



Washington, DC USA

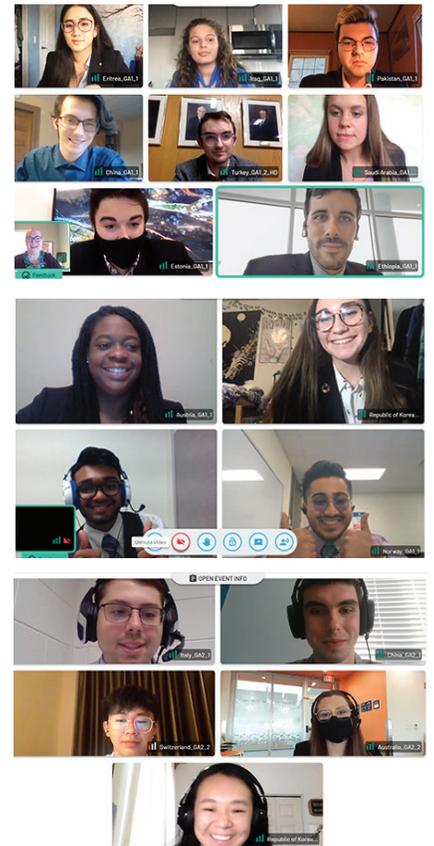
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## Security Council Background Guide 2021

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# NATIONAL MODEL UNITED NATIONS



Dear Delegates,

Welcome to the 2021 National Model United Nations Conference in Washington, DC (NMUN•DC)! We are pleased to introduce you to our committee, the Security Council. This year's staff is: Director Davina Basse and Assistant Director Kaytlyn Marcotte. Davina holds Bachelors of Arts in Political Science and International Relations from the University of Calgary and a Master of Arts in European, Russian and Eurasian Studies from Carleton University. This is her fifth year on NMUN staff, and she is excited to return to NMUN-DC. Kaytlyn holds a Bachelor of Arts in International Political Economy from The College of Idaho.

The topics under discussion for the Security Council are:

- I. The Use of Robust Mandates in Peacekeeping
- II. The Situation in the Central African Republic

As one of the six main organs of the United Nations, the Security Council is mandated with the charge of maintaining international peace and security. The Security Council is composed of 15 Member States with five permanent members and ten rotating members elected for two year memberships. It is the only body in the United Nations system to hold the powers of passing legally binding resolutions, the ability to impose sanctions, and deploy, or mandate the deployment of, United Nations peacekeeping troops and missions.

This Background Guide serves as an introduction to the topics for this committee. However, it is not intended to replace individual research. We encourage you to conduct additional research, explore your Member State's policies in-depth, and examine the policies of other Member States to improve your ability to negotiate and reach consensus. In preparation for the conference, each delegation will use their research to draft and submit a [position paper](#). Guidelines are available in the [NMUN Position Paper Guide](#).

The [NMUN website](#) has many additional resources, including two that are essential both in preparation for the conference and as a resource during the conference. They are:

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

In addition, please review the mandatory [NMUN Conduct Expectations](#) on the NMUN website. They include the conference dress code and other expectations of all attendees. We want to emphasize that any instances of sexual harassment or discrimination based on race, gender, sexual orientation, national origin, religion, age, or disability will not be tolerated. If you have any questions concerning your preparation for the committee or the conference itself, please contact the Under-Secretary-General Emma Ogg at [usgemma.dc@nmun.org](mailto:usgemma.dc@nmun.org) or Secretary-General Courtney Indart at [secgen.dc@nmun.org](mailto:secgen.dc@nmun.org).

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

Sincerely,  
Davina Basse, Director  
Kaytlyn Marcotte, Assistant Director



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## Committee Overview

### Introduction

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

The Security Council held its first session on 17 January 1946 at Church House in London.<sup>3</sup> After its first meeting, the Council relocated to its permanent residence at the UN Headquarters in New York City.<sup>4</sup> At that time, five permanent members and six non-permanent members were part of the Council.<sup>5</sup> In 1965, the number of non-permanent members increased to 10 and discussions regarding a change in configuration took place frequently.<sup>6</sup> As the body's structure has remained largely unchanged, debate has arisen over the Security Council's efficacy and authority as a mediator on issues of international security.<sup>7</sup> Matters such as the Syrian Civil War, Russia's annexation of Crimea, and the Democratic People's Republic of Korea's nuclear weapons program have posed particular challenges to the Security Council.<sup>8</sup>

Traditionally, the Security Council discusses issues related to peacekeeping missions, political processes, as well as the protection of human rights, disarmament, and humanitarian crises.<sup>9</sup> However, with the adoption of the *2030 Agenda for Sustainable Development* by the UN General Assembly in 2015, the Security Council is focusing more on the intersection between sustainability, peace, and security.<sup>10</sup> Some important crosscutting issues the Council is currently addressing include human rights and the protection of civilians for conflict prevention and sustainable development; Women, Peace and Security; and the prevention of conflict and sustaining peace.<sup>11</sup> With the rise of the COVID-19 pandemic, the Council has also undertaken focusing on the impact the COVID-19 pandemic is having on international peace and security.<sup>12</sup>

### Governance, Structure, and Membership

The Security Council is the only UN body that has the power to adopt legally binding resolutions, which place an obligation on Member States to accept and carry out the Council's decisions under Article 25 of the *Charter of the United Nations* (1945).<sup>13</sup> The Security Council also has a variety of other tools to address issues on its agenda.<sup>14</sup> For example, the President of the Security Council may issue press statements or presidential statements to communicate the Council's position.<sup>15</sup> Although these are not

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<sup>1</sup> *Charter of the United Nations*, 1945.

<sup>2</sup> UN Security Council, *What is the Security Council?*, 2021.

<sup>3</sup> *Ibid.*

<sup>4</sup> *Ibid.*

<sup>5</sup> UN Security Council, *Voting System*, 2020.

<sup>6</sup> Global Policy Forum, *Background on Security Council Reform*, 2020.

<sup>7</sup> Council on Foreign Relations, *The UN Security Council*, 2021.

<sup>8</sup> *Ibid.*

<sup>9</sup> *Ibid.*; Encyclopaedia Britannica, *United Nations Security Council*, 2021.

<sup>10</sup> UN General Assembly, *Transforming our World: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015; UN DPA, Politically Speaking, *Sustaining Peace, Conflict Prevention, Human Rights and Sustainable Development High on Agenda for New Security Council Members*, 2018.

<sup>11</sup> UN DPPA, Politically Speaking, *Sustaining Peace, Conflict Prevention, Human Rights and Sustainable Development High on Agenda for New Security Council Members*, 2018.

<sup>12</sup> Security Council Report, *Monthly Forecast March 2021*, 2021.

<sup>13</sup> UN Security Council, *What is the Security Council?*, 2021; *Charter of the United Nations*, 1945.

<sup>14</sup> UN Security Council, *Functions and Powers*, 2020.

<sup>15</sup> NGO Working Group on Women, Peace and Security, *Mapping Women, Peace and Security in the United Nations Security Council: Report of the NGOWG Monthly Action Points, 2009-2010*, 2010, p. 11.

legally binding, such statements are used to bring attention to important issues and to recommend solutions to ongoing conflicts.<sup>16</sup>

The five permanent members of the Security Council are: China, France, the Russian Federation, the United Kingdom of Great Britain and Northern Ireland, and the United States of America, often colloquially referred to as the “P5.”<sup>17</sup> Every year, the General Assembly elects five of the 10 non-permanent members for a two-year term.<sup>18</sup> Elections for non-permanent seats on the Council can be competitive, with states expressing interest and campaigning years in advance.<sup>19</sup> States elected to serve on the Security Council are expected to represent the interests of their region; they usually have an influence at the international level and demonstrate leadership in specific areas of interest to their foreign policy.<sup>20</sup> Each member of the Security Council has the ability to be represented at all meetings.<sup>21</sup> In the Provisional Rules of Procedure, Rule 13 allows for Members to be represented by an accredited representative, “such as a Head of Government.”<sup>22</sup>

Estonia, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, and Viet Nam are the current non-permanent members for the 2021-2022 term.<sup>23</sup> Security Council elections are held six months before the term starts in June.<sup>24</sup> This change allows Member States sufficient time to prepare for their new role.<sup>25</sup> The 10 non-permanent members represent countries from five groups: Africa, the Asia-Pacific Group, Latin America and the Caribbean, the Eastern European Group, and Western European and Other.<sup>26</sup>

Every Member State of the Security Council has one vote.<sup>27</sup> Votes on all matters require a supermajority of nine Member States.<sup>28</sup> However, if one of the five permanent members of the Security Council votes “no” on a matter of substance, such as a draft resolution, it does not pass.<sup>29</sup> This is known as “veto power.”<sup>30</sup> In the 1950s, Security Council Member States made frequent use of their veto power, but its usage declined in the 1960s—rising again in the 1970s and 1980s.<sup>31</sup> In the last decades, the use of the veto power has been comparatively rare.<sup>32</sup> In recent years, the Council has adopted many resolutions by consensus and has only been divided on a very limited number of issues.<sup>33</sup>

Since 1993, the General Assembly deliberated several proposals to reform the Security Council.<sup>34</sup> Key challenges to reforming the Security Council are its membership, transparency and working methods, and the veto power of the permanent five Member States.<sup>35</sup> In 2018, delegates within the UN General

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<sup>16</sup> Ibid, p. 15.

