NMUN•DC

SECURITY COUNCIL
BACKGROUND GUIDE 2016

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NATIONAL MODEL UNITED NATIONS

Dear Delegates,

Welcome to the 2016 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 Jeffrey Thorpe and Assistant Director Estefani Morales-Zanoletti. Jeffrey completed his Master of Public Administration with a concentration in Public Management in 2013 and his B.A. in Political Science and International Studies in 2011, both from Georgia Southern University. Currently, he works at the Judicial Council of Georgia Administrative Office of the Courts in Atlanta, Georgia. This will be his third year on DC staff, and he is excited to return to NMUN•DC. Estefani completed her Master's of Science in Environment, Politics, and Globalization at King's College London, in London, UK in 2016. She also holds a B.A. in International Relations from San Francisco State University. Currently, she works as a Caseworker and Congressional Aide for Congresswoman Jackie Speier, Rep. for California's 14th District. This will be her first year as part of staff for NMUN•DC, but has worked as part of NMUN staff for the NMUN•NY conference in previous years.

The topics under discussion for Security Council are:

I.   International Counter-Terrorism Measures
II.   Preventing Violence Towards Refugees and IDPs

The Security Council is one of the principal organs of the United Nations system and, under the *Charter of the United Nations,* is given the main power and responsibility of international peace and security. In carrying out its responsibilities, the Security Council can commission reports by the Secretary-General, implement sanctions, consent to humanitarian missions, and authorize the peacekeeping missions. The Council's unique role and ability to take more assertive means to security makes it the international leader in the promotion and maintenance of international peace and security.

During committee sessions at NMUN-DC, the Security Council maintains a live agenda. The body will set an agenda based on the topics provided in the Background Guide. However, delegates should be aware that the Secretariat may deliver emerging information for the committee to consider during committee sessions. The Security Council must act accordingly based on the information provided to the body. Should the body move to consider a change in the topic being discussed, the Security Council will be able to take action on an emerging issue. It will be important for delegates to be knowledgeable on the ways in which the Security Council addresses different substantive matters and international issues.

We hope you will find this Background Guide useful as an introduction to the topics for this committee. However, it is not intended to replace individual research. We highly encourage you to explore your Member State's policies in-depth, as well as use the Annotated Bibliography and Bibliography to further your knowledge on these topics. In preparation for the conference, each delegation will submit a position paper. Please take note of the NMUN policies on the website and in the Delegate Preparation Guide regarding plagiarism, codes of conduct, dress code, sexual harassment, and the awards philosophy and evaluation method. Adherence to these guidelines is mandatory.

The NMUN Rules of Procedure are available to download from the NMUN website. This document includes the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure. It is thus an essential instrument in preparing for the conference, and a reference during committee.

If you have any questions concerning your preparation for the committee or the conference itself, feel free to contact the Under-Secretary-General for the committee, Angela Shively, or the Secretary-General for the conference, Lauren Shaw. You can reach either staff member by contacting them at: usgangela.dc@nmun.org or secgen.dc@nmun.org.

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

Sincerely,

Jeffrey A. Thorpe II, Director
Estefani Morales-Zanoletti, Assistant Director

Committee Overview

Introduction

The Security Council (SC) is a principal organ of the United Nations (UN) and is charged with maintaining international peace and security.[1] The SC was created when the victors of World War II created, signed, and ratified the *Charter of the United Nations* in 1945.[2] The SC's structure is indicative of the balance of power at the end of World War II as the Allied Powers agreed to its formation during the waning years of the war.[3] The SC first met on 17 January 1946 in London and deployed its first peacekeeping mission in 1948 to monitor the Armistice Agreement between Israel and its neighbors.[4] During the Cold War, the SC was largely ineffective due to continuous disagreements between the United States of America and the Union of Soviet Socialist Republics, later the Russian Federation, which as permanent members could veto each other's proposals.[5] Since the late 1980s, the SC has become more active and had a greater presence in the international arena with more than 80% of peacekeeping missions deployed since 1988.[6] Given its distinctive mandate and structure, the SC is unique in its position of having the tools necessary to take action during security and humanitarian crises.[7] The SC: adopts legally binding resolutions that Member States are obligated to carry out; authorizes the use of force including missions and sanctions regimes; and oversees peacekeeping and political missions by renewing and updating their mandates.[8]

