



GERMUN 2019

Security Council Background Guide Update

I. Environmental Migration as a Concern for Peace and Security

Recent Development

During the Africa Week 2017 from 16th – 20th October 2017¹, the UN ECOSOC chamber organized a High-level event “Addressing the Climate Change - Migration Nexus and its Implications for Peace and Security in Africa”. Regarding the challenges of environmental migration due to climate change, the African continent will be most affected by displacements and emerging conflicts.² As climate change causes increasing natural disasters, deforestation and desertification, the Food and Agriculture Organization estimates a decline of 50 per cent in crop yields by 2020.³ Cuts in agricultural production poses not only an economic threat, but especially a humanitarian threat for African livelihoods, which might lead to internal, regional and trans-regional migration as well as to fights over access to resources.⁴ For achieving the Agenda 2030 for Sustainable Development as well as the Agenda 2063 set by the African Union, the High-Level event called for better understanding of the interdependence between migration and climate change and worked on best practices for mitigating the negative impact of climate change on migration.⁵

At the end of 2017, IOM published its annual *World Migration Report 2018*, in which the organization indicates 40.3 million internally displaced persons (IDPs) and 22.5 million refugees worldwide.⁶ Concerning environmental migration the report stresses especially the data gap within quantitative data on movements of environmental migration, which hinders reliable research on long-term trends and effects of internal as well as international environmental migration.⁷ Whereas some countries already developed well-functioning national regulations to respond to environmental migrants, the majority is still missing possible mechanisms, especially considered on a global level.⁸

In June 2018, the European Union under High Representative for Foreign Affairs and Security Policy Federica Mogherini hosted the High-level event “Climate, Peace and Security: The Time for Action”.⁹ The conference included international ministers, experts on climate change and its possible threat to peace and security as well as UN representatives.¹⁰ Mogherini stressed the necessity for Europe to climate action in order to achieve sustainable peace: "Here in Europe, experience tells us that peace and security are not only about peace treaties and defense budgets. (...) When we invest in the fight against climate change, we invest in our own security."¹¹ The representatives at the conference acknowledged increasingly extreme weather events, desertification and further environmental degradation that will affect people’s livelihoods.¹² They especially focused on measures to reduce vulnerability “by strengthening the resilience of communities and states”.¹³ Despite of international

¹ Office of the Special Adviser on Africa, Africa Week (16 – 20 October 2017), 2017

² ECOSOC Chamber, Africa Week 2017, Concept Note High-Level Event, Addressing the Climate Change - Migration Nexus and its Implications for Peace and Security in Africa, 2017, p. 2

³ Ibid.

⁴ Ibid. pp. 2

⁵ Ibid. p. 6

⁶ IOM, World Migration Report 2018, 2017, p. 2.

⁷ Ibid. pp. 40.

⁸ Ibid. p. 41.

⁹ European Union External Action, Climate, Peace and Security: Time for Action, 2018

¹⁰ Ibid.

¹¹ Ibid.

¹² Ibid.

¹³ Ibid.

achievements of the Paris Agreement and the 2030 Agenda, participants called for further global cooperation.¹⁴

At the same time, UN Environment emphasized the danger of environmental degradation together with “political, economic and social insecurity”¹⁵ as “major drivers of migration”¹⁶. It encouraged Member States to address climate security while focusing on causes and impacts of climate change.¹⁷ Besides, UN Environment proposed measures of water management, “a Marshall plan on solar energy”¹⁸ as well as assistance for urbanization in Africa. All suggestions aim at relieving stress from natural resources and thus, preventing environmental insecurity leading to conflicts.¹⁹

In December 2018, the UN GA adopted the *Global Compact for Safe, Orderly and Regular Migration* during its “Intergovernmental Conference to Adopt the Global Compact for Safe, Orderly and Regular Migration” in Marrakech, Morocco.²⁰ The outcome represents the first global agreement on the protection of migrants.²¹ It calls for a comprehensive approach to international migration movements²² and aims at establishing shared principles for migration management²³. Furthermore, it encourages Member States to invest in research programmes on the root causes of conflict and recognizes climate change as a key factor that forces people to leave their country of origin²⁴.