<sup>17</sup> Ibid, p. 15.

<sup>18</sup> Ibid, p. 15.

<sup>19</sup> UN DGC, *Ahead of Security Council Elections, General Assembly President Explains how a Country can get a Non-permanent Seat*, 2016.

<sup>20</sup> Global Policy Forum, *Background on Security Council Reform*, 2020.

<sup>21</sup> *Charter of the United Nations*, 1945.

<sup>22</sup> UN Security Council, *Highlights of Security Council Practice*, 2020.

<sup>23</sup> UN Security Council, *Current Members*, 2021.

<sup>24</sup> UN General Assembly, *Revitalization of the Work of the General Assembly (A/RES/68/307)*, 2014, p. 4.

<sup>25</sup> UN DGC, *Ahead of Security Council Elections, General Assembly President Explains how a Country can get a Non-permanent Seat*, 2016.

<sup>26</sup> UN General Assembly, *Rules of Procedure*, 2019.

<sup>27</sup> *Charter of the United Nations*, 1945.

<sup>28</sup> Ibid.

<sup>29</sup> UN Security Council, *Voting System*, 2020.

<sup>30</sup> Ibid.

<sup>31</sup> Security Council Report, *In Hindsight: The Veto*, 2013; Security Council Report, *The Permanent Members and the Use of the Veto: An Abridged History*, 2013.

<sup>32</sup> Security Council Report, *The Permanent Members and the Use of the Veto: An Abridged History*, 2013.

<sup>33</sup> Security Council Report, *In Hindsight: Consensus in the Security Council*, 2014; Security Council Report, *In Hindsight: The Veto*, 2013.

<sup>34</sup> Global Policy Forum, *Background on Security Council Reform*, 2020.

<sup>35</sup> Ibid.

Assembly called for expanding the number of permanent members and abolishing the permanent member's use of veto power.<sup>36</sup>

Each member of the Security Council holds the presidency of the Council for one month, rotating according to alphabetical order.<sup>37</sup> Security Council meetings can be held at any time when convened by the President and by the request of any Member State.<sup>38</sup> Under Rule 3 of the Provisional Rules of Procedure of the Security Council, the President shall call a meeting if a dispute or situation requires the Council's attention.<sup>39</sup> Due to this, the Security Council meets regularly throughout the year in the UN Conference Building.<sup>40</sup> However, in 2020, due to the COVID-19 pandemic, the Security Council have resorted to meeting online through video conferences.<sup>41</sup> Any Member State may attend the Council's sessions if the body decides to extend an invitation.<sup>42</sup> Member States are invited if the Security Council is discussing an issue that directly concerns the interests of the Member State.<sup>43</sup> Invited Member States do not have the right to vote but are allowed to submit proposals and draft resolutions.<sup>44</sup> Furthermore, invited Member States can inform the Council about a current crisis in their region.<sup>45</sup> However, such proposals may only be put to a vote at the request of a member of the Council.<sup>46</sup>

The Security Council oversees many subsidiary bodies as established under Article 29 of the Charter, including: the International Criminal Tribunal for the Former Yugoslavia, the International Criminal Tribunal for Rwanda, sanctions committees, and ad hoc committees.<sup>47</sup> The Security Council also works with the General Assembly to oversee the work of the Peacebuilding Commission (PBC).<sup>48</sup> Additionally, Security Council Member States participate in various working groups, which consist of some or all of the Security Council Member States and focus on regional issues, as well as improving the working methods of the Council itself.<sup>49</sup>

Cooperation between the Security Council and other entities, such as the Organization for the Prohibition of Chemical Weapons (OPCW) and the International Atomic Energy Agency (IAEA) is significant.<sup>50</sup> Partnerships with independent regional organizations, such as the European Union (EU) and the African Union (AU) are also of paramount importance for addressing a broad range of issues such as terrorism, disarmament, nuclear non-proliferation, and extreme violence from non-state actors.<sup>51</sup>

### **Mandate, Functions, and Powers**

The mandate of the Security Council is to maintain international peace and security and to take action whenever peace and security are threatened.<sup>52</sup> The Council's authority is particularly relevant with respect to the UN's four primary purposes, as specified in the Charter: maintaining international peace and security; developing friendly relations among nations; cooperating in solving international problems; and promoting respect for human rights.<sup>53</sup> The Security Council's capabilities are highlighted in Chapters

<sup>36</sup> Nastranis, *UN Security Council Reform Back on the Table Again*, 2019.

<sup>37</sup> UN Security Council, *Provisional Rules of Procedure of the Security Council (S/96/Rev.7)*, 1982.

<sup>38</sup> UN Security Council, *Repertoire of the Practice of the Security Council*, 2019.

<sup>39</sup> Ibid.

<sup>40</sup> Ibid.

<sup>41</sup> Lynch, *U.N. Agencies Struggle to Carry on Remotely*, 2020.

<sup>42</sup> Ibid.

<sup>43</sup> *Charter of the United Nations*, 1945.

<sup>44</sup> UN Security Council, *Provisional Rules of Procedure of the Security Council (S/96/Rev.7)*, 1982.

<sup>45</sup> Ibid.

<sup>46</sup> Ibid.

<sup>47</sup> UN Security Council, *Committees, Working Groups and Ad Hoc Bodies*, 2019.

<sup>48</sup> Ibid.

<sup>49</sup> UN Security Council, *Repertoire of the Practice of the Security Council*, 2019.

<sup>50</sup> UN Security Council, *Committees, Working Groups and Ad Hoc Bodies*, 2019; UN Security Council, *Resolution 2118 (2013) (S/RES/2349) (2013)*, 2013.

<sup>51</sup> Ibid.

<sup>52</sup> UN Security Council, *What is the Security Council?*, 2021.

<sup>53</sup> *Charter of the United Nations*, 1945.

V–VIII.<sup>54</sup> Chapter V establishes the structure, membership, functions, and powers of the Security Council.<sup>55</sup> Chapters VI and VII of the Charter specifically concern the Security Council and the range of actions that can be taken when settling disputes.<sup>56</sup> Chapter VI of the Charter by itself aims to settle disputes through peaceful means, such as negotiation and judicial settlement.<sup>57</sup> Chapter VII explores further actions the Council can take when responding to threats to peace, breaches of peace, and acts of aggression.<sup>58</sup> This chapter also authorizes the Security Council to implement provisional measures aimed to de-escalate the situation.<sup>59</sup> Chapter VIII of the Charter allows the Security Council to call upon other regional agencies or arrangements to enforce appropriate operations and intervene if necessary.<sup>60</sup>

Under Article 41 of the Charter, the Council can call upon UN Member States to enact economic sanctions and other measures not involving the use of force to prevent or end violence.<sup>61</sup> Some of these measures include arms embargos, enforcing disarmament, or calling upon international criminal mechanisms to become active.<sup>62</sup> Regarding diplomatic tools, the Council is mandated to investigate any dispute or situation that might lead to aggression between states, with other non-state groups, or within states' territories.<sup>63</sup> The Council may also take military action against a state or other entity threatening international peace and security, and may further decide on the deployment of troops or observers.<sup>64</sup> The Council may also decide upon the deployment of new UN peacekeeping missions to be led by the Department of Peace Operations.<sup>65</sup> The Security Council creates a peacekeeping operation by adopting a resolution that outlines the mandate and size of a particular mission, and UN peacekeepers are assigned to appropriate regions to address conflicts.<sup>66</sup> The Council also cooperates with a number of international and regional organizations as well as non-governmental organizations to implement its decisions.<sup>67</sup>

### **Recent Sessions and Current Priorities**

The Security Council has been faced with unprecedented threats and challenges in 2020 and 2021.<sup>68</sup> The COVID-19 pandemic has not only caused ruptures within the international community but has also uprooted how the Council has traditionally worked.<sup>69</sup> Despite the pandemic, violent conflict is still incredibly pervasive.<sup>70</sup> The Council has placed peace and security at the core of its work to help alleviate the damage caused by the pandemic, such as focusing on ceasing hostilities and building peace in conflict-affected countries to allow for COVID-19 recovery efforts, such as vaccine distribution.<sup>71</sup>

The Council first acted on 1 July 2020, when it adopted Security Council resolution 2532 which outlined an immediate cessation to hostilities in order to address the COVID-19 pandemic.<sup>72</sup> More specifically, the resolution called for all parties to a conflict to implement 90-day humanitarian pause to allow for a more robust humanitarian response to the global health crisis.<sup>73</sup> The Council further followed up to this action,

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<sup>54</sup> *Charter of the United Nations*, 1945.

<sup>55</sup> *Ibid.*

<sup>56</sup> *Ibid.*

<sup>57</sup> *Ibid.*

<sup>58</sup> *Ibid.*

<sup>59</sup> *Ibid.*

<sup>60</sup> *Ibid.*

<sup>61</sup> *Ibid.*

<sup>62</sup> UN Security Council, *Functions and Powers*, 2020.

<sup>63</sup> *Ibid.*

<sup>64</sup> *Charter of the United Nations*, 1945.

<sup>65</sup> UN Peacekeeping, *Forming a New Operation*.