Governance, Structure and Membership

The SC originally consisted of 11 members and was expanded to its current membership of 15 members in 1965 to better reflect the new post-colonial membership of the UN.[9] The SC currently consists of five permanent and 10 non-permanent members.[10] The General Assembly (GA) elects the 10 non-permanent members for two-year terms based on geographic distribution with five from Africa or Asia, two from Latin America, one from Eastern Europe, and two from Western Europe or other areas.[11] The current non-permanent members are: Angola, Egypt, Japan, Malaysia, New Zealand, Senegal, Spain, Ukraine, Uruguay and Venezuela.[12] The People's Republic of China, France, the Russian Federation, the United Kingdom, and the United States of America compose the five permanent members (also known as the P5) and have veto power.[13] In order to adopt a resolution, nine members must vote in favor, and all of the permanent members must either vote in favor or abstain.[14] Use of the veto is infrequent, and 56 of the 64 resolutions adopted by the SC in 2015 were unanimous.[15] Member States that are not part of the SC may be invited to participate, without a vote, in debates that affect them and where their input is relevant.[16]

Mandate, Functions and Powers

In accordance with Article 24 of the *Charter of the United Nations* the SC is "mandated to act on behalf of all members of the UN to 'ensure prompt and effective action' with respect to the maintenance of international peace and security."[17] This includes: developing friendly relations among states; solving international problems and

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[1] *Charter of the United Nations,* 1945, Article 1; UN Security Council, *What is the Security Council?,* 2016.
[2] UN Foundation, *The UN Security Council*, 2012.
[3] United States Department of State, *The Formation of the United Nations*, 1945.
[4] UN Foundation, *The UN Security Council,* 2012; UN Peacekeeping, *History of peacekeeping*, 2016.
[5] Encyclopedia Britannica, *United Nations Security Council,* 2013.
[6] Encyclopedia Britannica, *United Nations Security Council,* 2013.
[7] UN Security Council, *What is the Security Council?,* 2016.
[8] *Charter of the United Nations*, 1945.
[9] Encyclopedia Britannica, *United Nations Security Council,* 2013.
[10] *Charter of the United Nations*, 1945, Ch. 5.
[11] *Charter of the United Nations,* 1945, Ch. 5; Encyclopedia Britannica, *United Nations Security Council,* 2013.
[12] UN Security Council, *Current Members,* 2016.
[13] *Charter of the United Nations,* 1945, Ch. 5.
[14] Ibid.
[15] UN Security Council, *Highlights of Security Council Practice 2014*, 2016.
[16] *Charter of the United Nations,* 1945, Ch. 5.
[17] UN Security Council, *About,* 2016.

promoting respect for human rights; and harmonizing the actions of states.[18] The SC is unique in that it is the only UN body which can make legally binding decisions under Chapter VII of the *Charter of the United Nations*.[19] There are three levels of action the SC can take to respond to a threat to international peace and security.[20] Usually the SC will first recommend a peaceful solution to the conflict.[21] First level actions include recommending principles for a peace agreement, carrying out investigation and mediation measures, creating a mission or a special envoy, and requesting help from the Secretary-General (SG).[22] If hostilities are already taking place, the SC can issue ceasefire directives, send military observers, or create a peacekeeping mission to separate combatants and build conditions conducive for peaceful negotiations.[23] The SC can also use stronger enforcement measures including sanctions, arms embargos, travel bans, blockades, and military action, should the situation require it.[24] Additionally, the SC can affect UN membership, recommending suspending or expelling a Member State, but such action is unprecedented.[25]

To fulfill its functions, the SC has created several subsidiary organs, including the Counter-Terrorism Committee and the Peacebuilding Commission.[26] Sanctions committees are also established for each regime along with a Group of Experts.[27] The SC can also establish and modify peacekeeping and political missions.[28] Peacekeeping missions are led by the Department of Peacekeeping Operations and consist of military, police, and civilian personnel provided by willing troop contributing countries.[29] Peacekeeping is a flexible tool to provide security, political support, and early peacebuilding support, including: facilitating the political process through elections; restoring the rule of law; protecting and promoting human rights; assisting in the disarmament, demobilization, and reintegration of former combatants; and protecting civilians.[30] Political missions often take over for peacekeeping missions, especially following the signing of peace agreements, and are overseen by the Department of Political Affairs.[31] They work on conflict prevention, peacemaking, and post-conflict peacebuilding.[32]

