient assistance to refugees in these difficult situations. However, with the international community's joint efforts and collaboration, it is certain that UNHCR will be able create a safer, and more open environment for refugees.

I. Strengthening Emergency Preparedness through Capacity Building

- What actions can UNHCR take to overcome the discrepancy between the rapidly growing number of refugees and limited staffing and resources when crafting capacity building programs?
- What can UNHCR do to encourage knowledge and technology sharing among actors to build capacity to better equip developing countries' emergency preparedness?
- How should UNHCR balance between providing direct training and allowing and empowering civil society organizations to conduct their own capacity building programs?

An emergency may occur at any second, but it takes years to gain the knowledge to generate an appropriate response. Because of this, every country needs adequate preparedness in advance of crisis situations to react effectively and successfully when they arise. In the context of refugees, this preparedness is vital to preserve the safety, security, and livelihoods of such vulnerable populations. However, the ability of governments, regions, and international organizations to build functioning response systems and increase their preparedness is hindered from a lack of capacity in terms of physical and human resources, comprehension and training of emergency response systems, and financial reserves. The United Nations High Commissioner for Refugees (UNHCR) Global Appeal 2014-2015 report states that approximately 80% of the world's refugees are hosted by developing countries today, compared to about 70% a decade ago. As a result, it is extremely challenging for developing host countries to provide proper assistance and protection to refugees. This in turn increases the strain on UNHCR as it expands both

its physical reach and thematic scope of work. Accordingly, there is a severe need to build capacity both within UNHCR, but also throughout the international community and civil society at large to address emergency situations.

The UNHCR defines capacity building as "the reinforcement of human, institutional or community performance, skills, knowledge and attitudes on a sustainable basis. It is both an approach and a set of activities, intimately linked to nationally driven reform processes." In terms of emergency preparedness, capacity building thus means the ability to respond immediately with professional staff, systematic procedures, and adequate funding. Capacity building provides sustainable resources to proactively respond to emergencies rather than passively rely on external assistance, which takes time and often causes delays in providing adequate support to refugees. Practical training programs, developed emergency response systems, effective supply chains, and adequate financial support are all resources in strong demand during emergency situations, which include disease outbreaks and public health emergencies; armed conflict and mass-migrations connected to refugees and internally displaced persons (IDPs); and natural disasters. Ample capacity in these situations then is of the greatest concern, but also requires the most improvement and additional resources. UNHCR's specific capacity building approach has constraints such as: lack of systematic approaches, the absence of experienced staff, restrictions on knowledge sharing, and inadequate funding; all of these areas require UNHCR and the global community's joint collaboration to properly address the vast needs of refugees.

This collaboration was initially largely spearheaded through the work of the United Nations (UN) General Assembly (GA). The GA adopted resolution 46/182 on 19 December 1991 on the topic of *Strengthening of the Coordination of Humanitarian Emergency Assistance of the United Nations*, which provides fundamental guidelines on emergency response to natural disasters and emphasizes the significant role of prevention in emergency preparedness. Following these guidelines, the Inter-Agency Standing Committee (IASC), the Central Emergency Relief Fund (CERF), and the UN Disaster Relief Coordinator were established under the UN Secretary-General's office to strengthen emergency preparedness. IASC effectively bridges gaps between partnerships, and CERF serves as a sustainable resource enabling UNHCR's emergency response programs through providing grants and timely humanitarian assistance.

Building on this, on 22 January 2005, the UN International Strategy for Disaster Reduction (UNISDR) adopted the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters. This framework identifies priorities for action in capacity building and preparedness to reduce emergency risks. Since the establishment of the framework, 121 countries have enacted legal frameworks for disaster risk reduction, and 85 countries have established National Platforms for disaster risk reduction. Additionally, the United Nations Economic and Social Council (ECOSOC) resolution E/2013/L.20 on "Strengthening of the Coordination of Emergency Humanitarian Assistance of the United Nations" of 8 July 2013 stresses the importance of enhancing existing humanitarian capacities and supporting Member States' capacity building through technical cooperation and long-term partnerships. It also requests the Emergency Relief Coordinator's actions to improve dialogue with Member States and cooperation among Member States and intergovernmental organizations. This document, along with the entire international framework on emergency response, provides fundamental guidelines to UNHCR's future work partnering with external actors and in crafting capacity building programs.

While the UN principle organs, such as the GA and ECOSOC, focus on establishing frameworks and general guidelines, UNHCR makes separate decisions and implements independent actions. The High Commissioner of UNHCR stated that emergency response and protection capacity are UNHCR's core operational priorities during the 68th session of the GA Third Committee in November 2013. UNHCR chiefly provides three types of capacity building programs: Refugee Law Promotion (RLP), Support for Community Self-Management, and Institutional Strengthening. RLP promotes legislation implementation and adherence to international refugee instruments. Developing a legal environment is essential to emergency preparedness as it builds the foundation of human rights protection and ethical baselines, often forgotten in crises when dealing with refugee populations. RLP requires community advocacy, expertise in drafting legislation around refugee needs, and implementing programs. Support for Community Self-Management sustainably integrates and promotes reconciliation between community groups and self-reliance. This program provides resources including materials, training for local community members, and technology to enlarge local communities' capacity in emergency preparedness. Institutional Strengthening enhances national protection of IDPs and improves partners' performance and management in UNHCR-funded programs; these address the hidden problems of refugee assistance and provide improvement solutions to UNHCR.

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However, before helping other organizations, UNHCR must have adequate capacity internally. Time is crucial for emergency response, which puts an increasing demand on UNHCR's supply chain enabling UNHCR's logistical and technical capacity to effectively initiate emergency responses. As of 2013, UNHCR is able to deliver core relief items (CRIs) to 600,000 people in 72 hours; it had 129 airlift crafts delivering aid, which is six times that of 2010. While this represents growth, there are still areas for improvement. UNHCR's insufficient resources do not allow it to provide the requisite assistance to the entirety of the current refugee population. This makes crisis scenarios worse and requires greater improvement in internal logistical capacity, including equipment, material, and qualified staff. For instance, UNHCR was able to provide CRIs to approximately 3.4 million people in Syria in 2013, but there are over 9 million refugees currently estimated as needing assistance. Furthermore, a 72-hour response time in delivery CRIs is still not fast enough to reduce significant harm and loss. Some suggestions to address these issues include fundraising and generating more interconnected cooperative relationships with Member States and civil society. At present, intergovernmental organizations (IGOs), such as the European Union (EU), the International Committee of the Red Cross (ICRC), and the International Organization for Migration (IOM), have committed valuable partnerships with UNHCR. Working with IGOs allows UNHCR to fulfill its mission of "coordination to a wide range of private and public actors who work in the interest of refugees" with more funding channels.

Strong partnerships with IGOs, civil society, and national governments can not only improve UNHCR's internal capacity building, but also assist UNHCR to provide more effective capacity building programs externally within other organizations as well as contributes to knowledge sharing across organizations doing similar work. Responding to challenges and constraints, UNHCR has developed programs to train future partner organizations and deployees to serve refugees more effectively to reduce the burden on their limited internal resources. Partnering with IGOs specifically can greatly resolve the challenges of limited resources and absence of expertise. For example, UNHCR's Workshop on Emergency Management, which is sponsored by the German Federal Agency for Technical Relief, the Norwegian Directorate for Civil Protection and Emergency Planning, and the Swedish Civil Contingency Agency, consists of a 10-day intensive training and simulations on emergencies helping future deployees develop effective response structures. UNHCR also conducts programs, such as the Strengthening Protection Capacity Project (SPCP), which is active in 12 UNHCR country offices across five continents. SPCP assists Member States to facilitate national responses to protection problems by conducting comprehensive analysis of gaps in protection and the consequences of needs and national consultations, among many other responsibilities. While both UNHCR and civil society organizations benefit from such partnerships, it is also worth considering what balance UNHCR should have between directly offering services and cultivating the ability of external actors to do so.