<sup>66</sup> UN Peacekeeping, *Role of the Security Council*.

<sup>67</sup> UN Security Council, *Repertoire of the Practice of the Security Council*, 2019.

<sup>68</sup> Security Council Report, *Monthly Forecast February 2021*, 2021.

<sup>69</sup> *Ibid.*

<sup>70</sup> *Ibid.*

<sup>71</sup> *Ibid.*

<sup>72</sup> UN Security Council, *Maintenance of international peace and security (S/RES/2532 (2020))*, 2020.

<sup>73</sup> *Ibid.*

by passing Security Council resolution 2565 on 26 February 2021, which reiterated its for a ceasefire but more specifically to deliver vaccines to combat the spread of COVID-19.<sup>74</sup>

Thematically, in addition to the COVID-19 pandemic, the Council has been increasing the number of briefings on climate change and how it impacts international security.<sup>75</sup> The issue of climate change and security was first considered by the Council in April of 2007, when the body held its first open debate on the topic.<sup>76</sup> Though originally met with some skepticism, the topic has become a part of regular discussion and another open debate on climate change's impact on peace and security was held in January of 2019.<sup>77</sup> A February meeting between Council members further outlined how the negative impacts of climate change and environmental degradation can exacerbate and worsen peace and security.<sup>78</sup> While the Council has yet to pass a thematic resolution dedicated to the impact of climate change on peace and security, it did discuss the adverse security effects of ecological factors in the Lake Chad Basin in Security Council Resolution 2349.<sup>79</sup>

The Security Council is also taking up a robust geographic focus on individual countries where war, conflict, and terrorism are prevalent.<sup>80</sup> Yemen, Syria, Libya, and Iraq have consistently appeared on the Council's agenda throughout 2020 and early into 2021.<sup>81</sup> The international community approached the 10-year anniversary of the Arab Spring in 2021 with the devastating civil war in Syria now heading into its 10<sup>th</sup> year.<sup>82</sup> The last resolution the Council passed was Security Council resolution 2533 on 13 July 2020, which renewed the Bab al-Hawa border crossing on the Turkey border until 21 July 2021 for cross-border humanitarian operations.<sup>83</sup> Moreover, in February of 2021 Special Envoy for Syria Geir O. Pedersen expressed disappointment in the progress of the negotiations in the meetings of the Syria Constitutional Committee.<sup>84</sup>

The Council is responding to ongoing violence and instability in the Great Lakes Region of Africa.<sup>85</sup> Further to this, the Council has been acting to ensure peace operations, such as those in South Sudan, the Central African Republic, and the Democratic Republic of the Congo, remain robust and capable of providing stability.<sup>86</sup> Moreover, the Secretary-General via the Special Envoy to the Great Lakes Region presented the Council with a draft strategy for peace consolidation, conflict prevention and conflict resolution in the Great Lakes region in December of 2020.<sup>87</sup> The strategy has three pillars on peace, security, and justice; sustainable development and shared prosperity; and violent extremism; and is intended to be finalized in 2021.<sup>88</sup>

## **Conclusion**

The Security Council is one of the main bodies of the UN that ensures international peace and security, overseeing the admission of new members to the UN General Assembly, and changes to the UN Charter.<sup>89</sup> The Council also has a unique and impactful mandate to set norms and govern state actions, as all Member States are required to comply with the Security Council's legally binding decisions under

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<sup>74</sup> Ibid.

<sup>75</sup> Security Council Report, *Monthly Forecast March 2021*, 2021.

<sup>76</sup> Security Council Report, *Monthly Forecast June 2020*, 2020.

<sup>77</sup> Ibid.

<sup>78</sup> Security Council Report, *Monthly Forecast March 2021*, 2021.

<sup>79</sup> Security Council Report, *Monthly Forecast June 2020*, 2020.

<sup>80</sup> Security Council Report, *Monthly Forecast March 2021*, 2021.

<sup>81</sup> Ibid.

<sup>82</sup> Security Council Report, *Monthly Forecast March 2021*, 2021.

<sup>83</sup> UN Security Council, *The Situation in the Middle East (S/RES/2533 (2021))*, 2021.

<sup>84</sup> Security Council Report, *Monthly Forecast March 2021*, 2021.

<sup>85</sup> Security Council Report, *Monthly Forecast April 2021*, 2021.

<sup>86</sup> Ibid.

<sup>87</sup> Ibid.

<sup>88</sup> Ibid.

<sup>89</sup> UN Security Council, *What is the Security Council?*, 2021.

Chapter VII of the Charter, the only UN body to have legally binding decisions.<sup>90</sup> Although the Security Council is the primary UN entity responsible for the maintenance of international peace and security, the adoption of the post-2015 development agenda signaled the need to better address linkages between peace and security, human security, and development.<sup>91</sup> The Council has begun looking at the intersection between the SDGs and international peace and security, namely through discussion and debates on climate change.<sup>92</sup> The Security Council also continues to address regional and country issues, as well as thematic issues, such as terrorism and conflict resolution.<sup>93</sup>

## Annotated Bibliography

*Charter of the United Nations*. (1945). Retrieved 16 February 2021 from: <http://www.un.org/en/charter-united-nations/index.html>

*The Charter of the United Nations provides a thorough explanation on the powers, and functions authorized to the Security Council. For instance, the Charter outlines where the use of force is acceptable and how the council is structured to combat threats to international peace and security. As the fundamental principles of the Security Council are written down in the Charter, this document should be the first resource for delegates to consider. Article 27-32 of the Charter outlines the voting procedures of the committee and structure of how the committee conducts its business. Article 23, which sets the membership structure, and articles 23–26, which discuss its basic functions and powers, are important for understanding both the structure and function of the Security Council. In addition, articles 27–32 explain the Council’s voting procedure and its overall structure. The Charter can also be particularly helpful for delegates in understanding the powers and limitations of the body. Delegates will find Chapters VI and VII most helpful when researching the mandate of the Security Council and proposing actions and solutions.*

United Nations Department of Political and Peacebuilding Affairs. (2021). *Security Council Reporting and Mandate Cycles*. Retrieved 25 April 2021 from: [https://www.un.org/securitycouncil/sites/www.un.org.securitycouncil/files/reporting\\_and\\_mandate\\_cycles.pdf](https://www.un.org/securitycouncil/sites/www.un.org.securitycouncil/files/reporting_and_mandate_cycles.pdf)

*Published by the UN Department of Political Affairs, this document provides information on the work and decisions of the Security Council, including resolutions and presidential statements. The document primarily consists of tables on items that have been discussed by the Security Council, various requests by the Security Council, and mandates of different entities and operations that report to the Council. This report will help delegates by providing succinct and clear information on the recent actions taken by the Security Council on its various thematic issues. Additionally, delegates may find the tables providing the actual clauses of different Security Council resolutions particularly helpful to their research.*

United Nations, Security Council. (2021). *Maintenance of International Peace and Security (S/RES/2565 (2021))*. Retrieved 21 March 2021 from: [https://undocs.org/en/S/RES/2565\(2021\)](https://undocs.org/en/S/RES/2565(2021))

*This resolution outlines details about how the Security Council is addressing COVID-19 and in relation to peace and security. This document talks about the need for distribution of COVID-19 vaccines in armed conflict and post-conflict situations, and further calls for the cessation of armed conflicts to allow for vaccine distribution. Delegates will find this document useful as it provides clear examples of how a humanitarian/ health related matter has a strong relationship towards peace and security.*

<sup>90</sup> *Charter of the United Nations*, 1945.

<sup>91</sup> UN DPA Politically Speaking, *Sustaining Peace, Conflict Prevention, Human Rights and Sustainable Development High on Agenda for New Security Council Members*, 2018.

<sup>92</sup> Mead, *UN Security Council Addresses Climate Change as a Security Risk*, 2019.

<sup>93</sup> *Fragile Countries Risk Being ‘Stuck in a Cycle of Conflict and Climate Disaster,’ Security Council Told*, UN News, 2018.