There are several actions the SC can take to ensure it has the information and means necessary to act. It can request briefings by the UN Secretariat whenever needed to provide more specific information and updates.[33] The SC can request reports from the Secretariat or any of its subsidiary organs on missions, country situations, and recommendations on further action.[34] It can hold private meetings, including meetings with troop-contributing countries and Arria-formula meetings, to receive additional information.[35] Arria-formula meetings are a relatively new practice of the SC in which members meet confidentially and informally with whomever they chose to invite.[36] The SC can also issue presidential statements, which are official documents adopted at SC meetings.[37] Although not legally binding, presidential statements reflect consensus among SC members and are, therefore, a significant reflection of international opinion.[38] While the SC submits annual reports to the GA, it does not call on it for action.[39] The SC will often request action from Member States, parties to conflict, the SG, and itself.[40]

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[18] UN Security Council, *What is the Security Council?,* 2016.
[19] *Charter of the United Nations*, 1945, Art. 25; Security Council Report, *In Hindsight: Chapter VII*, 2013.
[20] UN Security Council, *What is the Security Council?,* 2016; *Charter of the United Nations,* 1945, Ch. 6.
[21] Ibid.
[22] UN Security Council, *What is the Security Council?,* 2016; *Charter of the United Nations,* 1945, Ch. 7.
[23] Ibid.
[24] Ibid.
[25] *Charter of the United Nations*, 1945, Ch. 2; UN Repertoire of the Practice of the SC, *Membership in the UN*, 2016.
[26] UN Security Council, *Subsidiary Organs*, 2016; *Charter of the United Nations,* 1945, Ch. 5.
[27] UN Security Council Sanctions Committees, *Security Council Sanctions Committees: An Overview*, 2016.
[28] UN Security Council, *Structure*, 2016.
[29] UN Peacekeeping, *Peacekeeping Operations*, 2016.
[30] UN Security Council, *Structure*, 2016.
[31] Ibid.
[32] UN DPA, *Field Operations and Good Offices Missions*, 2016.
[33] UN Security Council, *Note by the President of the Security Council (S/2010/507)*, 2010, pp. 3, 5.
[34] Ibid., pp. 4, 10.
[35] Ibid., pp. 8, 12.
[36] UN Security Council, *Working Methods Handbook,* 2002.
[37] UN Security Council, *Presidential Statements*, 2016.
[38] Ibid.
[39] *Charter of the United Nations,* 1945, Ch. 5.
[40] Repertoire of the Practice of the SC, *Agenda Items in 2010-2011 (Part I of the Repertoire)*, 2016.

Recent Sessions and Current Priorities

The SC meets continuously, meaning representatives must always be at headquarters in New York City, and it has a cyclical program of work, barring any emergency meetings.[41] It considers each item on its agenda on a regular cycle of reviewing reports, meeting on issues, and renewing mandates every few months to one year, depending on the agenda item.[42] In 2015, the SC adopted 64 resolutions and issued 26 presidential statements, 13 notes, and 36 letters by its President.[43] Geographically, 22.7 % of the decisions were on topics in the Middle East and 66.7 % focused on African states.[44] The SC also maintained its practice of including cross-cutting topics.[45] In particular, a focus was placed on the Protection of Civilians (POC), Women, Peace and Security (WPS), and Children and Armed Conflict (CAAC).[46] In fact, 79% of resolutions and statements issued by the SC on a topic that was country or regional specific held at least one provision on POC, 59% on WPS and 48% on CAAC.[47]

The Middle East has been a consistent area of focus for the SC. In particular, violence between Palestine and Israel continues to escalate.[48] The goal of reaching a two-state solution remains feasible: however, as noted by the SG's Special Coordinator for the Middle East Peace Process, trust must be rebuilt between the parties, and the goal of a peaceful resolution for every party involved, must remain the end goal.[49] Similarly, diplomatic efforts in Iran remained a top priority for the SC and culminated in a unanimously adopted resolution endorsing the Joint Comprehensive Plan of Action on the topic of the Iranian nuclear issue.[50] The SC continues to receive on-going updates on the situation in Syria.[51] At the 7624th meeting, the SC unanimously adopted resolution 2268 (2016) endorsing the cessation of hostilities in the region.[52] This agreement put forward clear steps to begin reducing the violence in Syria, although it does not apply to terrorist organizations such as Jabhat-al-Nusrah or the Islamic State in Iraq and the Levant (ISIL), which continue to cause disruptions in the region.[53] Accordingly, the threat of terrorism has been an on-going topic of discussion within the SC. In particular, focus has been placed on barring terrorist organizations from acquiring funds through smuggling oil and gas and trafficking cultural artefacts from the region.[54] Likewise, SG Ban Ki-moon has noted the importance of addressing recruitment techniques used by these groups, including the use of the internet to attract new followers.[55] In February the Under-Secretary-General for Political Affairs presented the Council with the first report of the SG on the threat of ISIL to peace and security in the region.[56]

Conclusion

The SC currently has 16 peacekeeping and 11 political missions on four continents in addition to ongoing sanctions regimes.[57] In the past, the SC has completed successful peacekeeping missions in Cambodia, El Salvador,

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[41] UN Security Council, *Provisional Rules of Procedure, 2016,* Ch. 1; UN DPA, *Security Council Reporting and mandate cycles*, 2016.