One of the major emergency situations UNHCR faces is public health and disease outbreak among refugee populations. These strain the resources of all aid and assistance organizations because of diseases' fast outbreak, refugee population's lacking knowledge, and lack of human and technology resources. Public health and hospital relief management are of great concern to UNHCR and often prove challenging to emergency preparedness projects throughout its work. Diseases and bacteria often develop and spread during and after natural disasters and conflicts. Refugees are at greatest risk during these outbreaks. UNHCR Global Strategy for Public Health 2014-2018 states "a timely, adequate and effective public health response is part of UNHCR's emphasis on improving emergency response." UNHCR implements public health capacity building programs by sending public health, nutrition, water, sanitation, and hygiene officers to work with government employees continuously prepared at trainings co-conducted by UNHCR and local health ministries or other authorities benefitting the national health system. Despite programs like this, handling public health issues during emergencies requires adequate funding and, more importantly, access to technologies. Unfortunately, some local organizations refuse to share technology and knowledge to preserve their organization, and many refugee communities do not have access to the Internet or communication tools; these issues create more challenges for building capacity in public health management, even despite available programs. Thus, it is crucial to enhance partnership and discuss knowledge sharing among all actors present and work with refugees to provide effective responses to emergency health situations to increase and build the capacity of such programs.

Ultimately, UNHCR provides an avenue of discussion and cooperation for Member States to create and establish frameworks and treaties to protect refugees more effectively. In addition, UNHCR also acts as a networker with implementing and operational partners to enhance partnerships among all actors in the international community working towards this end and to enable sustainable assistance and protection for refugees, particularly within emergency situations. With this in mind, UNHCR must continue to collaborate with all actors that intervene or are otherwise present in emergencies to overcome challenges such as inadequate human, financial, and logistic

resources as well as public heath training and lack of knowledge sharing. There is still a long way to go for UNHCR to fill in the gaps between increasing demands and limited current capacity; however, while challenges are rigorous, it is certain that continuous collaboration and dialogues between UNHCR and its partners will bring a better tomorrow for the refugee population.

II. Responding to Mixed Migration in Europe

- What are the moral and political imperatives for European states dealing with people entering without proper documentation? How can UNHCR move this topic forward by outlining the rights of undocumented migrants while respecting the sovereignty of receiving states?
- What policy prescriptions would aid migrants facing common threats such as human and labor trafficking?
- How should the 10-Point Plan of Action of Refugee Protection and Mixed Migration continue to be considered in work on this topic?
- What are best practices for UNHCR to provide services to migrants with respect to the typical migration life cycle?

In July 2013, United Nations High Commissioner for Refugees (UNHCR) spokesman Adrian Edwards announced that approximately 8,400 migrants and refugees landed in Italy and Malta between January and June of that year. Most crossed from North Africa but originated in sub-Saharan Africa (in particular from Eritrea and Somalia). These migrants make their way across the dangerous Mediterranean seaway – a journey that claimed the lives of about 1,500 in 2011 alone. UNHCR has encouraged ongoing efforts by European governments, especially of Italy and Malta, to rescue boats in distress in hopes of mitigating deaths and injuries in transit. Yet, Italy has threatened to halt its rescue efforts off shore due to a lack of support from other European countries. This demonstrates how migration poses a severe strain on receiving countries, and as such UNHCR, with its mandate to protect, assist, and advocate for displaced people, must consider ways in which it can provide assistance, save lives in transit, and ensure those migrants are thusly taken care of once reaching their ultimate destination. However, the specific prevalence of mixed migration, particularly in Europe, complicates how UNHCR can fulfill its mandate when the needs of migrants and refugees differ.

The concept of mixed migration is at the intersection of issues of human rights, state sovereignty, safety concerns, and security. Many European countries now are equipped to deal with emigration and zero population growth; others find themselves struggling to find the right balance of protecting their own interests and protecting interests of migrants and refugees searching for better lives in a new country. People leave their homes because of many factors, and whether the move is made voluntarily or out of an imperative to preserve life, their migration can create tension in receiving states. Specifically, European states are seeing an influx of challenges accompanying the waves of travelers in search of new homes. Thus, the proximity of many European countries to dangerous and busy migration routes coupled with the challenges of protecting borders and migrants alike make this an important topic for consideration by the United Nations (UN), largely based on understanding the academic grounds of the migration debate.

Mixed migration describes the practice of migrants and refugees using the same means to travel to a new home despite their reasons for leaving their country of origin being different. According to the United Nations High Commissioner for Refugees (UNHCR) these means include the routes chosen, modes of transportations, and smugglers. There is a distinction made between refugees and migrants: the former are those forced by political conflicts, human rights violations, or other crises to flee their homes, while the latter term refers to populations that voluntarily move, often in search of better economic opportunities and standards of living. UNHCR recognizes the difference between migrants and refugees and notes receiving states do not always have protections in place for such mixed migration, which is why it must be addressed.

Also greatly affecting Europe's mixed migration is the fact that much of this migration is irregular and/or a type of secondary movement. The term "irregular migration," means migration that occurs without proper documents, through dubious means such as smugglers and traffickers, and outside of the set framework for international migration. The issue of "secondary movement" is also presented in the discussion of European mixed migration. Secondary movement occurs when migrants and asylum-seekers leave their original host country in favor of, protections often better for asylum seekers in another country. This occurs heavily in Europe due to disparity in

asylum policies in the diverse landscape of countries in Europe and the ease of travel between European countries. This then creates a disparity in which countries receive more irregular migrants; this subject also heavily weighs in the debate on policies between both non-European Union (EU) and EU Member States.

To address the challenge of mixed migration, UNHCR in 2006 initiated its 10-Point Plan of Action on Refugee Protection and Mixed Migration to identify key areas where protection for migrants and refugees is most needed. The 10 action points are: "1) cooperation among key partners; 2) data collection and analysis; 3) protection-sensitive entry systems; 4) reception arrangements; 5) mechanisms for profiling and referral; 6) differentiated processes and procedures; 7) solutions for refugees; 8) addressing secondary movements; 9) return of non-refugees and alternative migration options; and 10) information strategy." The Plan of Action has been successful in its ability to build partnerships with non-governmental organizations (NGOs) and local agencies, which is very important to the work of UNHCR as it limits the amount of staff time and UNHCR resources used per project – a constant challenge. The Plan seeks to keep migrants from undertaking further irregular migratory movement by helping migrants in their host countries or even by assisting with repatriation. In particular, Point 7, which proposes solutions for refugees, indicates UNHCR's direct aid to mixed migrants by advocating for programs that are run by destination countries and that seek integration, resettlement, and the facilitation of voluntary repatriation by providing information to migrants on options for returning to origin countries. Voluntary repatriation is a smaller, though important, aspect of UNHCR's work in terms of finding ways to support destination countries with programs integrating migrants into local society is central to their future. Data collection by international organizations shows returning to origin countries is highly overestimated by migrants as well as staff members and government workers assisting them.

Europe presents unique challenges to UNHCR's 10-Point Plan of Action. In recent years, European countries have been experiencing greater than normal levels of immigration and migration. UNHCR notes that there is a difference between EU states and non-EU when it comes to migration policy. Regardless of EU membership, in general it is often the first reaction of destination countries to turn toward stricter policies of border control and security rather than policies protecting those arriving into the country irregularly. There is also a concern that countries bordering the EU do not have adequate identification systems for different types of migrants and therefore generate insensitive policies toward victims of trafficking or those having special needs. As a result, UNHCR has the opportunity to develop relationships with governments to ensure mixed migration is better defined and therefore better addressed in such border countries, such as Mediterranean countries and those in the Balkans.