Whereas many actors fought for more action within the field of environmental migration, the United Nations Security Council failed in playing an active role within the affair of environmental migration and its concern for international stability. The council did not manage to have a meeting explicitly on environmental migration and further avoided drafting any resolutions or presidential statements on the matter. However, there is an open debate planned on “Maintenance of international peace and security: addressing the impacts of climate related disasters on international peace and security” for January 2019.²⁵

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¹⁴ Ibid.

¹⁵ UN Environment, Marking the time for action on climate, peace, and security, 2018

¹⁶ Ibid.

¹⁷ Ibid.

¹⁸ Ibid.

¹⁹ Ibid.

²⁰ UN Meetings Coverage and Press Release, World Leaders Adopt First-Ever Global Compact on Migration, Outlining Framework to Protect Millions of Migrants, Support Countries Accommodating Them, 2018.

²¹ UN General Assembly, Global Compact for Safe, Orderly and Regular Migration (A/RES/73/195), 2018, p. 9.

²² UN Meetings Coverage and Press Release, World Leaders Adopt First-Ever Global Compact on Migration, Outlining Framework to Protect Millions of Migrants, Support Countries Accommodating Them, 2018.

²³ Ibid.

²⁴ UN General Assembly, Global Compact for Safe, Orderly and Regular Migration (A/RES/73/195), 2018, p. 9.

²⁵ UN Security Council, Provisional Programme of Work of the Security Council – January 2019, 2019

Office of the Special Adviser on Africa. (2017). Africa Week (16 – 20 October 2017). Retrieved 11 January 2019 from: <http://www.un.org/en/africa/osaa/events/africaweek/>

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United Nations, General Assembly, Seventy-third session (2018), *Global Compact for Safe, Orderly and Regular Migration (A/RES/73/195)* [Resolution]. Retrieved 11 January 2019 from: <https://documents-dds-ny.un.org/doc/UNDOC/LTD/N18/437/00/PDF/N1843700.pdf?OpenElement>

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II. Preventing Violence Towards Refugees and IDPs

“Unless we make it possible for women, men and children to realize their potential, meet their needs, exercise their human rights and fulfil their aspirations in their country of origin, they will continue to move out of necessity, rather than choice.”²⁶

Introduction

There are around 40 million people living in internal displacement as a result of conflict and violence at the moment. Seventy-six per cent of these internally displaced people (IDPs) are concentrated in just ten countries.²⁷ IDPs are those who had to flee their homes in search of safety from violence or persecution, but have not crossed their countries' border to do so.²⁸ Refugees are defined as those fleeing conflict or persecution and thereby crossing an international boundary.²⁹ By the end of 2017, 68.5 million individuals were forcibly displaced worldwide as a result of persecution, conflict or generalized violence. The population of forcibly displaced remains yet again a record high.³⁰ The dire situation of refugees and IDPs is often created as a result of conflict and persecution, including physical assault, torture, sexual and gender-based violence, natural disasters and other forms of hardship.³¹ These issues are of cross-border relevance and affect many communities.³² Particularly the conflicts in Syria, Iraq, South Sudan, Ukraine, the Central African Republic and the Democratic Republic of Congo led to a large increase in the number of refugees and IDPs.³³ The Security Council's (SC) essential role within the aforementioned issues becomes apparent considering the Council's primary purpose stated within Chapter V of the Charter of the United Nations (UN Charter): to maintain international peace and security.

International and Regional Framework

The Universal Declaration of Human Rights (UDHR) (1948) is pivotal in defining human rights and their exact conditions and requirements.³⁴ The right to life, liberty and security is established in articles 2 and 3, which accordingly shall be protected from discrimination, even with regard to political status.³⁵ This is essential to the discussion on the situation of refugees and IDPs worldwide, as it provides legitimacy to their claims for protection.³⁶ Protecting human rights and peace and security is a fundamental task of the United Nations (UN) and in particular the SC. The UN Charter (1946) outlines this purpose as such: *“To maintain international peace and security, and to take effective collective measures for the prevention and removal of threats to the peace”* and to *“[reaffirm] faith in fundamental human rights, in the dignity and worth of the human person.”³⁷* The specific needs of refugees are addressed within the Convention Relating to the Status of Refugees (1951) and the Protocol Relating to the Status of Refugees (1951), which are the foundations from which much international policy and law is derived in order to establish actions to protect refugees.³⁸ The Convention Relating to the Status of Refugees expanded the term “refugee” to be inclusive of all ethnic, cultural and racial backgrounds, while the Protocol Relating to the Status of Refugees broadened the definition for refugees to be applied to anyone within any geographic region.³⁹ Further definitions on refugees including persons who are fleeing the general effects of violence and conflict