[42] UN DPA, *Security Council Reporting and mandate cycles*, 2016; UN Security Council, *Highlights of Security Council Practice 2014*, 2016.

[43] UN Security Council, *Highlights of Security Council Practice 2014*, 2016.

[44] Ibid.

[45] Ibid.

[46] Ibid.

[47] Ibid.

[48] UN DPI, *Briefing Security Council, Special Coordinator for Middle East Peace Process Urges Move Beyond 'Mere Condemnations' in Seeking Best Way to Peace*, 2016.

[49] Ibid.

[50] UN Security Council, *Resolution 2231 (2015): Background,* 2015.

[51] UN DPI, *Security Council Endorses Syria Cessation of Hostilities Accord, Unanimously Adopting Resolution 2268 (2016), 2016.*

[52] Ibid.

[53] Ibid.

[54] UN DPI, *Speakers Focus on Online Recruitment Activity, Need to Implement Relevant Resolutions as Security Council Debates Threat of Global Terrorism,* 2016.

[55] Ibid.

[56] UN DPI, *ISIL Still Threatens International Peace, Under-Secretary-General Tells Security Council, Calling for 'Unity and Action' to Combat Extremist Group,* 2016.

[57] UN Peacekeeping, *Current peacekeeping operations*, 2016; UN DPA, *Field Operations and Good Offices Missions*, 2016.

Guatemala, Mozambique, Namibia, and Tajikistan.[58] As the SC continues to face emerging challenges in the world and shifts in its own internal structure, it will need to find new ways to use its working methods to respond to developing threats to international peace and security, including non-state armed groups, mass displacement, issues of women and children in conflict, and the potential for terrorists to acquire weapons of mass destruction.

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[58] UN Peacekeeping, *Successes in Peacekeeping*, 2016.

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> *The* Charter of the United Nations *is a primary source for delegates to gain an understanding of the mandate, structure, and function of the SC. The Charter provides the most detailed and comprehensive background available on the SC, as it is the foundational document. Delegates will be able to complete detailed research on actions the SC can take and how the SC works within the larger UN system in order to form their own recommendations for future action.*

Security Council Report. (2016). *About the UN Security Council* [Website]. Retrieved 8 June 2016 from: http://www.securitycouncilreport.org/about-the-un-security-council.php
> *The Security Council Report is a non-profit organization which provides monthly analytical reports on the work of the SC. Their summary of the SC is a good starting point for delegates wishing to find a succinct review of the Council's activities. Delegates will be able to find information on membership, working methods, use of vetoes, subsidiary bodies, and history of peacekeeping missions and sanctions detailed in this report. This Website is foundational so delegates gain a broader understanding of the SC, before proceeding with more precise and detailed research.*

United Nations, Security Council. (2015). *Highlights of Security Council Practice 2014*. SCPCRB/SCAD/DPA/United Nations. Retrieved 4 May 2015 from: http://www.un.org/en/sc/inc/pages/pdf/highlights/2014.pdf
> *This is a document produced annually by the UN to give a broader overview of the SC's work. Delegates will find this to be an invaluable resource on trends in the SC's program of work and will get a good sense of the type and amount of work the SC does. This document is very easy to understand as it breaks down the SC's work into different graphs and diagrams. Delegates will understand the current state of the body very quickly, and it is an excellent source to begin research on the modern SC.*

United Nations, Security Council. (2016). *The Security Council* [Website]. Retrieved 8 June 2016 from: http://www.un.org/en/sc/
> *This is the Website of the SC, which is regularly updated and will provide the latest information on relevant activities. Delegates will find this to be an invaluable resource for all stages of their research. Not only does the Website provide information on the structure, mandate, and current work of the SC, it also includes links to all SC resolutions, meeting records, reports, and presidential statements, so delegates will be able to access the most up to date work of the body. Additionally, the Website includes links to documents on trends in the SC, mandate components of different missions, and information on subsidiary organs of the SC.*