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## I. The Use of Robust Mandates in Peacekeeping

### **Introduction**

United Nations (UN) peacekeeping helps create conditions for sustainable peace in Member States experiencing conflict.<sup>94</sup> All peacekeeping operations are guided by following three principles: consent of the parties; impartiality; and non-use of force except in self-defense and defense of the mandate.<sup>95</sup> However, over the decades, peacekeeping mandates have changed significantly.<sup>96</sup> Contemporary UN peacekeeping mandates are multidimensional in nature and support Member States beyond keeping the peace by facilitating the political process; supporting efforts to re-establish a criminal justice system and to restore the rule of law; assisting in disarmament, demobilization, and reintegration (DDR); and protecting civilians and their human rights.<sup>97</sup> The concept of the Responsibility to Protect (R2P) furthers this multidimensional approach to peacekeeping by instilling a responsibility in all Member States that upholding human rights and working to prevent any mass atrocities or genocide is of utmost importance.<sup>98</sup> Finally, a robust mandate for a peacekeeping operation means that peacekeepers are allowed to use all means necessary to uphold the operation's mandate.<sup>99</sup>

On January 19, 2018, the UN General Assembly adopted Resolution 72/199, which formally introduced restructuring the peace and security pillar within the UN system to better achieve the Sustainable Development Goals (SDGs) by streamlining peace operations to increase their effectiveness.<sup>100</sup> Through this restructuring, peace operations were moved to the Peace and Security pillar, merging all operations related to peacekeeping under one chain of command.<sup>101</sup> Although this restructuring did not directly change the face of peacekeeping, it allowed for peace operations to better access and integrate different UN priorities, including the Women, Peace and Security agenda; the Youth, Peace and Security agenda; and the SDGs.<sup>102</sup> Moreover, an increased focus on post-conflict reconstruction of law enforcement and criminal justice capabilities could now be integrated into a peacekeeping mandate more effectively.<sup>103</sup>

### **International and Regional Framework**

The concept of peacekeeping is as old as the UN itself, with the first peacekeeping mission created in 1948.<sup>104</sup> Within the *Charter of the United Nations* (UN Charter), Chapters VI and VII are on conflict prevention and legal armed conflict, respectively, creating the foundation for peacekeeping.<sup>105</sup> Since these options contrast one another, Dag Hammarskjöld, the second UN Secretary-General, framed the concept of peacekeeping to be the “Chapter VI and a half solution”, combining seeking peaceful solutions to conflict with non-partisan military backing.<sup>106</sup> Although the UN Charter outlines the primacy of the Security Council, Chapter VIII emphasizes the importance of regional organizations, encouraging them to find peaceful solutions on the regional level before escalating peacekeeping efforts to the global level and involving the UN.<sup>107</sup>

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<sup>94</sup> UN GA73 High-Level Meeting on Action for Peacekeeping, *Action for Peacekeeping: Declaration of Shared Commitments on UN Peacekeeping Operations*, 2018; UN Peacekeeping, *About Us*.

<sup>95</sup> UN Peacekeeping, *What is Peacekeeping*.

<sup>96</sup> UN Peacekeeping, *What We Do*.

<sup>97</sup> *Ibid.*

<sup>98</sup> Global Centre for the Responsibility to Protect, *What is R2P?*; Cremades, R2P and the UN, *UN Chronicle*.

<sup>99</sup> UN Peacekeeping, *Principles of Peacekeeping*.

<sup>100</sup> UN General Assembly, *Restructuring of the United Nations peace and security pillar (A/RES/72/199)*, 2018.

<sup>101</sup> UN General Assembly, *Restructuring of the United Nations peace and security pillar (A/RES/72/199)*, 2018; International Institute for Sustainable Development, *UN Security Council Discusses UN Peacekeeping in Context of Reform Processes*, 2018.

<sup>102</sup> UN United to Reform, *Peace and Security Reform*.

<sup>103</sup> *Ibid.*

<sup>104</sup> UN Peacekeeping, *Role of the Security Council*; UNTSO, *Background*, 2021.

<sup>105</sup> *Charter of the United Nations*, 1945.

<sup>106</sup> UN Peacekeeping, *60 Years of United Nations Peacekeeping*.

<sup>107</sup> *Charter of the United Nations*, 1945.

A more recent concept related to peacekeeping is R2P, which connects maintaining international peace and security with the responsibility to uphold human rights globally and the responsibility Member States have to prevent genocide and other mass atrocities.<sup>108</sup> Following UN Secretary-General Kofi Annan's Millennium Report to the UN General Assembly in 2000, the Canadian government created the independent International Commission on Intervention and State Sovereignty to consult and debate how R2P could become more concrete and applicable.<sup>109</sup> In 2001, the Commission published the report "The Responsibility to Protect: Report of the International Commission on Intervention and State Sovereignty", which outlined R2P as the new standard for respectable and ethical behavior of Member States within the international community.<sup>110</sup>

The 2005 World Summit called "for timely and decisive collective Security Council action when national authorities manifestly fail to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity."<sup>111</sup> More recently, the 2015 *Kigali Principles on the Protection of Civilians* outlines 18 principles that aim to protect civilians during peace operations.<sup>112</sup> Several of which note that protecting civilians should always remain a key goal of every UN peace operation and that all means necessary should be used to ensure the safety of civilians.<sup>113</sup> In 2018, the *Declaration of Shared Commitments on UN Peacekeeping Operations* was presented by the Secretary-General and introduced Action for Peacekeeping, committing Member States to UN peacekeeping operations, and tangible goals and outcomes of peacekeeping mandates.<sup>114</sup> Through this declaration, Member States recognize that peacekeeping is one of the most effective tools to promote and maintain international peace and security.<sup>115</sup>

In addition to peacekeeping operations achieving the Sustainable Development Goals (SDGs), two hallmark agendas of the UN that have influenced peacekeeping operations are the Women, Peace and Security agenda and the Youth, Peace and Security agenda.<sup>116</sup> Security Council resolution 1325 (2000) is the foundational document for the Women, Peace and Security agenda, as it was the first to recognize the importance of women's involvement in international peace and security.<sup>117</sup> Among other aspects, the agenda recognizes the positive effects of women's participation in peace operations and the involvement of women in post-conflict reconstruction efforts.<sup>118</sup> Security Council resolution 2250 (2015) is the foundational document of the UN's Youth, Peace and Security agenda.<sup>119</sup> This agenda recognizes the importance of empowering and involving the world's youth in the establishment and maintenance of international peace and security and the need to involve youth in post-conflict reconstruction efforts.<sup>120</sup>

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<sup>108</sup> Global Centre for the Responsibility to Protect, *What is R2P?*.

<sup>109</sup> International Development Research Centre, *The Responsibility to Protect: Report of the International Commission on Intervention and State Sovereignty*, 2001.

<sup>110</sup> Ibid.

<sup>111</sup> UN, Conferences, Meetings and Events, *The 2005 World Summit: High-Level Plenary Meeting of the 60<sup>th</sup> session of the UN General Assembly (14-16 September 2005, UN Headquarters, New York)*; UN General Assembly, *2005 World Summit Outcome (A/RES/60/1)*, 2005

<sup>112</sup> High-level International Conference on the Protection of Civilians, *The Kigali Principles on the Protection of Civilians*, 2015.

<sup>113</sup> Ibid.

<sup>114</sup> UN Peacekeeping, *Action for Peacekeeping (A4P)*; UN GA73 High-Level Meeting on Action for Peacekeeping, *Declaration of Shared Commitments on UN Peacekeeping Operations*, 2018.

<sup>115</sup> UN GA73 High-Level Meeting on Action for Peacekeeping, *Declaration of Shared Commitments on UN Peacekeeping Operations*, 2018.

<sup>116</sup> UN Security Council, *Women and Peace and Security (1325 (2000))*, 2000; UN Security Council, *Maintenance of international peace and security (2250 (2015))*, 2015; UN General Assembly, President of the 73<sup>rd</sup> session, *Youth, Peace and Security*.

<sup>117</sup> UN Security Council, *Women and Peace and Security (1325 (2000))*, 2000; UN Women, *Gender Perspectives and Confidence Building for Inclusive Peace: Getting Parties to a Shared Negotiation Table Through Trust*, 2020; UN General Assembly & Security Council, *Women's participation in peacebuilding: Report of the Secretary-General (A/65/354-S/2010/466)*, 2010.

<sup>118</sup> Ibid.

<sup>119</sup> UN Security Council, *Maintenance of international peace and security (2250 (2015))*, 2015.

<sup>120</sup> Ibid.

## ***Role of the International System***

The Security Council is the UN body that is responsible for overseeing peacekeeping missions and establishing, overseeing, maintaining, amending, and ending peacekeeping mandates.<sup>121</sup> Moreover, Security Council resolutions are the only resolutions within the UN system that are legally binding on all Member States.<sup>122</sup> The Security Council monitors the work of UN peace operations through periodic reports from the Secretary-General and holding dedicated sessions to discuss the work of specific operations.<sup>123</sup> In recent years, the focus in peacekeeping mandates has become more robust by emphasizing the need and responsibility to protect civilians while achieving the peace operations' mandates.<sup>124</sup>

The UN General Assembly is responsible for the financing of peace operations, and its Special Committee on Peacekeeping Operations is their monitoring body of UN peacekeeping and reports to the General Assembly Fourth Committee.<sup>125</sup> On a more operational level, the Department of Peace Operations (DPO) "provides political and executive direction of UN peacekeeping operations" and "maintains contact with the Security Council, troop and financial contributors, and parties to the conflict in the implementation of Security Council mandates."<sup>126</sup> The DPO consists of three main offices: Office of Rule of Law and Security Institutions; Office of Military Affairs; and Policy, Evaluation and Training Division.<sup>127</sup>

Regional organizations, such as the African Union, provide regional expertise in peacekeeping operations and reduce the possibility of cultural miscommunication between peacekeepers and the conflict area.<sup>128</sup> Furthermore, civil society organizations are increasingly recognized as crucial local interlocutors in peacekeeping operations, as local civil society actors "contribute to peace and stability and can raise awareness, engage in dialogue with conflict parties, and create the conditions necessary for conflict parties to talk to each other."<sup>129</sup>

## ***Responsibility to Protect (R2P)***

Robust mandates in peacekeeping operations predominantly focus on the ability to effectively protect civilians, ensure the delivery of humanitarian assistance, support a sustainable peace process, and prevent mass atrocities.<sup>130</sup> The use of robust mandates can be attributed to an interpretation of R2P in order to prevent the gravest forms of violence and persecution.<sup>131</sup> As such, R2P aims "to narrow the gap between Member States' pre-existing obligations under international humanitarian and human rights law and the reality faced by populations at risk of genocide, war crimes, ethnic cleansing, and crimes against humanity."<sup>132</sup> In short, while most international political and military actions taken in response to civil wars and violent unrests are reactive, R2P embodies a more proactive approach.<sup>133</sup> The Security Council increasingly tries to bridge the gap of the reactive option, which is legally codified in the UN Charter, and

<sup>121</sup> UN Security Council, *Peace and Security; UN Peacekeeping, Role of the Security Council*.