²⁶ Statement by António Guterres, within his office as United Nations High Commissioner for Refugees, on Poverty Reduction and Development, at the *Progressive Governance Conference*, London, 4 April 2008.

²⁷ IDMC, *2018 Global Report on Internal Displacement (GRID 2018)*, 2018.

²⁸ UNHCR, *World at War Global Trends: Forced Displacement in 2017*, 2017.

²⁹ USA for UNHCR, *What is a Refugee?*. 2016.

³⁰ UNHCR, *Global Trends – Forced Displacement in 2017*, 2017.

³¹ Syria: *The Story of the Conflict*, BBC News, 2016.

³² António Guterres, *Secretary General's Message: World Refugee Day 2018*, 2018.

³³ IDMC, *2018 Global Report on Internal Displacement (GRID 2018)*, 2018.

³⁴ UN General Assembly, *Universal Declaration on Human Rights (A/RES/217 A(111))*, 1948.

³⁵ *Ibid.*

³⁶ *Ibid.*

³⁷ *Charter of the United Nations*, 1946.

³⁸ UNHCR, *Convention and Protocol Relating to the Status of Refugees*.

³⁹ UNHCR, *Protocol Relating to the Status of Refugees*, 1951.

within their regions are provided by the Cartagena Declaration on Refugees (1987) and the Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa (1969).⁴⁰ These key documents outline the internationally agreed safety standards that need to be granted to refugees. Another important document is the General Assembly's Declaration on Territorial Asylum (1967).⁴¹ This Resolution establishes the right to claim asylum, which is crucial within the establishment of safety for refugees and according to article 1(3) of the Declaration on Territorial Asylum to be dealt with by the individual Member State to which such status is claimed.⁴²

Role of the International System

Within the international community, various groups devoted themselves to the prevention of violence towards refugees. The SC however remains unique in its position to deploy peacekeeping missions. Currently, 15 peacekeeping missions are deployed globally.⁴³ These operations include the deployment of peacekeeping troops, which requires consent from the sovereign state before the troops are deployed.⁴⁴ In case such consent is given, peacekeeping missions can be deployed to maintain peace and security, facilitate peaceful political processes, protect civilians, support organized elections and serve other purposes to provide infrastructural and political stability in areas of conflict.⁴⁵

Another of the SC's focuses is ensuring peace by promoting peaceful, diplomatic negotiations.⁴⁶ Peacetalks have been initiated in Syria and their breakdown as well as the increase of hostilities within the country led to the adoption of resolution 2268 (2016), which called for the immediate cessation of violence in the area.⁴⁷ Refugees are often subjected to physical violence from armed combatants and therefore benefit greatly from successful peace negotiations and disarmament of militarized troops.⁴⁸

The Office of the United Nations High Commissioner for Refugees (UNHCR) was originally created to deal with the mass migration at the end of World War II.⁴⁹ It serves as the UN's official agency tasked with providing protection for refugees and in many cases collaborates with other UN agencies, non-governmental organisations and Member States.⁵⁰ UNHCR developed the 10-Point Plan on Refugee Protection and Mixed Migration to help governments implement refugee protection policies into their own domestic frameworks.⁵¹

Conclusion

The mandate of the SC is of unique and of essential importance to the discussion of Preventing Violence against Refugees and IDPs. Respecting the notion of national sovereignty while finding ways to provide protection during active, armed conflict, however, remains to be an extremely complicated issue to the SC.