A 2007 evaluation of the 10-Point Plan of Action in European states illustrates how international refugees and humanitarian agencies are intervening in irregular and mixed migration in several ways. This evaluation outlined concerns about implementation of the plan in Europe and provided information on UNHCR's planned and in-process initiatives to address them. The report illustrated UNHCR had implemented information campaigns in countries of origin to warn at-risk groups of smuggling and trafficking networks advertising inflated ideas of economic promise in Europe. Additional campaigns in destination countries raise awareness of the plight of trafficking victims and make the case against xenophobia and racism toward migrants. Information campaigns such as these tend to be first steps in countering policies and activities allowing for inhospitable environments for refugees and migrants. Additionally, while they raise the profile of migrants and refugees, policy change is the real measure of how safe, protected, and welcomed migrants are in destination countries.

In conclusion, mixed migration is a challenge because it requires consideration of, and solutions for, the entire "life cycle" of migration. Of concern is the safe transit of at-risk travelers, as well as ensuring they are treated with dignity and rights once they arrive at their destination, even while destination countries themselves experience strains on their resources. The 10-Point Plan of Action clearly plays a dominant role in the discussion of mixed migration in Europe because in Europe this issue varies widely thanks to disparities in state policy with regard to asylum-seekers. Considering how UNHCR can both engage NGO partners on the ground and can advocate legislative solutions to help and protect migrant populations is of vital importance to the future of this issue. Such solutions might address how destination countries handle situations of migrants who have moved in an irregular manner but whose country of origin is unsafe and unfit for their return, or defining which migrants are in need of international protection and therefore special status in the eyes of the destination country's government. The effectiveness of the Plan at achieving its goals is under consideration in addition to the ways in which improvements to better serve migrants and refugees may be made. Finally, crises that create asylum-seekers are not always foreseen; thus, improving strategies to prepare for emergency migration that may arise will be helpful to UNHCR to better act on such immediate situations that can heighten and hasten migration patterns. As its name suggests, mixed

migration has varied problems and varied solutions, and as such the challenge lies in finding those most amenable to the resources states, partners, and UNHCR must continue to address this issue.

III. Addressing the Needs of Urban Refugees

- How can UNHCR navigate its duty to connect urban refugees with necessary services and advocate for safety net policies while respecting the sovereignty of the host country?
- What is a practical solution for reaching urban refugees with information on how to attain proper documentation, education, and financial services?
- How can states help refugees establish themselves economically through formalized employment opportunities and policies?

Urbanization is an issue throughout the world, causing challenges for states in how to provide services to, and increase the quality of life for, urban populations. By 2030, projections indicate that 80% of those living in urban areas will be in the developing world. The United Nations High Commissioner for Refugees (UNHCR) is adamant that refugees have just as much right to dwell in urban areas as in encampments in other parts of a country. In fact, despite the prevailing image of refugee camps and the discussions of quality of life within them, it is important not to forget this image comprises just 1/3 of the world's refugee population. More than half – over 7 million – of the world's refugees live in urban areas, and this proportion is expected to increase in coming years. Unlike refugees in camps where those needing assistance are concentrated in a single area, urban refugees are spread widely throughout cities and often move frequently, complicating the attempts to reach and help those in need of assistance. The need for the global community to address the urban refugee population separately from other refugee groups is a result of urban refugees being difficult to reach, and therefore often going without adequate documentation.

In September 2009, UNHCR underwent a major policy shift to address gaps and outdated information brought forward in evaluations; the new policy included special consideration for urban refugees and calls for the right of these refugees to live and work safely in cities. UNHCR's policy on urban refugees is organized around two pillars. First, the right to work and receive and/or have adequate documentation is necessary to ensure legal and safe livelihoods. Second, offering the ability for refugees to move freely – that is, not being forced into encampments some state policies require – as well as providing humanitarian support and protection. Yet, destination countries that do little to accommodate the needs of urban refugees frequently flout this policy; further still, some governments still require that refugees live in camps rather than integrate them into cities.

Destination countries also do not always provide friendly policies to help refugees become documented and recognized by the government, though this is a useful place to start to address the needs particularly of urban refugees. In the first place, host countries are often reluctant to help refugees because there are common beliefs that refugees flocking to urban centers place undue strain on local resources and take from the local citizenry. However, UNHCR has determined that destination countries must make their documentation policies friendlier to urban refugee populations, and, they should provide additional assistance through partnerships with non-governmental organizations (NGOs) and local agencies. A 2012 UNHCR-sponsored survey explains that according to both refugees and host communities, resettlement is the ideal course of action for refugees, and therefore in their eyes, the "problem" is merely temporary. When a refugee's stay is perceived to be only temporary there is little economic or social investment in those communities; yet, resettlement, or timely resettlement, is not always an option. Moreover, in countries where legislation aims to integrate refugees into society through housing, educational, and employment opportunities, the strain on programs intended to be temporary is alleviated. This finding helps provide a clearer understanding of why destination countries may be motivated to address the needs of urban refugees: it is more efficient and effective to provide longer-term solutions for refugees who have taken up residence than to default to stop-gap resources and services with no real fixes.

While, proper documentation and standing with the destination country assists refugees with finding opportunities for economic advancement and proper legal protections, without these assurances and other means, urban refugees lack avenues for empowerment and their human rights are threatened. Urban refugees face concerns of being discovered without this documentation and, as a result, often live in hiding, which increases the potential of human and labor exploitation when there is a lack of oversight or recourse in the government for refugees who have become victims. It also reduces the ability to form community ties to one another and with the host city. Urban refugees also

find it difficult to participate in society's financial channels. The Women's Refugee Commission (WRC) notes that because of government restrictions on the ability of refugees to work, employment often comes in informal and/or domestic settings. Informal work – which is work outside of taxable or government regulation that can be, but is not necessarily illegal – may result in arrest, detention, and/or deportation. This type of work puts refugees on a pipeline to a life lacking a decent, livable wage and often having their rights ignored with no legal recourse or advocacy to address the situation. The "informal" nature of the work of refugees in urban areas results in limited access to financial services such as banking and lending, making it difficult to advance in society because these services allow beneficiaries to lease property, gain capital to fund their own businesses, and even simply save money. This emphasizes the need for states to either make documenting urban refugees more accessible or to formally recognize the official UNHCR documentation provided to refugees who need some form of official identification. In addition to financial issues, the WRC also finds that female domestic workers in particular are threatened with gender-based violence. Gender-based-violence is thus another issue that prevents urban refugees from contributing to the society in which they are living. This cycle of violence keeps many urban refugee women from achieving measure of economic empowerment. This cycle, among many of the other conditions faced by urban refugees, also demonstrates the need for partnership able to deliver education, vocational training, financial services, legal aid, and other options to empower refugees to integrate and be productive in the host country, even regardless of legal or economic status.

Urban refugee programs administered by UNHCR and likeminded partners aim to connect refugees in urban areas with offices and agencies providing them with necessary documentation and other administrative and community services, such as banking and housing assistance. In 2012, independent consultants evaluated the 24 largest urban refugee programs UNHCR oversees around the world and provided context for what the agency should do with these programs going forward. According to the consultants' report on executing protections for urban refugees, at present UNHCR programs are implementing more cell phone and Web tools to reach these vulnerable populations. To address the issue of documentation, UNHCR recommends states have policies in place removing barriers to official documentation for refugees in urban areas and respect international legal frameworks such as the *United Nations Refugee Convention* (1951). This documentation must be valid for an appropriate length of time as well as affordable so that refugees will have an easier means to start their lives in host countries and do so legally. UNHCR also develops partnerships in urban areas with community service providers to help reach urban refugees when UNHCR itself cannot. One example comes from the "Solidarity Cities" Programme for Self-Sufficiency and Local Integration in the *2004 Mexico Declaration and Plan of Action to Strengthen the International Protection of Refugees in Latin America*. This program combines technical assistance from the UN, financial assistance from the international community, and implementation from civil society organizations to incorporate refugees into urban life across the region. Further discussion on this topic includes how to identify and work with the local and municipal actors actually implementing policy set by national governments and, additionally, leaders in slums where many refugees live alongside the local urban poor. Essentially, reaching these groups is challenging and finding ways to do so should be part of the future of this topic.