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United Nations, Department of Public Information. (2016, April 14). *Speakers Focus on Online Recruitment Activity, Need to Implement Relevant Resolutions as Security Council Debates Threat of Global Terrorism* [Meetings Coverage]. Retrieved 9 May 2016 from: http://www.un.org/press/en/2016/sc12320.doc.htm

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I. International Counter-Terrorism Measures

"Missiles may kill terrorists. But, I am convinced that good governance is what will kill terrorism".[59]

Introduction

Addressing the complications and negative effects of terrorism is an issue that the United Nations (UN) Security Council (SC) has been debating for decades, beginning with resolution 1189 in 1998.[60] In spite of early counter-terrorism efforts, al-Qaeda was able to carry out the 11 September 2001 attack on the United States.[61] As a result, the SC created the Counter-Terrorism Committee (CTC).[62] The CTC, aided by the Counter-Terrorism Executive Directorate, empowers Member States to combat terrorism within their borders.[63] The international community has put forth continuous efforts to combat terrorism, despite a lack of consensus on a specific definition of terrorism.[64] In lieu of a formally accepted definition, the SC accepted loosely defined actions that are considered terrorism outlined in the unanimously adopted resolution 1566 on *Threats to International Peace and Security Caused by Terrorist Acts* in 2004.[65] Amr Abdellatif Aboulatta, the President of the SC and Egypt's Ambassador to the UN, recently stated that "terrorism can only be defeated by a sustained and comprehensive approach involving the active participation and collaboration of all [states], international and regional organizations and civil society as appropriate, to impede, impair, isolate and incapacitate the terrorist threat, consistent with the *United Nations Global Counter-Terrorism Strategy*."[66] The same strategy was mirrored by the General Assembly (GA) with the creation of its own specialized task force.[67] Through the efforts of these UN agencies, counter-terrorism measures have increased and remain ever-vigilant in addressing international terrorism as made evident through the adoption of the global strategy.[68]

International and Regional Framework

Since 1963, there have been 19 internationally adopted documents to prevent acts of terrorism.[69] Each document was created under the auspices of either a UN entity or the International Atomic Energy Agency (IAEA).[70] Within those legal instruments, the UN and IAEA have addressed terrorist acts in many of its forms.[71] These international documents include conventions and protocols such as the *Convention on the Prevention and Punishment of Crimes Against Internationally Protected Persons* (1999), the *International Convention for the Suppression of Terrorist Bombings* (1997), and the *International Convention for the Suppression of the Financing of Terrorism* (1999).[72] These documents address terrorism concerning civil aviation, maritime means, and nuclear facilities.[73] More importantly, the legal instruments officially criminalize many acts of terrorism and express state's rights in addressing them.[74]

The SC has expressed its condemnation of terrorist acts for over a decade, beginning with resolution 1189 (1998) which addressed bombings in Kenya and Tanzania that killed hundreds of people.[75] The same perspective toward

[59] UN DPI, *Missiles May Kill Terrorists, But I Am Convinced That Good Governance Will Kill Terrorism', Secretary-General Says at General Assembly Thematic Debate (SG/SM/16691-GA/11636)*, 2015.
[60] UN Security Council, *On The International Terrorism (S/RES/1189 (1998))*, 1998.
[61] UN CTC, *Our Mandate*, 2016.
[62] Ibid.
[63] Ibid.
[64] UN DPI, *Agreed Definition of Term 'Terrorism' said to be needed for Consensus on Completing Comprehensive Convention against It (G/L/3276)*, 2005.
[65] UN Security Council, *Threats to International Peace and Security Caused by Terrorist Acts (S/RES/1566 (2004))*, 2004.
[66] UN Security Council, *Statement by the President of the Security Council (S/PRST/2016/6)*, 2016.
[67] UN CTITF, *About the Task Force*, 2016.
[68] UN Security Council, *Statement by the President of the Security Council (S/PRST/2016/6)*, 2016.
[69] UN Action to Counter Terrorism, *International Legal Instruments*, 2016.
[70] Ibid.
[71] Ibid.
[72] Ibid.
[73] Ibid.
[74] Ibid.
[75] UN Security Council, *On The International Terrorism (S/RES/1189 (1998))*, 1998.