⁴⁰ Colloquium on the International Protection of Refugees in Central America, Mexico and Panama, *Cartagena Declaration on Refugees, Colloquium on the International Protection of Refugees in Central America, Mexico and Panama*, 1987, UNHCR, *OAU Convention Governing the Specific Aspects of Refugee Problems in Africa*, 1969.

⁴¹ UN General Assembly, *Declaration on Territorial Asylum (A/RES/2312(XXII)*, 1967).

⁴² Ibid.

⁴³ Ibid.

⁴⁴ Ibid.

⁴⁵ Ibid.

⁴⁶ UN DPI, *Security Council Unanimously Adopts Resolution 2264 (2015), Endorsing Road Map for Peace Process in Syria, Setting Timetable for Talks (SC/12171)*, 2015.

⁴⁷ UN Security Council, *Syria Cessation of Hostilities Accord (S/RES/2268 (2016))*, 2016.

⁴⁸ Ibid.

⁴⁹ UNHCR, *The State of the World's Refugees: In Search of Solidarity*, 2012.

⁵⁰ Ibid.

⁵¹ UNHCR, *Refugee Protection and Mixed Migration: The 10 Point Plan in Action*, 2011.

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III. Partnerships Between the United Nations and Relevant Regional Organizations in Peacekeeping Operations

Recent developments

Little has changed since former Secretary-General Ban Ki-moon's report on partnership peacekeeping missions from 1 April 2015 (*S/2015/229*)⁵² regarding the three existing hybrid peacekeeping collaborations UNAMID, MINUSMA and MINUSCA.

Between April 2015 to December 2018, the UNSC has adopted five *general* resolutions concerning United Nations peacekeeping operations, four of which (namely *S/RES/2378*, 20 September 2017⁵³; *S/RES/2382*, 6 November 2017⁵⁴; *S/RES/2436*, 21 September 2018⁵⁵; and *S/RES/2447*, 13 December 2018⁵⁶) reiterate the importance of cooperation of the UN with regional and subregional organizations in matters relating to the maintenance of peace and security. Furthermore, the UNSC appreciates the progresses that could be achieved through training, sharing of experience, exchange of information, thematic expertise and operational readiness, and recognizes the role that regional and subregional organizations can play in the protection of civilians, in particular in the prevention and response to sexual and gender-based violence in armed conflicts and post-conflict situations. All four resolutions were adopted unanimously.⁵⁷ In parallel, *S/RES/2282*⁵⁸ (27 April 2016, adopted unanimously⁵⁹) concerning "post-conflict peacebuilding" calls for close strategic and operational partnerships between the UN and regional/sub-regional organizations to improve cooperation and coordination and to increase synergies in peacebuilding, particularly in post-conflict areas.

At this point, it must be explicitly pointed out that the "cooperation" of the UN "with regional and subregional organizations" whose importance has frequently been emphasized in said resolutions is understood to be subsumed under Chapter VIII of the UN Charter – that means, within these resolutions the UNSC does NOT plead for a further enhancement of hybrid peacekeeping operations such as UNAMID, MINUSMA and MINUSCA (which would have to be subsumed under Chapter VII), but for the efforts to achieve pacific settlement of local disputes through regional arrangements or regional agencies before the UNSC even mandates any peacekeeping mission.

A notable case of cooperation between actual regional and UN *peacekeeping* missions can be found in Somalia. Since February 2007, the African Union operates a regional peacekeeping mission (African Union Mission to Somalia, AMISOM) mandated by the UNSC⁶⁰ (initial six-monthly mandate approved in *S/RES/1774*, 21 February 2007⁶¹; mandate subsequently renewed; the current mandate was approved in *S/RES/2431*, 30 July 2018⁶², and will expire on 31 May 2019). Although there is no collaboration with the United Nations in form of a hybrid peacekeeping mission, the United Nations Assistance Mission in Somalia (UNSOM) is mandated to provide policy advice to the Federal Government of Somalia and to AMISOM on peacebuilding and state-building in the areas of governance, security sector reform and rule of law, development of a federal system, constitutional review, democratization and coordination of

52 UN Security Council, *Partnering for peace: moving towards partnership peacekeeping. Report of the Secretary General (S/2015/229)*, 1 April 2015. <http://undocs.org/S/2015/229>