Since 2009, UNHCR has advocated for the expansion of "protection space," a somewhat imprecise area (unlike a refugee camp where people are held) where internationally recognized rights are upheld and UNHCR can pursue its duties without interference. A 2009 review of UNHCR's methods for assisting Iraqi refugees in cities in the Middle East applauded the ability to expand protection space in Jordan, Lebanon, and Syria by providing support to refugee assistance organizations in these countries. Such a program is an example of how UNHCR partnerships benefit refugees through official means as well as by building goodwill within the host country. Codifying the parameters of protection spaces, however, is difficult, because of concerns over infringing over national sovereignty. Rightly so, UNHCR is cautious about its work in precarious situations particularly in regions subject to sudden disruptions in the political system or threats to security. Thus, an exploration of improving upon protection spaces, and better defining what UNHCR can do to keep refugees safe especially those in instable environments may be useful.

UNHCR has a commitment to making sure programs in urban areas for refugees "are based on the principles of age, gender and diversity mainstreaming (AGDM), acknowledging that the different groups found within any refugee population have varying needs, vulnerabilities, capacities and interests which need to be taken into account," as defined in the official agency policy on urban refugees. This provides a great challenge in finding the right policy prescriptions on how to make urban refugees feel safe, considered, and viable members of society because UNHCR must consider how to ensure equity and consistency in its provision of services to urban refugees while respecting individual circumstances of those seeking help. A great concern in efforts to aid urban refugees is how to continue to

build relationships with local and national agencies, advocate for refugee-friendly policies, and provide needed services to urban refugee communities when resources are scarce and future funding is uncertain. As such, UNHCR offices must be adamant about building into their budgets separate allocations specifically for urban refugee services.

In light of this, UNHCR policy has evolved dramatically over the past two decades. It is now more considerate of urban refugees' needs and must continue to do so in the coming years, particularly with respect to incorporating more support from municipal, community, and grassroots partners, documenting practices and policies, and focusing on the legal rights and privileges of displaced people who may or may not have the opportunity to repatriate.

Annotated Bibliography

History of the United Nations High Commissioner for Refugees

United Nations High Commissioner for Refugees. (n.d.). *UNHCR Global Appeal 2014-2015* [Website]. Retrieved 18 May 2014 from: http://www.unhcr.org/ga14/index.xml
> *This Website provides an introduction to UNHCR's basic facts and activities, including emergency response, ensuring protection for people of concern, providing essential needs, working in partnerships, and so on. It also contains regional summaries of Africa, the Middle East and North America, Asia and the Pacific, Europe, and the Americas with regional overviews and information on working environment, responses, policy implementation, and financial information. Additionally, operational support and management is also introduced in the document.*

United Nations High Commissioner for Refugees. (2010). *Statute of the Office of the United Nations High Commissioner for Refuges.* Retrieved 18 May 2014 from: http://www.unhcr.org/3b66c39e1.html
> *This document is one of the most important sources to gain knowledge of UNHCR's history and organizational structure. This Statute provides a clear introduction to UNHCR's history, mandate, functions, rules, and obligations. This document mainly focuses on the structure of UNHCR and to whom it reports. Additionally, this Statute briefly explains the organization and finances of UNHCR.*

United Nations High Commissioner for Refugees. (1 October 2013). *High Commissioner's Opening Statement to the 64th Session of UNHCR's Executive Committee.* Retrieved 18 May 2014 from: http://www.unhcr.org/52553b276.html
> *This document contains the opening speech of the current High Commissioner, António Guterres, on the 64th session of UNHCR's Executive Committee meeting. This resource provides an overview of UNHCR's previous work and partnerships in 2013. The High Commissioner stressed a few key issues of concern to UNHCR, such as the increasing forced displacement of refugees in Afghanistan and Somalia, prevention and response to sexual and gender based violence, and stateless populations.*

I. Strengthening Emergency Preparedness through Capacity Building

Pan American Health Organization and Ministry of Health Belize. (4 September 2013). *National Capacity Building on "Emergency Preparedness and Relief Management for Hospital."* Retrieved 29 June 2014 from: http://www.paho.org/blz/index.php?option=com_content&view=article&id=188:national-capacity-building-on-emergency-preparedness-relief-management-hospital&catid=301:publicaciones
> *The Pan American Health Organization and the Ministry of Health of Belize's co-sponsored Disaster Management training program is one successful example of public health and relief management training. This two-day training consists of a day of general terminologies, such as health and disaster, evacuations, and health provider security, and another day of simulations of emergency response to scenarios such as hurricanes, flooding, mass causalities, and pandemics. This training program effectively trains participants to obtain broader and deeper knowledge on emergency response in the health sector and also passes on experience. The estimated 275 trainees are expected to continue building capacity with their colleagues at the end of training.*

United Nations High Commissioner for Refugees. (n.d.). *UNHCR Global Appeal 2014-2015–Responding to Emergencies.* Retrieved 19 May 2014 from: http://www.unhcr.org/528a0a120.html

> *This document provides important information on UNHCR's supply chain management strategies and emergency response programs. It dives into details on UNCHR's capacity on supply delivery efficiency and a case study on UNHCR's refugee camp in Chad. This document can provide delegates with more insights on UNHCR's role and involvement in emergency response and capacity building programs.*

United Nations High Commissioners for Refugees. (n.d.). *UNHCR Global Strategy for Public Health 2014-2018.* Retrieved 29 June 2014 from: http://www.unhcr.org/530f12d26.html

> *Public health is a unique and important element of capacity building in emergency preparedness, and this document explains why it is complex and what UNHCR's strategies are in the near future. The public health strategy section includes sections in context and situational analysis, strategic objectives, and enabling actions, monitoring, and key UNHCR references. In addition to providing UNHCR's past actions and future strategies, there are also references to other organizations' successful examples and some useful statistics.*

United Nations High Commissioner for Refugees. (September 1999). *A Practical Guide to Capacity Building as a Feature of UNHCR's Humanitarian Programmes.* Retrieved 19 May 2014 from: http://www.unhcr.org/3bbd64845.html

> *This document is a valuable source on capacity building strategies relevant to UNHCR's concerns and programs. Included are explanations of UNHCR's definition of, and involvement in capacity building, constraints UNHCR may encounter, and UNHCR's cooperation with other agencies. Also, the case studies detailed will provide delegates with additional insights on previous and existing capacity-building projects of UNHCR and its partners. The annexes provide capacities analysis worksheets and criteria that could assist delegates in better understanding and evaluating capacity building programs.*

United Nations High Commissioner for Refugees. (2007). *Handbook for Emergencies, Third Edition.* Retrieved 19 May 2014 from: http://www.unhcr.org/472af2972.html

> *There are four sections in this handbook. They are: UNHCR's mandate of international protection and its principles of emergency response, programs and strategies on emergency management, problem areas in refugee emergencies, and guidance on the support, administration, and staffing of field operations. There are also useful references for delegates to do further research on UNHCR and other UN agencies' emergency response programs. This handbook is a useful resource for delegates to understand UNHCR's basic emergency response principles and strategies.*