terrorism and fear of its ability to destroy international peace and security was echoed through resolution 1267 of 1999 which addressed terrorist activities in Afghanistan.[76] Additionally, resolution 1269 of 1999 "unequivocally condemns" terrorist acts and stressed the need for all Member States to uphold the guidelines of international conventions that address terrorism to which they are party.[77] While intensifying efforts to combat terrorism, the SC adopted resolution 1373 which strongly addresses the financing of terrorist operations.[78] In this resolution, the SC empowers states to suppress, freeze, and seize funds that are associated with or used to assist terrorists or terrorist organizations and actions.[79] In addition to the seizing of funds, the SC declared that any person or persons associated with the financial support of terrorists should be denied safe haven and undergo criminal punishment.[80] In 2005 the SC unanimously adopted resolution 2199 which condemns all trade with Al-Qaida or any affiliated or like-minded organizations.[81] In 2014 it was learned by Iraqi authorities that the Islamic State in Iraq and the Levant (ISIL) had made a safe haven outside of the Iraqi borders, resulting in resolution 2249, which urges Member States to send resources to seize ISIL's funds and eliminate their safe havens within the region.[82]

The GA has also taken measures to address terrorism. In 1991 the GA adopted resolution 49/60 which "unequivocally condemns" terrorism in all forms.[83] Another issue that the resolution addresses is the safe release of hostages.[84] The work of the GA, the SC, and discussions from the 2005 World Summit Outcome culminated in *The United Nations Global Counter-Terrorism Strategy* of September 2006.[85] The strategy is a unique foundational framework for the UN because its adoption was the first time the GA agreed on a common operational and strategic approach to combating terrorism.[86] Within the strategy, the GA addressed measures for identifying and addressing conditions that incite or spread terrorism; measures to prevent or combat terrorism; capacity building for Member States so they can combat and prevent terrorism; and respecting human rights when addressing issues of terrorism.[87] The implementation of this strategy by all Member States, non-governmental organizations, civil society organizations, and regional bodies is in line with the plan of the GA to actively combat terrorism.[88] In 2015, the GA adopted four resolutions focused on counter-terrorism.[89] On 14 December 2015, the GA adopted *Measures to eliminate international terrorism*, which emphasizes the Global Counter-Terrorism Strategy as a best means of combating terrorism.[90] In addition, the resolution further highlights SC resolution 1373 and reiterates the role of Member States in combating terrorism both nationally and regionally.[91]

Role of the International System

The CTC was created by the SC resolution 1373 in 2001 in order to monitor the overall implementation of resolution 1373 and ensure that efforts to stop financial support for terrorist organizations and other counter-terrorism efforts are successful.[92] With resolution 1535 of 2004 the SC created the Counter-Terrorism Committee Executive Directorate (CTED) to assist carry out the policy decisions made by the CTC, conduct Member State assessments, and provide technical assistance for Member States.[93] Since then, the CTC and CTED have had several joint special meetings concerning the implementation of 1373 and other special topics.[94] Within these special

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[76] UN Security Council, *On The Situation in Afghanistan (S/RES/1267 (1999))*, 1999.
[77] Ibid.
[78] UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/1373 (2001))*, 2001.
[79] Ibid.
[80] Ibid.
[81] UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/2199 (2015))*, 2015.
[82] Ibid.
[83] UN General Assembly, *Measures to eliminate international terrorism (A/RES/46/51),* 1991.
[84] Ibid.
[85] UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288),* 2006.
[86] UN CTITF, *UN Global Counter-Terrorism Strategy*, 2016.
[87] UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288),* 2006.
[88] Ibid.
[89] UN General Assembly, *Resolutions*, 2015.
[90] UN General Assembly, *Measures to eliminate international terrorism (A/RES/70/120),* 2015.
[91] Ibid.
[92] UN CTC, *About the Counter-Terrorism Committee*, 2016.
[93] UN CTC, *Our Mandate*, 2016.
[94] UN CTC, *Special Meetings*, 2016.

meetings, the CTC and CTED have addressed kidnapping and hostage-taking for ransom to fund terrorist organizations, technical assistance for Member States, capacity-building for Member States, and terrorists' use of new technologies.[95] In the May 2016 SC Presidential Statement, the President also requested the CTC and CTED provide a comprehensive international framework that would list best practices to effectively counter terrorist organizations.[96] Mainly, the framework would provide measures to prevent groups like ISIL, Al-Qaida, and other terrorist entities means of recruiting people to commit acts of terror.[97] The proposal framework is due to the SC by 30 April 2017.[98]