<sup>122</sup> UN Peacekeeping, *Role of the Security Council*.

<sup>123</sup> Ibid.

<sup>124</sup> UN Peacekeeping, *Principles of Peacekeeping*.

<sup>125</sup> UN Peacekeeping, *Role of the General Assembly*.

<sup>126</sup> UN Peacekeeping, *Department of Peace Operations*.

<sup>127</sup> Ibid.

<sup>128</sup> African Union, *Peace Support Operations*.

<sup>129</sup> Kool, *The Role of Civil Society in Peacekeeping Missions, United Nations University*, 2016.

<sup>130</sup> UN General Assembly & Security Council, *Responsibility to protect: lessons learned from prevention: Report of the Secretary-General (A/70/999-S/2016/620)*, 2016; UN General Assembly & Security Council, *Prioritizing prevention and strengthening response: women and the responsibility to protect: Report of the Secretary-General (A/74/964-S/2020/501)*, 2020; Sartre, *Making UN Peacekeeping More Robust: Protecting the Mission, Persuading the Actors, International Peace Institute*, 2011.

<sup>131</sup> Sartre, *Making UN Peacekeeping More Robust: Protecting the Mission, Persuading the Actors, International Peace Institute*, 2011, p. 11; Global Centre for the Responsibility to Protect, *What is R2P?*.

<sup>132</sup> UN, Office on Genocide Prevention and the Responsibility to Protect, *Responsibility to Protect*.

<sup>133</sup> Ibid.

the proactive option, which is embodied by R2P, by giving peacekeeping missions a robust mandate.<sup>134</sup> Bridging this gap allows UN peacekeeping operations to ensure that peacekeepers are able to use the means necessary to achieve the peacekeeping mission mandate's goals in order to prevent a genocide or other mass atrocities.<sup>135</sup>

### **Disarmament, Demobilization and Reintegration (DDR)**

A notable contributor to ensuring that robust peacekeeping mandates are effective and sustainable is the Disarmament, Demobilization and Reintegration (DDR) framework.<sup>136</sup> The “primary objective of DDR is to increase human security” by ensuring that efforts are based on international humanitarian law and universal respect of human rights.<sup>137</sup> DDR processes comprise three types of activities: mediation support, analysis, and capacity building.<sup>138</sup> The first pillar of mediation support includes deploying experts for advice and helping with the negotiation and drafting of agreements.<sup>139</sup> The second pillar of analysis includes activities such as “mapping of armed groups and identification of entry points for programmatic engagement.”<sup>140</sup> Finally, the third area encompasses capacity building activities to allow for local organizations to constructively work toward a peaceful future.<sup>141</sup> Even though DDR is often employed in post-conflict reconstruction efforts, it is also integrated in several contemporary peacekeeping mandates, including those for the Central African Republic, the Democratic Republic of Congo, Mali, and South Sudan.<sup>142</sup> Including DDR in peacekeeping missions helps ensure a more stable and profound reconstruction of the Member State to which a UN peacekeeping mission was deployed.<sup>143</sup> Furthermore, DDR has been shown to make peace efforts more sustainable by bolstering a peacekeeping mission’s robustness and effectiveness.<sup>144</sup>

Over the last decade, the UN’s DDR efforts have undergone a shift from focusing on individual combatants and demobilizing and reintegrating them into larger society, to supporting both combatants and their home communities in ensuring that combatants are not only ready to re-enter society but that communities are also willing and able to reintegrate demobilized combatants.<sup>145</sup> This approach has become known as “Second Generation DDR,” aligning with the move to create more robust peacekeeping mandates by emphasizing dynamic DDR efforts that can more effectively support the protection of civilians in conflict zones.<sup>146</sup> The report “Second Generation Disarmament, Demobilization and Reintegration (DDR) Practices in Peace Operations” found that some peacekeeping missions and their mandates may be outdated, as “the last seven peacekeeping missions with DDR mandates” did not meet their DDR requirements or used a traditional DDR approach to the process.<sup>147</sup> Consequently,

<sup>134</sup> Sartre, Making UN Peacekeeping More Robust: Protecting the Mission, Persuading the Actors, *International Peace Institute*, 2011, p. 11.

<sup>135</sup> Guéhenno, Robust Peacekeeping: Building Political Consensus and Strengthening Command and Control, *Center on International Cooperation*, 2009, p. 8; UN General Assembly & Security Council, *Mobilizing collective action: the next decade of the responsibility to protect: Report of the Secretary-General (A/70/999-S/2016/620)*, 2016.

<sup>136</sup> UN Peacekeeping, *Disarmament, Demobilization and Reintegration*.

<sup>137</sup> UN Disarmament, Demobilization and Reintegration Resource Centre, *Concepts, Policy and Strategy of the IDDRS: The UN Approach to DDR*, 2006, p. 9.

<sup>138</sup> UN Peacekeeping, *Disarmament, Demobilization and Reintegration*.

<sup>139</sup> *Ibid.*

<sup>140</sup> *Ibid.*

<sup>141</sup> *Ibid.*

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

<sup>143</sup> *Ibid.*

<sup>144</sup> *Ibid.*

<sup>145</sup> UN Peacekeeping, *Disarmament, Demobilization and Reintegration*; UN Department of Peacekeeping Operations, *Second Generation Disarmament, Demobilization and Reintegration (DDR) Practices in Peace Operations: A Contribution to the New Horizon Discussion on Challenges and Opportunities for UN Peacekeeping*, pp. 7-8, 2010.

<sup>146</sup> UN Department of Peacekeeping Operations, *Second Generation Disarmament, Demobilization and Reintegration (DDR) Practices in Peace Operations: A Contribution to the New Horizon Discussion on Challenges and Opportunities for UN Peacekeeping*, p. 7, 2010.

<sup>147</sup> *Ibid.*

having a robust mandate and combining it with a second generation DDR approach has the potential to achieve a more peaceful and more successful outcome that help the UN peacekeeping mission to achieve its mandated goals.<sup>148</sup>

### **Case Study: United Nations Mission in South Sudan**

A recent and prominent robust mandate employed in UN peacekeeping operations is the UN Mission to South Sudan (UNMISS).<sup>149</sup> UNMISS came into force on 9 July 2011, the day South Sudan gained independence from Sudan.<sup>150</sup> UNMISS was mandated to support the newly formed Member State by helping “to consolidate peace and security,” as well as “help establish conditions for development in the Republic of South Sudan, with a view to strengthening the capacity of the Government of South Sudan to govern effectively and democratically.”<sup>151</sup>

On 15 December 2013, violence broke out in seven out of ten states in South Sudan, causing dramatic food insecurity and displacing hundreds of thousands of civilians.<sup>152</sup> Since UNMISS had been created to help South Sudan establish itself as a sovereign country but was also responsible for helping maintain peace in South Sudan, confusion, animosity, and suspicion among the local population about the peacekeeping mission’s role grew.<sup>153</sup> Over 85,000 internally displaced people sought refuge in UNMISS compounds, further amplifying the situation.<sup>154</sup> In response to these developments, the Security Council adopted Resolution 2132 (2013) to reinforce the mission with the deployment of additional peacekeepers and a police component.<sup>155</sup> This “more robust posture” was intended to help stabilize the situation and ultimately shifted the focus from “peacebuilding, State-building and the extension of State authority, to one of strict impartiality in its relations with both parties.”<sup>156</sup>

In March 2021, the Security Council extended the mandate of UNMISS for another twelve months.<sup>157</sup> Highlighting the “grave alarm and concern about the political, security, economic and humanitarian crisis in South Sudan”, the mandate outlined in Security Council resolution 2567 (2021) authorizes UNMISS “to use all necessary means to”:

- Protect civilians;
- Create the conditions conducive to the delivery of humanitarian assistance;
- Support the implementation of the Revitalised Agreement and the Peace Process; and
- Monitor, investigate, and report on violations of international humanitarian law and violations and abuses of human rights.<sup>158</sup>

Moreover, the Security Council also “called for the full, effective and meaningful participation of women in the peace process and urged parties to fulfil their commitment to inclusivity in the peace agreement, including national diversity, gender, youth and regional representation.”<sup>159</sup> An example of these principles being applied in South Sudan was the creation of Protection of Civilians (PoC) sites set up by UNMISS to protect local civilians, regardless of ethnicity or citizenship, from imminent physical violence.<sup>160</sup> Since the violence has reduced in intensity and frequency in recent years, the UN has begun transitioning PoC sites

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<sup>148</sup> Ibid.

<sup>149</sup> UNMISS, *UNMISS*, 2021.

<sup>150</sup> UNMISS, *Background*, 2021.