53 UN Security Council, *Resolution 2378 (S/RES/2378)*, 20 September 2017. [http://undocs.org/S/RES/2378\(2017\)](http://undocs.org/S/RES/2378(2017))

54 UN Security Council, *Resolution 2382 (S/RES/2382)*, 6 November 2017. [http://undocs.org/S/RES/2382\(2017\)](http://undocs.org/S/RES/2382(2017))

55 UN Security Council, *Resolution 2436 (S/RES/2436)*, 21 September 2018. [http://undocs.org/S/RES/2436\(2018\)](http://undocs.org/S/RES/2436(2018))

56 UN Security Council, *Resolution 2447 (S/RES/2447)*, 13 December 2018. [http://undocs.org/S/RES/2447\(2018\)](http://undocs.org/S/RES/2447(2018))

57 United Nations Bibliographic Information System, *S/RES/2378(2017); S/RES/2378(2017); S/RES/2436(2018); S/RES/2447(2018)*. <http://unbisnet.un.org:8080/>

58 UN Security Council, *Resolution 2282 (S/RES/2282)*, 27 April 2016. [http://undocs.org/S/RES/2282\(2016\)](http://undocs.org/S/RES/2282(2016))

59 UN Security Council, *Official Records. Resolutions and Decisions of the Security Council 1 August 2015 – 31 December 2016 (S/INF/71)*, 2018. <http://undocs.org/S/INF/71>

60 UN Security Council, *Resolution 1774 (S/RES/1774)*, 14 September 2007. [http://undocs.org/S/RES/1774\(2007\)](http://undocs.org/S/RES/1774(2007))

61 Ibid.

62 UN Security Council, *Resolution 2431 (S/RES/2431)*, 30 July 2018. [http://undocs.org/S/RES/2431\(2018\)](http://undocs.org/S/RES/2431(2018))

international donor support.⁶³ UNSOM was established by *S/RES/2102* (2 May 2013)⁶⁴; its mandate was subsequently renewed. The current mandate – approved in *S/RES/2408* (27 March 2018)⁶⁵ – is valid until 31 March 2019.

Most recently, with UNAMID approaching the 10th anniversary of its deployment in 2016, and with the first UN peacekeeping mission (UN Truce Supervision Organization, started in 1948 and still ongoing) turning 70 in 2018, there were enough occasions to reflect the status quo and future of UN peacekeeping missions, so that eventually several political scientists would publish books and treatments on UN peacekeeping and peacebuilding, not least on hybrid peacekeeping missions. With respect to AMISOM, Alexandra Reid, Research Analyst in the National Security and Resilience team at the Royal United Services Institute, criticizes the hybrid missions insofar as “there is considerable evidence that the mission is neither impartial, nor adheres to the principle of minimum use of force. Arguably, by ‘re-hatting’ Ethiopian and Kenyan troops initially involved in what was a unilateral intervention as AMISOM peacekeepers, the mission also lags behind respect for the principle of consent.”⁶⁶ Furthermore, she writes, “until the UN and the AU can be sure that they share a mutual understanding of the concept of peacekeeping, strategic differences will continue to affect the way missions are planned, managed and evaluated.”⁶⁷ Diego Salama, Communications Officer at UNU-MERIT, draws a differentiated conclusion: On the one hand, the hybrid peacekeeping model has the opportunity to create a paradigm shift in how missions are planned and governed.⁶⁸ On the other hand, cooperation between the UN and regional bodies is a complex issue, their relationship “has at times been characterized by considerable conflict, mistrust, and tension, often hindering the predictability and conduct of effective peace operations.”⁶⁹ “Even if the concept and practice of hybrid peacekeeping work on some levels,” he concludes, “UNAMID’s model should never be ‘exported’ as is into future missions. All regional organizations are different and they will always have different needs and capacities.”⁷⁰ Therefore, it is important to approach future missions with flexibility and creativity, and regional organizations will certainly important in these efforts.⁷¹