Like the SC, the GA endorsed the creation of a sub-committee, the Counter-Terrorism Implementation Task Force (CTITF), to address issues of counter-terrorism.[99] CTITF was created by the UN Secretary-General (SG) in 2005.[100] The task force is composed of 38 international entities that have a stake in counter-terrorism efforts, either by mandate or scope of work.[101] These entities include organizations like the IAEA, the International Monetary Fund (IMF), and UN Development Programme.[102] The main objective of the CTITF is to achieve the successful implementation of the Global Counter-Terrorism Strategy.[103] In order to aid the task force and entities party to the CTITF, the task force created and launched the Compendium.[104] The Compendium is an online resource that is maintained by CTITF and links its users to over 300 resources, all pertaining to counter-terrorism and protecting national borders.[105]

The Global Counter-Terrorism Strategy

In 2006, the GA unanimously adopted the *Global Counter-Terrorism Strategy*.[106] The Strategy is comprised of four pillars that address various means of combating terrorism, including: addressing the conditions conducive to the spread of terrorism; preventing and combating terrorism; building states' capacity and strengthening the role of the UN; and ensuring human rights and the rule of law.[107] The strategy is reviewed every two years, with the most recent review being July 2016. In the review, the GA stated that the strategy needs to be implemented by all Member States, and that the successful implementation for UN and specialized agencies would take an enhancement to their in order to be more effective in the implementation of the Strategy.[108]

In order to achieve the first pillar, organizations aligning with the strategy can utilize the newly established program by the SG called Alliance of the Civilizations.[109] The Alliance of the Civilizations will assist in establishing programs to address tolerance of different groups of people under the auspices of the UN.[110] The UN Educational, Scientific and Cultural Organization will also aid in the first pillar by providing inter- and intra- faith-based programming to educate and spread public awareness in respect to national laws, religious practices, and ethnic issues in order to promote a culture of peace among groups.[111] As reported by the SG, some states have had success with implementing the first pillar.[112] In April 2015, the UN Office on Genocide Prevention and the Responsibility to

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[95] UN CTC, *Special Meetings*, 2016.
[96] UN Security Council, *Statement by the President of the Security Council (S/PRST/2016/6)*.
[97] Ibid.
[98] Ibid.
[99] UN CTITF, *About the Task Force*, 2016.
[100] Ibid.
[101] Ibid.
[102] UN CTITF, *Entities*, 2016.
[103] UN CTITF, *About the Task Force*, 2016.
[104] UN CTITF, *Publications*, 2016.
[105] Ibid.
[106] UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)*, 2006.
[107] UN CTITF, *UN Global Counter-Terrorism Strategy*, 2016.
[108] UN CTITF, *UN Global Counter-Terrorism Strategy*, 2016; UN General Assembly, *The United Nations Global Counter-Terrorism Strategy Review (A/RES/68/276)*, 2014.
[109] UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)*, 2006.
[110] Ibid.
[111] Ibid.
[112] UN General Assembly, *Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy: Report of the Secretary-General (A/70/826)*, 2016.

Protect brought religious leaders together from around the world to discuss the violent crimes with the help and support of the King Abdullah Centre for Intercultural and Interreligious Dialogue.[113] Also, the UN Interregional Crime and Justice Research Institute started work on a pilot program for at risk juveniles or those who have had first-time involvement with foreign terrorist fighting activities.[114]

The second pillar can be achieved through the implementation of international law and respect to international protocols established through the conventions related to terrorism.[115] In order to assist with the implementation of those various international conventions, the UN Office on Drug and Crime and the International Criminal Police Organization (INTERPOL) were identified as the organizations to be utilized as a means to strengthen or create counter-terrorism mechanisms and centers in regional and sub-regional areas for due to their technical assistance and expertise.[116] Additionally, the GA encourages strengthening travel bans and the means of responding to attacks from terrorist groups such as nuclear, chemical, or biological attacks.[117] Recently the UN has increased its efforts in border management and helping Member States with border control.[118]

In order to achieve the third pillar pertaining to capacity-building, the Strategy enlists the aid of the IMF, IAEA, the World Health Organization (WHO), and other like-minded organizations.[119] In regards to the IMF, the Strategy encourages Member States to increase their capacity in identifying money-laundering for terrorist activities.[120] Other organizations such as the World Bank and INTERPOL are encouraged by the GA to assist with money-laundering protocols.[121] In order to hinder terrorists' accessibility of nuclear weapons, pillar three instructs participating Member States to seek the technical assistance of the IAEA to help secure, teach, and identify weaknesses that make it easier for terrorist organizations to obtain nuclear weapons.[122] Pillar three also encourages Member States to increase their ability to respond to a biological weapons attack through the technical expertise of the WHO.[123] Member States visited by the CTED continue to struggle with the implementation of a justice framework that has the capacity to deal with complex terrorist cases.[124] However, CTITF has developed a method from various UN entities working within a country to provide holistic and unified support through an initiative called the Integrated Assistance in Countering Terrorism (I-ACT).[125]