United Nations High Commissioner for Refugees. (2012). *UNHCR Global Report 2012–Responding to Emergencies.* Retrieved 19 May 2014 from: http://www.unhcr.org/51b1d61b0.html

> *This document is UNHCR's most recent comprehensive report on its emergency response programs and policies. It provides information on staffing and a breakdown of the missions of UNHCR's previous actions. There is also information on UNHCR's cooperation with crisis management organizations to ensure refugees' security. It is a valuable source for delegates that are interested in knowing more information about UNHCR's emergency response programs.*

United Nations, Office for Disaster Risk Reduction. (2013). *Implementation of the Hyogo Framework for Action: Summary of Reports 2007-2013.* Retrieved 14 June 2014 from: http://www.unisdr.org/files/32916_implementationofthehyogoframeworkfo.pdf

> *As one of the most recent international framework on emergency preparedness, many Member States have implemented the Hyogo Framework for Action. This report provides information on the Hyogo Framework for Action's implementation on both national and regional levels. This documents starts with an introduction and overview of the Hyogo Framework for Action's establishment and history, and it explains the Hyogo Framework for Action's implementation. Future expectations follow this information. The Hyogo Framework for Action is a valuable resource for obtaining more knowledge on the current international emergency preparedness framework, and this report provides good evaluations on the framework and future actions.*

II. Responding to Mixed Migration in Europe

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Howe, T. (January 2012). *Refugee Protection and International Migration: Achievements, Challenges and Lessons Learned from UNHCR's 10-Point Plan Project*. Retrieved 7 May 2014 from: http://www.unhcr.org/4f2666749.html
> *The author provides UNHCR with a thorough review of how the 10-Point Plan protects refugees and migrants and the future of the plan. To date, the implementation of the plan has been largely successful in terms of building cooperation and strategic partnerships with regional NGOs, the International Organization for Migration, and governments. However, this report makes clear recommendations for better implementation of the plan going forward including ways in which efficiency can be improved. Delegates will find this a useful resource because this plan is central to UNHCR's work on mixed migration and the author lays out where this issue should go in the future.*

International Organization for Migration. (19 October 2009). *Irregular Migration and Mixed Flows: IOM's Approach*. Retrieved 7 May 2014 from: http://www.iom.int/jahia/webdav/shared/shared/mainsite/about_iom/en/council/98/MC_INF_297.pdf
> *A report from the 98th session of the International Organization for Migration (IOM) Council, this document details the assistance the International Organization for Migration provides to migrants in mixed flows of migration, in support of, and in collaboration with other international organizations. The report emphasizes a comprehensive approach to the issue, including what IOM calls "proactive measures" at the stage before migrants depart their home countries. IOM builds partnerships with governments in Europe to improve response to migrants while directly providing services for vulnerable migrants such as counseling, shelter, and medical care.*

United Nations High Commissioners for Refugees. (29 June 2007). *Ten Point Plan of Action for Refugee Protection and Mixed Migration for Countries Along the Eastern and South Eastern Borders of European Union Member States*. Retrieved 7 May 2014 from: http://www.unhcr.org/4688b4af2.html
> *This report uses a grid of assumptions/constraints vs. actual activities to explain how the 10-Point Plan is implemented in Europe, which was necessary when the plan was still relatively new. The thorough comparison charts each step UNHCR takes when addressing mixed migration, particularly in Europe. Delegates will find it useful when seeking clarification on how any part of the Plan works, and even though it is an older source, its thoroughness helps debunk concerns about its implementation.*

United Nations High Commissioners for Refugees. (February 2011). *Refugee Protection and Mixed Migration: The 10-Point Plan in Action*. Retrieved 7 May 2014 from: http://www.unhcr.org/50a4c2b09.html
> *Although this document is long, it is essential reading on this topic. It describes in detail the goals, implementation, and evaluation of the 10-Point Plan from beginning to end. It touches on all issues related to mixed migration (such as host states identifying needs of new arrivals, combating international crime, and cooperation among international actors), and it can help delegates start research on specific topics tangential to this issue to direct debate of the committee.*

Van Hear, N., Brubaker, R., & T. Bessa. (1 June 2009). *Managing mobility for human development: the growing salience of mixed migration*. Retrieved 20 May 2014 from: http://mpra.ub.uni-muenchen.de/19202/1/MPRA_paper_19202.pdf
> *This report clearly defines the distinction between migrant and refugee – the basis for an understanding of mixed migration and the challenges it poses both to host states and migrants alike. Most importantly, it makes policy recommendations that show how transnational interactions and international partnerships that come from mixed migration point to a "durable solution" where refugee crises and migration concerns arise. Delegates will find this source useful because of its in-depth explanation of mixed migration and why it is worth a separate distinction in the discussion of refugees and migration, as well as for its policy conclusions.*

III. Addressing the Needs of Urban Refugees

Crisp, J., Janz, J., Riera, J., & S. Samy. (July 2009). *Surviving in the City: A Review of UNHCR's Operation for Iraqi Refugees in Urban Areas of Jordan, Lebanon and Syria*. Retrieved 4 May 2014 from: http://www.unhcr.org/4a69ad639.html

This review focuses on Iraqi refugees that resettled in neighboring urban areas, posing challenges to their host country because of the instability of these areas. The authors note that while UNHCR had agreements with local authorities to help protect Iraqis fleeing fighting in their country, these agreements were difficult to institutionalize and therefore were tenuous, subject to change based on the situation, and mood of the host country. The document also raises interesting questions about establishing programs in urban areas that can guide delegates in their preparation and deliberations on the topic.

Morand, M., Mahoney, K., Bellour, S., & J. Rabkin. (2012). *The Implementation of UNHCR's Policy on Refugee Protection and Solutions in Urban Areas*. Retrieved 21 May 2014 from: http://reliefweb.int/sites/reliefweb.int/files/resources/UNHCRs%20Policy%20on%20Refugee%20Protection%20and%20Solutions%20in%20Urban%20Areas.pdf

By request of UNHCR, four independent consultants conducted a survey of the programs that reach out to urban refugees around the world. This document presents the findings in a clear way by defining the problems faced by urban refugees and making recommendations how to address each issue. Delegates may consult this resource to read a thorough breakdown of the 2009 policy shift and how it is actually being implemented on the ground, with recommendations for UNHCR and host states, such as creating documentation for refugees that lasts a sufficient amount of time (exactly how long is up for discussion), connecting with refugee communities to improve quality of life, and making urban life safer for refugees through various means.

United Nations High Commissioners for Refugees. (September 2009*). UNHCR Policy on Refugee Protection and Solutions in Urban Areas*. Retrieved 4 May 2014 from: http://www.unhcr.org/4ab356ab6.pdf

This is an excellent source for statistics and overall positioning of the committee on the topic of urban refugees. It is a must-read because the majority of UNHCR's work on the topic since 2009 has been based on this policy statement. The paper dives into how the rapid increase in world population coupled with the booming trend of urbanization affects refugee services and protection. The annex to this report also provides great resources on the topic.

United Nations High Commissioners for Refugees. (4 December 2009). *Challenges for Persons of Concern to UNHCR in Urban Settings*. Retrieved 3 May 2014 from: http://www.unhcr.org/4b0ea8f89.html

This document details the plight of urban refugee from multiple angles. It also answers the question of why focus on refugees in cities as a separate population from other refugees is important, namely because of the unique challenges of cities. It also evaluates partnerships in the field with NGOs and governments, and provides evaluations of what these partnerships did to provide services for refugees all over the world.