<sup>151</sup> Ibid.

<sup>152</sup> UNMISS, *Background*, 2021; UN Security Council, *Report of the Secretary-General on South Sudan (S/2014/158)*, 2014.

<sup>153</sup> Ibid.

<sup>154</sup> UN Security Council, *Report of the Secretary-General on South Sudan (S/2014/158)*, 2014.

<sup>155</sup> UN Security Council, *Sudan and South Sudan (S/RES/2132 (2013))*, 2013.

<sup>156</sup> UN Security Council, *Report of the Secretary-General on South Sudan (S/2014/158)*, 2014, p. 12; UNMISS, *Background*, 2021.

<sup>157</sup> UN Security Council, *Reports of the Secretary-General on the Sudan and South Sudan (S/RES/2567 (2021))*, 2021.

<sup>158</sup> Ibid.

<sup>159</sup> UNMISS, *Mandate*, 2021.

<sup>160</sup> UN Peacekeeping, *UN Protection of Civilians sites begin transitioning to conventional displacement camps*, 2020.

into more conventional displacement camps.<sup>161</sup> The combination of this comprehensive doctrinal foundation and the mission's mandate "to use all necessary means" to achieve its objectives has formed a robust mandate that continues to help UNMISS to operate effectively.<sup>162</sup>

### **Conclusion**

The use of robust mandates in peacekeeping is a growing trend in contemporary UN peacekeeping missions.<sup>163</sup> Due to the multidimensional nature of today's peacekeeping missions that are also tasked with supporting the political process; stabilizing criminal justice systems and restoring the rule of law; assisting in DDR efforts; and protecting civilians and human rights, an increasing number of recent UN peacekeeping missions have received robust mandates that allow them to use all means necessary to achieve their mandated goals.<sup>164</sup> Following the R2P doctrine and the continuing recognition that protecting civilian populations is of utmost importance, robust mandates are becoming an increasingly useful tool in ensuring the operational success of UN peacekeeping missions.<sup>165</sup> The Security Council is responsible for establishing and reviewing these peacekeeping mandates to ensure that UN peace operations are successful in ensuring human security and fulfilling their mandates.<sup>166</sup>

### **Further Research**

As delegates prepare to address this issue, they should consider the following questions: How can robust mandates of peacekeeping missions be further strengthened? As conflicts become more complex, what should the UN Security Council consider when choosing to use robust mandates for peacekeeping missions? How can robust peacekeeping mandates further leverage what has become known as "Second Generation" DDR? As concepts like R2P and DDR evolve, how can peacekeeping mandates remain effective and relevant in an ever-changing threat environment?

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*The Kigali Principles on the Protection of Civilians is a declaration made by a group of Member States that outlines a list of 18 principles that aim to protect civilians during peace operations. As of April 2021, 50 Member States have endorsed the principles. Numerous of these principles distinctly note that protecting civilians should always remain a key goal of every UN peace operation and that all means necessary should be used to ensure the safety of civilians. Delegates will find this declaration informative, as the 18 principles detail how the protection of civilians may be achieved.*

United Nations, Department of Peacekeeping Operations. (2010). *Second Generation Disarmament, Demobilization and Reintegration (DDR) Practices in Peace Operations: A Contribution to the New Horizon Discussion on Challenges and Opportunities for UN Peacekeeping*. Retrieved 16 February 2021 from: [https://peacekeeping.un.org/sites/default/files/2gddr\\_eng\\_with\\_cover\\_0.pdf](https://peacekeeping.un.org/sites/default/files/2gddr_eng_with_cover_0.pdf)

*This report presents an overview and discussions pertaining to the evolution of disarmament, demobilization, and reintegration (DDR) by presenting the concept of "Second Generation DDR". As DDR is an integral component of a holistic peacekeeping mandate, this report presents an overview of the evolution of DDR and numerous policy*

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<sup>161</sup> Ibid.

<sup>162</sup> UN Security Council, *Report of the Secretary-General on the Sudan and South-Sudan (S/RES/2514 (2020))*, 2020; UN Security Council, *Reports of the Secretary-General on the Sudan and South Sudan (S/RES/2567 (2021))*, 2021.

<sup>163</sup> UN Peacekeeping, *What We Do*.

<sup>164</sup> UN Peacekeeping, *Principles of Peacekeeping*; UN Peacekeeping, *What We Do*.

<sup>165</sup> Sartre, Making UN Peacekeeping More Robust: Protecting the Mission, Persuading the Actors, *International Peace Institute*, 2011, p. 11.

<sup>166</sup> UN Security Council, *Peace and Security*; UN Peacekeeping, *Role of the Security Council*.

*options moving forward. Delegates will find this document useful as it explains what DDR is, why it is important, how it has changed, and how it continues to be important for peacekeeping operations.*

United Nations, GA73 High-Level Meeting on Action for Peacekeeping. (2018). *Action for Peacekeeping: Declaration of Shared Commitments on UN Peacekeeping Operations*. Retrieved 16 February 2021 from: <https://peacekeeping.un.org/sites/default/files/a4p-declaration-en.pdf>

*This declaration is a hallmark declaration of UN Member States committing to UN peacekeeping operations and the need to commit to tangible goals and outcomes of peacekeeping mandates. Through this declaration, Member States recognize that peacekeeping is one of the most effective tools available to the UN in the promotion and maintenance of international peace and security. Delegates will find this declaration useful for their research as it succinctly outlines priorities and goals for UN peacekeeping operations as set out and agreed upon by Member States.*

United Nations, General Assembly and Security Council, Seventieth session. (2016). *Mobilizing collective action: the next decade of the responsibility to protect: Report of the Secretary-General (A/70/999-S/2016/620)*. Retrieved 16 February 2021 from: <http://undocs.org/A/70/999>

*This report of the Secretary-General is the ten-year follow-up from his first one following the 2005 World Summit Outcome. In this report, the Secretary-General recognizes that the global environment has changed and that applying the responsibility to protect is becoming an increasingly important priority for UN peacekeeping operations. When researching this topic, delegates will find this report insightful as it outlines the successes and shortcomings of UN peacekeeping mandates and operations in recent history, as well as important aspects to keep in mind when discussing the use of robust mandates in peacekeeping.*

United Nations Peacekeeping. (n.d.). *Role of the Security Council*. Retrieved 16 February 2021 from: <https://peacekeeping.un.org/en/role-of-security-council>

*The website outlines the role of the Security Council in UN peace operations. This includes what the Security Council needs to consider when establishing a peace operation, including: Whether there is a ceasefire in place and the parties have committed themselves to a peace process intended to reach a political settlement; Whether a clear political goal exists and can be reflected in the mandate; Whether a precise mandate for a UN operation can be formulated; and Whether the safety and security of UN personnel can be reasonably ensured, including whether reasonable guarantees can be obtained from the main parties or factions regarding the safety and security of UN personnel.*

United Nations, Security Council. (2021). *Reports of the Secretary-General on the Sudan and South-Sudan (S/RES/2567 (2021))*. Retrieved 26 April 2021 from: [http://undocs.org/S/RES/2567\(2021\)](http://undocs.org/S/RES/2567(2021))

*This Security Council resolution renewed the mandate of the United Nations Mission in the Republic of South Sudan (UNMISS) until 15 March 2022. The Resolution recognizes the violent conflict that continues to unfold in South Sudan and decides to extend the mandate of UNMISS. UNMISS is noteworthy as it has a robust mandate that focuses on the protection of civilians and allows peacekeepers to use all means necessary to achieve UNMISS's mandate. When preparing, this resolution will provide delegates with an example of how a robust mandate can look.*

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## II. The Situation in the Central African Republic

### *Introduction*

The situation in the Central African Republic has continued to evolve and become more complex since 2013.<sup>167</sup> The Central African Republic is a landlocked Member State in central Africa, bordering Chad, Cameroon, the Republic of the Congo, the Democratic Republic of the Congo, Sudan, and South Sudan.<sup>168</sup> Since 2013, the Central African Republic has faced numerous incidents that have threatened international peace and security.<sup>169</sup> The current situation began when the Seleka, a predominantly Muslim rebel group, removed President Francois Bozize from power.<sup>170</sup> This event sparked the continuation of the ongoing Christian and Muslim conflict in the region.<sup>171</sup> The key groups involved in this conflict are the Seleka and the anti-balaka militias, comprised of predominantly Christian militants.<sup>172</sup> The two groups have caused continuous tension within the Member State since the aftermath of the 2013 election when President Bozize was removed from office.<sup>173</sup>

Most recently, in October 2020, the Secretary-General reported on the current operations of the United Nations (UN) Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) in light of the COVID-19 pandemic.<sup>174</sup> In addition to the humanitarian crisis that the current situation poses to the Central African Republic, COVID-19 has proven to be an additional challenge for the state to control.<sup>175</sup> The situation has continued to have negative impacts on much of the population in the Central African Republic, specifically women, children, and internally displaced persons (IDPs).<sup>176</sup>

The conflict within the Central African Republic has become increasingly worse as outside actors from surrounding Member States have begun to influence both the Seleka and anti-balaka militias.<sup>177</sup> The outside influence has created more threats to security and halted the efforts of peacekeeping missions.<sup>178</sup> Additionally, there has been a steady increase of sexual and gender-based violence (SGBV) in the region, involving both the Seleka and anti-balaka, as well as UN peacekeepers.<sup>179</sup> SGBV can be defined as rape, unwanted sexual touch, female genital mutilation (FGM), and more.<sup>180</sup> This increase of SGBV has been at the forefront of discussions regarding this issue in the Security Council and the Secretary-General.<sup>181</sup>

The increase of influence from outside actors from surrounding Member States has caused an increase in the use and illicit trade of small arms and light weapons (SALWs).<sup>182</sup> The illicit trade of SALWs has allowed both militant groups to become more violent, especially in rural areas where the increased availability of weapons has been used to control towns and their inhabitants.<sup>183</sup> MINUSCA, the United Nations Office on Drugs and Crime (UNODC), and other international organizations have worked to

<sup>167</sup> Security Council Report, *Chronology of Events: Central African Republic, 2020*; UN Security Council, *Central African Republic: Report of the Secretary-General (S/2021/146)*, 2021.