On the occasion of the 70th anniversary of UN peacekeeping missions, Secretary-General António Guterres launched the initiative *Action for Peacekeeping* (A4P) on 28 March 2018 whose objective is to enable a shared understanding of the achievements and challenges of peacekeeping⁷² and which has been described as “unprecedented effort”⁷³ to renew mutual political commitment to peacekeeping operations in UN own publications. The initiative articulates three distinct goals for the UN’s peacekeeping architecture: refocus peacekeeping missions to have more realistic expectations and outcomes; make peacekeeping missions stronger and safer; and mobilize greater support for political solutions for well-structured, well-equipped and well-trained forces.⁷⁴

The Secretary-General’s *Declaration of Shared Commitments on UN Peacekeeping Operations* from 16 August 2018, part of this initiative, includes a sub-clause on improving peacekeeping partnerships

63 United Nations Assistance Mission in Somalia, *Mandate [Website]*, retrieved: 10 January 2018.

<https://unsom.unmissions.org/mandate>

64 UN Security Council, *Resolution 2102 (S/RES/2102)*, 2 May 2013. [http://undocs.org/S/RES/2102\(2013\)](http://undocs.org/S/RES/2102(2013))

65 UN Security Council, *Resolution 2408 (S/RES/2408)*, 27 March 2018. [http://undocs.org/S/RES/2408\(2018\)](http://undocs.org/S/RES/2408(2018))

66 Reid, Alexandra, *UN Peacekeeping Cooperation With Regional Organisations: Time for a Frank Debate*, 21 May 2018. <https://rusi.org/commentary/un-peacekeeping-cooperation-regional-organisations-time-frank-debate>

67 Ibid.

68 Salama, Diego, *Is Hybrid Peacekeeping a Model of Success? The Case of UNAMID*, 18 April 2016.

<https://www.merit.unu.edu/is-hybrid-peacekeeping-a-model-of-success-the-case-of-unamid/>

69 Ibid.

70 Ibid.

71 Ibid.

72 United Nations Department of Peacekeeping Operations, *United Nations Peacekeeping. Action for Peacekeeping (A4P) [Website]*, retrieved: 10 January 2018. <https://peacekeeping.un.org/en/action-for-peacekeeping-a4p>

73 United Nations Department of Peacekeeping Operations, *United Nations Peacekeeping. GA73 High-level Meeting on Action for Peacekeeping [Website]*, retrieved: 10 January 2018. <https://peacekeeping.un.org/en/ga73-high-level-meeting-action-peacekeeping>

74 Reid, Alexandra, *UN Peacekeeping Cooperation With Regional Organisations: Time for a Frank Debate*, 21 May 2018. <https://rusi.org/commentary/un-peacekeeping-cooperation-regional-organisations-time-frank-debate>

where the declaration's signatories commit "to enhance collaboration and planning between the UN and relevant international, regional and sub-regional organizations and arrangements"⁷⁵, but do not conceal current issues and difficulties by reaffirming "the need to enhance the predictability, sustainability and flexibility of financing for AU-led peace support operations"⁷⁶.

The declaration reflects the commitments that Member States, the Secretariat and international and regional organizations have made during extensive thematic consultations held in June and July 2018 in New York.⁷⁷ The A4P High-level Meeting on Action For Peacekeeping on 25 September 2018 gathered over 100 Member States and several regional and international organizations under the chairmanship of the Secretary-General. The meeting was aimed to demonstrate peacekeeping's successes, acknowledge future challenges, and spur the action needed to enable lasting peace in the mandated regions.⁷⁸

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UN Security Council, *Resolution 2282 (S/RES/2282)*, 27 April 2016.

⁷⁵ UN Secretary-General, *Action for Peacekeeping. Declaration of Shared Commitments on UN Peacekeeping Operations*, 16 August 2018. <https://peacekeeping.un.org/sites/default/files/a4p-declaration-en.pdf>

⁷⁶ Ibid.

⁷⁷ United Nations Department of Peacekeeping Operations, *United Nations Peacekeeping. Action for Peacekeeping (A4P) [Website]*, retrieved: 10 January 2018. <https://peacekeeping.un.org/en/action-for-peacekeeping-a4p>

⁷⁸ Ibid.

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