Women's Refugee Commission. (January 2013). *Economic Empowerment of Urban Refugee Youth*. Retrieved 4 May 2014 from: http://womensrefugeecommission.org/*programs*/livelihoods/urban-refugees

Providing clear recommendations for advocacy and action, this report does a good job focusing on how issues that affect urban refugees in general are having another type of impact on youth refugees. By focusing on one group, this paper makes clear how devoting effort to economic empowerment and education are crucial for youth who wish to thrive despite their circumstances. This report diagnoses issues for urban refugee youth and prescribes governmental action to help integrate urban refugees into society and provide vocational training to those who seek skills – ultimately leading to a more stable and productive economic life.

Rules of Procedure of the United Nations High Commissioner for Refugees (UNHCR)

Introduction

1. These rules shall be the only rules that apply to the United Nations High Commissioner for Refugees (hereinafter referred to as "the Committee") and shall be considered adopted by the Committee prior to its first meeting.

2. For purposes of these rules, the Director, the Assistant Director, and the Director of Conference Services are designates and agents of the Secretary-General and Deputy Secretary-General, and are collectively referred to as the "Secretariat."

3. Interpretation of the rules shall be reserved exclusively to the Secretary-General and the Deputy Secretary-General or her/his designate. Such interpretation shall be in accordance with the philosophy and principles of the National Model United Nations (NMUN) and in furtherance of the educational mission of that organization.

4. For the purposes of these rules, "President" shall refer to the chairperson or acting chairperson of the Committee, which can be any member of the Secretariat or their designate.

5. The practice of striving for consensus in decision-making shall be encouraged. NMUN also acknowledges it may sometimes be necessary for a Member State to abstain or vote against a resolution it cannot support for policy reasons.

I. SESSIONS

Rule 1 - *Dates of convening and adjournment*

The Committee shall meet every year in regular session, commencing and closing on the dates designated by the Secretary-General.

Rule 2 - *Place of sessions*

The Committee shall meet at a location designated by the Secretary-General.

II. AGENDA

Rule 3 - *Provisional agenda*

The provisional agenda shall be drawn up by the Deputy Secretary-General and communicated to the members of the Committee at least sixty days before the opening of the session.

Rule 4 - *Adoption of the agenda*

The agenda provided by the Deputy Secretary-General shall be considered adopted as of the beginning of the session. The order of the agenda items shall be determined by a majority vote of those present and voting.

The vote described in this rule is a procedural vote and, as such, observers are permitted to cast a vote. For purposes of this rule, those present and voting means those Member States and observers, in attendance at the meeting during which this motion comes to a vote. Should the Committee not reach a decision by conclusion of the first night's meeting, the agenda will be automatically set in the order in which it was first communicated.

Rule 5 - *Revision of the agenda*

During a session, the Committee may revise the agenda by adding, deleting, deferring or amending items. Only important and urgent items shall be added to the agenda during a session. Debate on the inclusion of an item in the agenda shall be limited to three speakers in favor of, and three against, the inclusion. Additional items of an important and urgent character, proposed for inclusion in the agenda less than thirty days before the opening of a session, may be placed on the agenda if the Committee so decides by a two-thirds majority of the members present and voting. No additional item may, unless the Committee decides otherwise by a two-thirds majority of the members present and voting, be considered until a commission has reported on the question concerned.

> *For purposes of this rule, the determination of an item of an important and urgent character is subject to the discretion of the Deputy Secretary-General, or his or her designate, and any such determination is final. If an item is determined to be of such a character, then it requires a two-thirds vote of the Committee to be placed on the agenda. The votes described in this rule are substantive votes, and, as such, observers are not permitted to cast a vote. For purposes of this rule, ―the members "present and voting" ― means members (not including observers) in attendance at the session during which this motion comes to vote.*

Rule 6 - *Explanatory memorandum*

Any item proposed for inclusion in the agenda shall be accompanied by an explanatory memorandum and, if possible, by basic documents.

III. SECRETARIAT

Rule 7 - *Duties of the Secretary-General*

1. The Secretary-General or her/his designate shall act in this capacity in all meetings of the Committee.

2. The Secretary-General, in cooperation with the Deputy Secretary-General, shall provide and direct the staff required by the Committee and be responsible for all the arrangements that may be necessary for its meetings.

Rule 8 - *Duties of the Secretariat*

The Secretariat shall receive and distribute documents of the Commission to the Members, and generally perform all other work which the Committee may require.

Rule 9 - *Statements by the Secretariat*

The Secretary-General or her/his designate, may make oral as well as written statements to the Committee concerning any question under consideration.

Rule 10 - *Selection of the President*

The Secretary-General or her/his designate shall appoint, from applications received by the Secretariat, a President who shall hold office and, *inter alia*, chair the Committee for the duration of the session, unless otherwise decided by the Secretary-General.

Rule 11 - *Replacement of the President*

If the President is unable to perform her/his functions, a new President shall be appointed for the unexpired term at the discretion of the Secretary-General or her/his designate.

IV. LANGUAGE

Rule 12 - *Official and working language*

English shall be the official and working language of the Committee during scheduled sessions (both formal and informal) of the Committee.

Rule 13 - *Interpretation (oral) or translation (written)*

Any representative wishing to address any body or submit a document in a language other than English shall provide interpretation or translation into English.

> *This rule does not affect the total speaking time allotted to those representatives wishing to address the body in a language other than English. As such, both the speech and the interpretation must be within the set time limit. The language should be the official language of the country you are representing at NMUN.*

V. CONDUCT OF BUSINESS

Rule 14 - *Quorum*

The President may declare a meeting open and permit debate to proceed when representatives of at least one-third of the members of the Committee are present. The presence of representatives of a majority of the members of the Committee shall be required for any decision to be taken.

> *For purposes of this rule, members of the Committee means the total number of members (not including observers) in attendance at the first night's meeting (session).*

Rule 15 - *General powers of the President*

In addition to exercising the powers conferred upon him or her elsewhere by these rules, the President shall declare the opening and closing of each meeting of the Committee, direct the discussions, ensure observance of these rules, accord the right to speak, put questions to vote and announce decisions. The President, subject to these rules, shall have complete control of the proceedings of the Committee and over the maintenance of order at its meetings. He or she shall rule on points of order. The President may propose to the Committee the closure of the list of speakers, a limitation on the speakers time and on the number of times the representative of each member may speak on an item, the adjournment or closure of the debate, and the suspension or adjournment of a meeting.

> *Included in these enumerated powers is the power to assign speaking times for all speeches incidental to motions and amendment. Further, the President is to use her/his discretion, upon the advice and at the consent of the Secretariat, to determine whether to entertain a particular motion based on the philosophy and principles of the NMUN. Such discretion should be used on a limited basis and only under circumstances where it is necessary to advance the educational mission of the Conference and is limited to entertaining motions.*

Rule 16 - *Authority of the Committee*

The President, in the exercise of her or his functions, remains under the authority of the Committee.

Rule 17 - *Voting rights on procedural matters*

Unless otherwise stated, all votes pertaining to the conduct of business shall require a favorable vote by the majority of the members "present and voting" in order to pass.

> *For purposes of this rule, the members present and voting mean those members (including observers) in attendance at the meeting during which this rule is applied. Note that observers may vote on all procedural votes; they may, however, not vote on substantive matters (see Chapter VI). Every delegation must cast a vote in procedural votes. Further, there is no possibility to abstain or pass on procedural votes*

Rule 18 - *Points of order*

During the discussion of any matter, a representative may rise to a point of order, and the point of order shall be immediately decided by the President in accordance with the rules of procedure. A representative may appeal against the ruling of the President. The appeal shall be immediately put to the vote, and the President's ruling shall stand unless overruled by a majority of the members present and voting. A representative rising to a point of order may not speak on the substance of the matter under discussion.