<sup>168</sup> Human Rights Watch, *Crisis in the Central African Republic*, 2013.

<sup>169</sup> Ibid; Human Rights Watch, *Testimony of Philippe Bolopion on the Crisis in the Central African Republic before the Subcommittee on Africa, Global Health, Global Human Rights, and International Organizations hearing "Crisis in the Central Africa Republic"*, 2013.

<sup>170</sup> Human Rights Watch, *Crisis in the Central African Republic*, 2013.

<sup>171</sup> Ibid.

<sup>172</sup> Security Council Report, *Chronology of Events: Central African Republic, 2020*.

<sup>173</sup> Human Rights Watch, *Crisis in the Central African Republic*, 2013.

<sup>174</sup> UN Security Council, *Central African Republic: Report of the Secretary-General (S/2020/545)*, 2020.

<sup>175</sup> Ibid.

<sup>176</sup> Ibid.

<sup>177</sup> Security Council Report, *Chronology of Events: Central African Republic, 2020*.

<sup>178</sup> Ibid.

<sup>179</sup> UN Security Council, *Central African Republic: Report of the Secretary-General (S/2020/545)*, 2020, pp. 7-8.

<sup>180</sup> Ibid.

<sup>181</sup> Ibid.

<sup>182</sup> UNODC, *Central Africa Republic adopts new law on the general regime of conventional arms developed with support from UNODC*, 2020.

<sup>183</sup> Ibid.

decrease the use and trade of SALWs since 2019 when it became a more prominent issue within the Central African Republic.<sup>184</sup>

### ***International and Regional Framework***

Since gaining independence from France in 1960, the Central African Republic has been in conflict both internally and with surrounding Member States.<sup>185</sup> After French support in establishing political institutions was coming to an end after thirty years and the Central African Republic continued to face conflicts with surrounding Member States, the Security Council adopted resolution 1159 (1998) entitled, “*The Situation in Central African Republic*”, which established the predecessor of MINUSCA.<sup>186</sup> MINUSCA was established in 2014 to protect civilians and to assist and support political transition in the Central African Republic.<sup>187</sup> Since 2014, the Security Council has been expanding and adapting regional peacekeeping missions and programs to support infrastructure and community programs.<sup>188</sup> In 2021, the mandate for MINUSCA was renewed for an additional twelve months through Security Council resolution 2566.<sup>189</sup>

The Security Council and the Secretary-General have provided annual reports on the situation in addition to monthly forecasts for the situation.<sup>190</sup> The most recent report from the Secretary-General on the Central African Republic titled “Central African Republic: Report of the Secretary-General” was presented in 2020 and outlined the recent efforts regarding the current political situation, security, regional engagement, and protection of civilians.<sup>191</sup> The 2020 report discusses findings and advancements made by MINUSCA, in addition to outlining next steps and the budget for the following year.<sup>192</sup>

On 6 February 2019, the African Union met to vote on a peace agreement called *Political Agreement for Peace and Reconciliation in the Central African Republic* for the Central African Republic, and, by 14 February 2019, the Security Council recognized the peace agreement.<sup>193</sup> The agreement aims to end the political conflict between militant and political groups within the Central African Republic and allow for peaceful elections to take place.<sup>194</sup> The Security Council and the African Union have been working in tandem in recent years in order to provide a broad range of peacekeepers and other peacekeeping tactics, which include maintaining an open dialogue between opposition groups in the region.<sup>195</sup>

### ***Role of the International System***

Since the establishment of MINUSCA in 2014, the international community has responded to the ongoing situation by providing funds and personnel to the peacekeeping mission.<sup>196</sup> Of the over 14,000 personnel involved in the MINUSCA mission, the top five contributing Member States are Rwanda, Pakistan, Bangladesh, Egypt, and Cameroon.<sup>197</sup> These Member States, along with many others, are responsible for contributing personnel and monetary funds to MINUSCA in order to continue the mission mandate.<sup>198</sup> The budget for MINUSCA is set on an annual basis by the General Assembly, which reviews the performance

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<sup>184</sup> Ibid.

<sup>185</sup> Human Rights Watch, *Crisis in the Central African Republic*, 2013.

<sup>186</sup> UN Security Council, *The Central African Republic (S/RES/1159 (1998))*, 1998.

<sup>187</sup> UN Security Council, *Central African Republic (S/RES/2149 (2014))*, 2014.

<sup>188</sup> UN Security Council, *Central African Republic: Report of the Secretary-General (S/2020/545)*, 2020.

<sup>189</sup> UN Security Council, *The situation in the Central African Republic (S/RES/2566 (2021))*, 2021.

<sup>190</sup> Security Council Report, *Chronology of Events: Central African Republic*, 2020.

<sup>191</sup> UN Security Council, *Central African Republic: Report of the Secretary-General (S/2020/545)*, 2020.

<sup>192</sup> Ibid.

<sup>193</sup> UN Security Council, *Letter dated 14 February 2019 from the Secretary-General addressed to the President of the Security Council (Political Agreement for Peace and Reconciliation in the Central African Republic) (S/2019/145)*, 2019.

<sup>194</sup> Ibid.

<sup>195</sup> Ibid.

<sup>196</sup> UN Peacekeeping, *MINUSCA Fact Sheet*.

<sup>197</sup> Ibid.

<sup>198</sup> Ibid.

and budget of MINUSCA.<sup>199</sup> Based on these annual reports, the General Assembly proposes and adopts a new annual budget based on the progress and performance of the previous year.<sup>200</sup>

Regionally, the African Union has supported the efforts of MINUSCA and provided additional resources and peacekeepers of their own.<sup>201</sup> By maintaining a regional presence, the African Union provides further legitimacy to the efforts set forth by MINUSCA.<sup>202</sup> Recently, the Security Council backed the peacekeeping efforts made by the African Union, allowing for further efforts for peaceful political elections to take place while providing security to local populations.<sup>203</sup>

Other institutions that have been involved with the situation in the Central African Republic include the UN High Commissioner for Refugees (UNHCR), the UN Children's Fund (UNICEF), the UN Entity for Gender Equality and the Empowerment of Women (UN Women), UNODC, Human Rights Watch, and Doctors Without Borders.<sup>204</sup> Each of these institutions have dealt with various aspects of the situation in the Central African Republic under MINUSCA, and many have formed lasting programs within the region to reduce the burden of the crisis on the citizens of the Member State.<sup>205</sup> Since the onset of the COVID-19 pandemic, UNICEF has responded to create programs regarding "water, sanitation, and hygiene (WASH)," in order to help stop the spread of the virus in the Central African Republic and surrounding Member States.<sup>206</sup> In addition to the programs set forth by UNICEF, UNHCR has been tasked, in accordance with MINUSCA, to establish and oversee refugee and internally displaced person (IDP) camps both within the Central African Republic and surrounding Member States.<sup>207</sup> As of January 2021, there are an estimated combined total of 1.2 million refugees and IDPs affected by the ongoing situation.<sup>208</sup>

### ***Sexual and Gender-Based Violence in Central African Republic***

There is widespread SGBV within the Central African Republic perpetrated by actors within the Member State and peacekeepers.<sup>209</sup> In 2019 the UN was able to confirm 322 reports of sexual violence against adults and children, including 147 rapes and fifteen forced marriages.<sup>210</sup> Incidents of sexual violence by peacekeepers in the Central African Republic were first officially published in 2016, when reports were filed that 41 UN peacekeepers were involved in various sexual abuse cases throughout the Member State.<sup>211</sup> Human Rights Watch published a report in 2020 illustrating the ongoing sexual abuse allegation happening with UN peacekeepers during various missions throughout the international community, and notes that the UN has begun to track Member States who have the highest accusation rates among peacekeepers.<sup>212</sup>

In recent years, Oxfam International has been aiding survivors of SGBV in the Central African Republic.<sup>213</sup> Oxfam International created a literacy program for survivors of SGBV at a local women's shelter in Bria, Central African Republic.<sup>214</sup> The purpose of this program is to heal women who have been

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<sup>199</sup> Ibid.

<sup>200</sup> Ibid.

<sup>201</sup> UN Africa Renewal, *Council backs AU peacekeepers for Central African Republic*.

<sup>202</sup> Ibid.

<sup>203</sup> Ibid.

<sup>204</sup> UN Security Council, *Central African Republic: Report of the Secretary-General (S/2020/545)*, 2020.