> *Such points of order should not under any circumstances interrupt the speech of a fellow representative. They should be used exclusively to correct an error in procedure. Any questions on order arising during a speech made by a representative should be raised at the conclusion of the speech, or can be addressed by the President, sua sponte (on her/his own accord), during the speech. For purposes of this rule, the members present and voting mean those members (including observers) in attendance at the meeting during which this motion comes to vote.*

Rule 19 - *Speeches*

No representative may address the Committee without having previously obtained the permission of the President. The President shall call upon speakers in the order in which they signify their desire to speak. The President may call a speaker to order if his remarks are not relevant to the subject under discussion.

> *In line with the philosophy and principles of the NMUN, in furtherance of its educational mission, and for the purpose of facilitating debate, the Secretariat will set a time limit for all speeches which may be amended by the Committee through a vote if the President, at his or her discretion, decides to allow the Committee to decide. In no case shall the speakers time be changed during the first scheduled session of the Committee. Consequently, motions to alter the speaker's time will not be entertained by the President. The content of speeches should be pertinent to the agenda as set by the Committee.*

Rule 20 - *List of Speakers*

Members may only be on the list of speakers once but may be added again after having spoken. During the course of a debate, the President may announce the list of speakers and, with the consent of the Committee, declare the list closed. Once the list has been closed, it can be reopened upon by a vote of the Committee. When there are no more speakers, the President shall declare the debate closed. Such closure shall have the same effect as closure by decision of the Committee.

> *The decision to announce the list of speakers is within the discretion of the President and should not be the subject of a motion by the Committee. A motion to close the speakers list or reopen (if the list has already been closed) is within the purview of the Committee and the President should not act on her/his own motion.*

Rule 21 - *Right of reply*

If a remark impugns the integrity of a representative's State, the President may permit that representative to exercise her/his right of reply following the conclusion of the controversial speech, and shall determine an appropriate time limit for the reply. No ruling on this question shall be subject to appeal.

> *For purposes of this rule, a remark that impugns the integrity of a representative's State is one directed at the governing authority of that State and/or one that puts into question that State's sovereignty or a portion thereof. All interventions in the exercise of the right of reply shall be addressed in writing to the Secretariat and shall not be raised as a point of order or motion. The reply shall be read to the Committee by the representative only upon approval of the Secretariat, and in no case after voting has concluded on all matters relating to the agenda topic, during the discussion of which, the right arose. The right of reply will not be approved should it impugn the integrity of another State.*

Rule 22 - *Suspension of the meeting*

During the discussion of any matter, a representative may move the suspension of the meeting, specifying a time for reconvening. Such motions shall not be debated but shall be put to a vote immediately, requiring the support of a majority of the members present and voting to pass. Delegates should not state a purpose for the suspension.

> *This motion should be used to suspend the meeting for lunch or at the end of the scheduled board session time. Delegates should properly phrase this motion as "suspension of the meeting," and provide a length of time when making the motion.*

Rule 23 - *Adjournment of the meeting*

During the discussion of any matter, a representative may move to the adjournment of the meeting. Such motions shall not be debated but shall be put to the vote immediately, requiring the support of a majority of the members present and voting to pass. After adjournment, the Committee shall reconvene at its next regularly scheduled meeting time.

> *As this motion, if successful, would end the meeting until the Committee's next regularly scheduled session the following year, and in accordance with the philosophy and principles of the NMUN and in furtherance of its educational mission, the President will not entertain such a motion until the end of the last meeting of the Committee.*

Rule 24 - *Adjournment of debate*

During the discussion of any matter, a representative may move the adjournment of the debate on the item under discussion. Two representatives may speak in favor of, and two against, the motion, after which the motion shall be immediately put to the vote. The President may limit the time to be allowed to speakers under this rule.

Rule 25 - *Closure of debate*

A representative may at any time move the closure of debate on the item under discussion, whether or not any other representative has signified her/his wish to speak. Permission to speak on the motion shall be accorded only to two representatives opposing the closure, after which the motion shall be put to the vote immediately. Closure of debate shall require a two-thirds majority of the members present and voting. If the Committee favors the closure of debate, the Committee shall immediately move to vote on all proposals introduced under that agenda item.

Rule 26 - *Order of motions*

Subject to Rule 18, the motions indicated below shall have precedence in the following order over all proposals or other motions before the meeting:

1. To suspend the meeting;

2. To adjourn the meeting;

3. To adjourn the debate on the item under discussion;

4. To close the debate on the item under discussion.

Rule 27 - *Proposals and amendments*

Proposals and amendments shall normally be submitted in writing to the Secretariat. Any proposal or amendment that relates to the substance of any matter under discussion shall require the signature of twenty percent of the members of the Committee [sponsors].

The Secretariat may, at its discretion, approve the proposal or amendment for circulation among the delegations. As a general rule, no proposal shall be put to the vote at any meeting of the Committee unless copies of it have been

circulated to all delegations. The President may, however, permit the discussion and consideration of amendments or of motions as to procedure, even though such amendments and motions have not been circulated.

If the sponsors agree to the adoption of a proposed amendment, the proposal shall be modified accordingly and no vote shall be taken on the proposed amendment. A document modified in this manner shall be considered as the proposal pending before the Committee for all purposes, including subsequent amendments.

> *For purposes of this rule, all proposals shall be in the form of working papers prior to their approval by the Secretariat. Working papers will not be copied, or in any other way distributed, to the Committee by the Secretariat. The distribution of such working papers is solely the responsibility of the sponsors of the working papers. Along these lines, and in furtherance of the philosophy and principles of the NMUN and for the purpose of advancing its educational mission, representatives should not directly refer to the substance of a working paper that has not yet been accepted as a draft resolution during formal speeches. After approval of a working paper, the proposal becomes a draft resolution and will be copied by the Secretariat for distribution to the Committee. These draft resolutions are the collective property of the Committee and, as such, the names of the original sponsors will be removed. The copying and distribution of amendments is at the discretion of the Secretariat, but the substance of all such amendments will be made available to all representatives in some form. Should delegates wish to withdraw a working paper or draft resolution from consideration, this requires the consent of all sponsors.*

Rule 28 - *Withdrawal of motions*

A motion may be withdrawn by its proposer at any time before voting has commenced, provided that the motion has not been amended. A motion thus withdrawn may be reintroduced by any member.

Rule 29 - *Reconsideration of a topic*

When a topic has been adjourned, it may not be reconsidered at the same session unless the Committee, by a two-thirds majority of those present and voting, so decides. Reconsideration can only be moved by a representative who voted on the prevailing side of the original motion to adjourn. Permission to speak on a motion to reconsider shall be accorded only to two speakers opposing the motion, after which it shall be put to the vote immediately. The President may limit the time to be allowed to speakers under this rule.

Rule 30 - *Invitation to silent prayer or meditation*

Immediately after the opening of the meeting and immediately preceding the closing of the final meeting, the President shall invite the representatives to observe one minute of silence dedicated to prayer or meditation with the motion to do so by a representative.

VI. VOTING

Rule 31 - *Voting rights*

Each member of the Committee shall have one vote.

> *This rule applies to substantive voting on amendments, draft resolutions, and portions of draft resolutions divided out by motion. As such, all references to member(s) do not include observers, who are not permitted to cast votes on substantive matters.*

Rule 32 - *Request for a vote*

A proposal or motion before the Committee for decision shall be voted upon if any member so requests. Where no member requests a vote, the Committee may adopt proposals or motions without a vote.

> *For purposes of this rule, proposal means any draft resolution, an amendment thereto, or a portion of a draft resolution divided out by motion. Just prior to a vote on a particular proposal or motion, the President may ask if there are any objections to passing the proposal or motion by acclamation, or a*

member may move to accept the proposal or motion by acclamation. If there are no objections to the proposal or motion, then it is adopted without a vote. Adoption by "acclamation" or "without a vote" is consistent not only with the educational mission of the conference but also the way in which the United Nations adopts a majority of its proposals.

Rule 33 - *Majority required*

1. Unless specified otherwise in these rules, decisions of the Committee shall be made by a majority of the members present and voting.

2. For the purpose of tabulation, the phrase "members present and voting" means members casting an affirmative or negative vote. Members which abstain from voting are considered as not voting.

    All members declaring their representative States as "present and voting" during the attendance roll-call for the meeting during which the substantive voting occurs, must cast an affirmative or negative vote, and cannot abstain on substantive votes.

Rule 34 - *Method of voting*

1. The Committee shall normally vote by a show of placards, except that a representative may request a roll-call, which shall be taken in the English alphabetical order of the names of the members, beginning with the member whose name is randomly selected by the President. The name of each member shall be called in any roll-call, and one of its representatives shall reply "yes," "no," "abstention," or "pass."

    Only those members who designate themselves as present or present and voting during the attendance roll-call, or in some other manner communicate their attendance to the President and/or Secretariat, are permitted to vote and, as such, no others will be called during a roll-call vote. Any representatives replying pass must, when requested a second time, respond with either a yes or no vote. A pass cannot be followed by a second pass for the same proposal or amendment, nor can it be followed by an abstention on that same proposal or amendment.

2. When the Committee votes by mechanical means, a non-recorded vote shall replace a vote by show of placards and a recorded vote shall replace a roll-call vote. A representative may request a recorded vote. In the case of a recorded vote, the Committee shall dispense with the procedure of calling out the names of the members.

3. The vote of each member participating in a roll-call or a recorded vote shall be inserted in the record.

Rule 35 - *Explanations of vote*

Representatives may make brief statements consisting solely of explanation of their votes after the voting has been completed. The representatives of a member sponsoring a proposal or motion shall not speak in explanation of vote thereon, except if it has been amended, and the member has voted against the proposal or motion.

All explanations of vote must be submitted to the President in writing before debate on the topic is closed, except where the representative is of a member sponsoring the proposal, as described in the second clause, in which case the explanation of vote must be submitted to the President in writing immediately after voting on the topic ends. Only delegates who are sponsors of a draft resolution that has been adopted with an unfriendly amendment, whom subsequently voted against the draft resolution may explain their vote.

Rule 36 - *Conduct during voting*

After the President has announced the commencement of voting, no representatives shall interrupt the voting except on a point of order in connection with the actual process of voting.

For purposes of this rule, there shall be no communication among delegates, and if any delegate leaves the Committee room during voting procedure, they will not be allowed back into the room until the Committee

has convened voting procedure. Should a delegate who is also serving as Head Delegate leave the room, they may reenter but they may not retake their seat and participate in the vote.

Rule 37 - *Division of proposals and amendments*

Immediately before a proposal or amendment comes to a vote, a representative may move that parts of a proposal or of an amendment should be voted on separately. If there are calls for multiple divisions, those shall be voted upon in an order to be set by the President where the most radical division will be voted upon first. If an objection is made to the motion for division, the request for division shall be voted upon, requiring the support of a majority of those present and voting to pass. Permission to speak on the motion for division shall be given only to two speakers in favor and two speakers against. If the motion for division is carried, those parts of the proposal or of the amendment which are approved shall then be put to a vote. If all operative parts of the proposal or of the amendment have been rejected, the proposal or amendment shall be considered to have been rejected as a whole.

> *For purposes of this rule, most radical division means the division that will remove the greatest substance from the draft resolution, but not necessarily the one that will remove the most words or clauses. The determination of which division is most radical is subject to the discretion of the Secretariat, and any such determination is final.*

Rule 38 - *Amendments*

An amendment is a proposal that does no more than add to, delete from, or revise part of another proposal. Permission to speak on the amendment shall be given only to two speakers in favor and two speakers against.

> *An amendment can add, amend, or delete entire operative clauses, but cannot in any manner add, amend, delete, or otherwise affect preambular clauses or sub-clauses of operative clauses. The President may limit the time to be allowed to speakers under this rule. These speeches are substantive in nature.*

Rule 39 - *Voting on amendments*

When an amendment is moved to a proposal, the amendment shall be voted on first. When two or more amendments are moved to a proposal, the amendment furthest removed in substance from the original proposal shall be voted on first and then the amendment next furthest removed there from, and so on until all the amendments have been put to the vote. Where, however, the adoption of one amendment necessarily implies the rejection of another amendment, the latter shall not be put to the vote. If one or more amendments are adopted, the amended proposal shall then be voted on.

> *For purposes of this rule, furthest removed in substance means the amendment that will have the most significant impact on the draft resolution. The determination of which amendment is furthest removed in substance is subject to the discretion of the Secretariat, and any such determination is final.*

Rule 40 - *Order of voting on proposals*

If two or more proposals, other than amendments, relate to the same question, they shall, unless the Committee decides otherwise, be voted on in the order in which they were submitted.

Rule 41 - *The President shall not vote*

The President shall not vote but may designate another member of her/his delegation to vote in her/his place.

VII. CREDENTIALS

Rule 42 - *Credentials*

The credentials of representatives and the names of members of a delegation shall be submitted to the Secretary-General prior to the opening of a session.

Rule 43 - *Authority of the General Assembly*

The Committee shall be bound by the actions of the General Assembly in all credentials matters and shall take no action regarding the credentials of any member.

VII. PARTICIPATION OF NON-MEMBERS OF THE COMMITTEE

Rule 44 - *Participation of non-Member States*

The Committee shall invite any Member of the United Nations that is not a member of the Committee and any other State, to participate in its deliberations on any matter of particular concern to that State.

A sub-board or sessional body of the Committee shall invite any State that is not one of its own members to participate in its deliberations on any matter of particular concern to that State. A State thus invited shall not have the right to vote, but may submit proposals which may be put to the vote on request of any member of the body concerned.

> *If the Committee considers that the presence of a Member invited, according to this rule, is no longer necessary, it may withdraw the invitation. Delegates invited to the Committee according to this rule should also keep in mind their role and obligations in the Committee that they were originally assigned to. For educational purposes of the NMUN Conference, the Secretariat may thus ask a delegate to return to his or her board when his or her presence in the Committee is no longer required. Delegates may request the presence of a non-member of their board simply by informing the President that this is the desire of the body, there is no formal procedural process.*

Rule 45 - *Participation of national liberation movements*

The Committee may invite any national liberation movement recognized by the General Assembly to participate, without the right to vote, in its deliberations on any matter of particular concern to that movement.

> *National liberation movements are only represented at NMUN in two ways: (1) if their delegation has been assigned explicitly the national liberation movement itself; or (b) should the Security Commission wish to hear from a representative of the movement in their deliberations, the Secretariat shall provide the appropriate representative.*

Rule 46 - *Participation of and consultation with specialized agencies*

In accordance with the agreements concluded between the United Nations and the specialized agencies, the specialized agencies shall be entitled: a) To be represented at meetings of the Committee and its subsidiary organs; b) To participate, without the right to vote, through their representatives, in deliberations with respect to items of concern to them and to submit proposals regarding such items, which may be put to the vote at the request of any member of the Committee or of the subsidiary organ concerned.

> *NMUN does not assign delegations to Specialized Agencies.*

Rule 47 - *Participation of non-governmental organization and intergovernmental organizations*

Representatives of non-governmental organizations/intergovernmental organizations accorded consultative observer status by the Economic and Social Council and other non-governmental organizations/intergovernmental organizations designated on an ad hoc or a continuing basis by the Committee on the recommendation of the Bureau, may participate, with the procedural right to vote, but not the substantive right to vote, in the deliberations of the Committee on questions within the scope of the activities of the organizations.

> *NMUN will assign delegations an NGO instead of a Member State upon request.*