<sup>205</sup> UN Peacekeeping, *MINUSCA Fact Sheet*.

<sup>206</sup> UNICEF, *Central African Republic Appeal: Humanitarian Action for Children*.

<sup>207</sup> UN Peacekeeping, *MINUSCA Fact Sheet*.

<sup>208</sup> UNHCR, *Central African Republic situation*.

<sup>209</sup> Pabandji, Central African Republic seeks justice for rural victims of sexual violence, *Reuters*, 2020; UN Security Council, *Conflict-related sexual violence: Report of the Secretary-General (S/2020/487)*, 2020.

<sup>210</sup> UN Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, *Central African Republic*.

<sup>211</sup> *UN identifies 41 peacekeepers over CAR sexual abuse*, BBC, 2016.

<sup>212</sup> Wheeler, UN peacekeeping has a sexual abuse problem, *The Hill*, 2020.

<sup>213</sup> Oxfam International, *Literacy vs gender-based violence: aiding survivor recovery in the Central African Republic*.

<sup>214</sup> Ibid.

affected by rape, sexual violence, forced marriage, and other forms of gender-based abuses.<sup>215</sup> In addition to healing from the traumatic experiences of SGBV, students at the Bria Women’s Home are taught skills in basic literacy, with the aim to rehabilitate women and provide them with tools to enter the workforce.<sup>216</sup>

In addition to these forms of sexual violence, women and girls in the Central African Republic often undergo Female Genital Mutilation (FGM), which is defined by the World Health Organization (WHO) as “all procedures that involve partial or total removal of the external female genitalia, or other injury to the female genital organs for non-medical reasons”.<sup>217</sup> In 2019, The Orchid Project found that approximately 24% of women in the Central African Republic have experienced FGM.<sup>218</sup>

### ***The Illicit Trade of Small Arms and Light Weapons***

The Central African Republic has been struggling to constrain the trade and use of SALWs throughout the region.<sup>219</sup> The African Union confirmed in a 2019 study that SALWs are trafficked into the state through regional actors, although tracking the exact number of illicit weapons in any Member State is impossible.<sup>220</sup> SALWs are often used to perpetrate, “mass killings, forced displacements, gender-based violence, and attacks on peacekeepers and humanitarian workers,” perpetuating conflict.<sup>221</sup> Both the Seleka and anti-balaka militias have abused access to these weapons and have perpetrated human rights violations and caused growing tensions between each other and neighboring Member States, as they have sought to disrupt peace processes and control territory in Central African Republic.<sup>222</sup>

Adopted in 2010, the *Central African Convention for the Control of Small Arms and Light Weapons, Their Ammunition and all Parts and Components that can be used for Their Manufacture, Repair, and Assembly (Kinshasa Convention)* was created to control the supply of SALWs in central Africa, limit the supply of SALWs, and keep them from insurgent groups in the region.<sup>223</sup> In 2020, with the assistance of UNODC, the Central African Republic drafted and passed a new law to limit the sale and production of SALWs.<sup>224</sup> In addition to the role the UNODC has played in drafting and passing new legislation to limit the sale, production, and access to SALWs in the Central African Republic, the UN Institute for Disarmament Research (UNIDIR) meets annually to discuss the ongoing situation and issues pertaining to SALWs in Africa.<sup>225</sup> In the 2020 report “Weapons and Ammunition Management (WAM) in Africa,” the Central African Republic, in accordance with UNIDIR and UNODC, has established a National Commission on Small Arms (NATCOM).<sup>226</sup> The Central African Republic’s NATCOM aims to create local legislation in order to seize illegal arms, track the supply and trafficking of illegal arms, and educate the public on the dangers of SALWs in the region.<sup>227</sup>

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<sup>215</sup> Ibid.

<sup>216</sup> Ibid.

<sup>217</sup> WHO, *Female Genital Mutilation*, 2020.

<sup>218</sup> Orchid Project, *Central African Republic*.

<sup>219</sup> UN Security Council, *Central African Republic: Report of the Secretary-General (S/2020/545)*, 2020.

<sup>220</sup> African Union and Small Arms Survey, *Weapons Compass: Mapping Illicit Small Arms Flows in Africa*, 2019.

<sup>221</sup> African Union and Small Arms Survey, *Weapons Compass: Mapping Illicit Small Arms Flows in Africa*, 2019, p. 12.

<sup>222</sup> UN Security Council, *Central African Republic: Report of the Secretary-General (S/2020/545)*, 2020.

<sup>223</sup> UNSAC, *Central African Convention for the Control of Small Arms and Light Weapons, Their Ammunition and all Parts and Components that can be used for Their Manufacture, Repair, and Assembly (Kinshasa Convention)*, 2010.

<sup>224</sup> UNODC, West and Central Africa, *Central Africa Republic adopts new law on the general regime of conventional arms developed with support from UNODC*, 2020.

<sup>225</sup> UNIDIR, *Weapons and Ammunition Management (WAM) in Africa*, 2020.

<sup>226</sup> Ibid.

<sup>227</sup> Ibid.

## Conclusion

Since 2013, the situation in the Central African Republic has illustrated how complex and fragile the transition to independence and self-governance can be for Member States.<sup>228</sup> Additionally, the influence of militant groups within the Member State seeking to control leadership and land has created intense hostility against its citizens.<sup>229</sup> Though the international community has maintained a heavy presence in the region since independence in 1960, today's peacekeeping mission, MINUSCA, has struggled to maintain its legitimacy given the SGBV having been perpetuated by UN peacekeepers.<sup>230</sup> While there have been negative effects associated with the presence of MINUSCA, the mission itself has proven to be a valuable start to promoting peace and security in the region by connecting state actors and leaders to discuss and promote solutions to end the current conflict.<sup>231</sup> The growing presence of SGBV against all ages of citizens has become an growing concern for the Security Council and the future of peacekeeping missions.<sup>232</sup>

## Further Research

When researching this topic, delegates should examine the conditions of the current situation that cause peace and security challenges for the Member State and its surrounding region, including: How can the Security Council resolve or significantly reduce the current level of SGBV in the Central African Republic? How could a further expansion of MINUSCA and African Union-backed peacekeeping missions resolve the current political unrest? How can the Security Council further support regional actors and UN work regarding the reduction of SALWs within the Member State?

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*This article and accompanying video provide an in-depth explanation of the start of the conflict in the Central African Republic. From this source, delegates can better understand the severity of the situation and how the key actors are involved in the conflict. Delegates will find this document useful as they begin to research this topic and will be able to relate back to the information in this source to provide clarity on the key groups and situation at large.*

Security Council Report. (2020). *Chronology of Events: Central African Republic*. Retrieved 12 February 2021 from: <https://www.securitycouncilreport.org/chronology/central-african-republic.php>

*This detailed chronology will serve as the basis for understanding key events, reports, missions, and other documents pertaining to the situation in the Central African Republic. Delegates will find this source helpful in their research to better understand the chronology of the situation and the current status of the situation. The brief monthly summaries allow delegates to further understand the ongoing situation and which efforts are being made by UN bodies.*

United Nations Office on Drugs and Crime, West and Central Africa. (2020, August 3). *Central Africa Republic adopts new law on the general regime of conventional arms developed with support from UNODC*. Retrieved 14 February 2021 from: <https://www.unodc.org/westandcentralafrica/en/2020-08-03-car-adopts-law-arms-and-ammunition.html>

<sup>228</sup> Human Rights Watch, *Crisis in the Central African Republic*, 2013.

<sup>229</sup> UN Security Council, *Central African Republic: Report of the Secretary-General (S/2020/545)*, 2020.

<sup>230</sup> UN Peacekeeping, *MINUSCA Fact Sheet*.

<sup>231</sup> Ibid

<sup>232</sup> UN Security Council, *Central African Republic: Report of the Secretary-General (S/2020/545)*, 2020.

*This report from UNODC outlines the recent small arms and light weapons law proposed and adopted by the Central African Republic. This law aims to limit the number of illicit arms available in the region and how local governments should proceed with issues pertaining to SALWs. In addition to providing current information on the legality of the use of arms in the Member State, delegates can draw from this source to better understand the efforts made and supported by the UN in the current situation.*

United Nations, Security Council. (2020). *Conflict-related sexual violence: Report of the Secretary-General (S/2020/487)*. Retrieved 12 February 2021 from: <https://undocs.org/S/2020/487>

*This report provides a brief summary of the ongoing sexual and gender-based violence in the Central African Republic, as it pertains to the current situation. From this brief report, readers should gain a general understanding of the efforts the UN is currently taking to combat these violent acts. Delegates will find this report helpful in beginning their research to better understand the sexual and gender-based violence in the Member State.*

United Nations, Security Council. (2021). *Central African Republic: Report of the Secretary-General (S/2021/146)*. Retrieved 11 February 2021 from: <https://undocs.org/S/2021/146>

*This report from the Secretary-General outlines the progress made by the Central African Republic over the course of the last year. Additionally, this report provides in-depth detail about the progress of MINUSCA. Within this report, delegates can learn which efforts have proven most successful throughout the year and what recommendations are made by key stakeholders. Delegates may find this source useful in understanding the efforts and progress made in the Central African Republic by MINUSCA.*

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