Lastly, the fourth pillar of the strategy ensures that the GA resolution on *Protection of human rights and fundamental freedoms while countering terrorism* of December 2005 provides the fundamental framework that should be utilized.[126] This means that the efforts of Member States to establish protocols, laws, and regulations to combat terrorism cannot conflict with international law, specifically human rights laws.[127] In a CTITF working group lead by the Office of the United Nations High Commissioner for Human Rights, progress has been made in the creation of human rights-compliant counter-terrorism measures.[128] Likewise, there has been an emphasis put on

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[113] UN General Assembly, *Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy: Report of the Secretary-General (A/70/826)*, 2016.
[114] Ibid.
[115] UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)*, 2006.
[116] Ibid.
[117] Ibid.
[118] UN General Assembly, *Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy: Report of the Secretary-General (A/70/826)*, 2016.
[119] UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)*, 2006.
[120] Ibid.
[121] Ibid.
[122] Ibid.
[123] Ibid.
[124] UN General Assembly, *Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy: Report of the Secretary-General (A/70/826)*, 2016.
[125] Ibid.
[126] UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)*, 2006.
[127] Ibid.
[128] UN General Assembly, *Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy: Report of the Secretary-General (A/70/826)*, 2016.

the needs of victims of terrorist acts.[129] The UN Victims of Terrorism Support portal is an online tool for people harmed by terrorism.[130] Since January 2016, there have been over 121,000 users.[131] Additionally, CTITF recently held a conference in February 2016 to understand victims' needs in terrorist attacks.[132]

The April 2016 report from the SG announced that the implementation of the strategy is well underway.[133] Though the CTC, CTED, and GA do not publish the statistical data from the reviews, Member States worldwide have implemented the strategy.[134] The SG reports that Member States like Albania, Argentina, Australia, India, Iraq, Israel, Japan, Kazakhstan, Zambia, and about 30 others have reported that they have implemented one or more pillars of the strategy within their borders.[135] In addition the individual Member States, two regional bodies, Association of Southeast Asian Nations (AESEAN) and the European Union (EU), have submitted information showing their support for the implementation in their respective regions.[136]

Conclusion

There have been thousands of people in the world who have been victims of terrorism.[137] Though UN efforts to combat terrorism have been consistent since the 1990s, terrorist organizations have still managed to thrive over the years.[138] In order to answer issues of terrorism, the SC and GA have both created specialized organizations such as the CTC, CTED, and CTITF to coordinate the efforts of the UN and combat terrorism.[139] However, the UN failed to unify efforts until the creation of the Global Counter-Terrorism Strategy.[140] The Strategy has provided a detailed plan of action for both the UN and Member States to follow in order to effectively hinder terrorist acts through the implementation of its four pillars.[141] According to a recent report by the SG, the strategy has been implemented in some regions; however, statistical information has not been published.[142] Over 30 Member States have successfully implemented or have begun the implementation of the strategy within their borders.[143] In addition, both AESEAN and the EU are also reporting the support for the implementation of the strategy in their regions.[144]

Further Research

There are many questions that need to be addressed when addressing counter-terrorism measures, specifically pertaining implementation of the frameworks, resolutions, and strategies adopted by UN bodies. How can the SC help more Member States comply with the Global Counter-Terrorism Strategy? Is it possible to consolidate current frameworks into one universally accepted framework for terrorism? How can the SC strengthen the efforts of UN committees when assisting Member States? What are the next steps in the implementation of the Strategy?

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[129] UN General Assembly, *Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy: Report of the Secretary-General (A/70/826)*, 2016.
[130] Ibid.
[131] Ibid.
[132] Ibid.
[133] Ibid.
[134] Ibid.
[135] Ibid.
[136] Ibid.
[137] Ibid.
[138] Ibid.
[139] UN CTITF, *About the Task Force*, 2016.
[140] UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288),* 2006.
[141] Ibid.
[142] UN General Assembly, *Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy: Report of the Secretary-General (A/70/826)*, 2016.
[143] Ibid.
[144] Ibid.

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> *The CTC was created by the SC to aid in the implementation of resolution 1373 which addresses removing the financial supports terrorist organizations receive. While the committee has had success since its creation, it has yet to bring complete compliance internationally due to individual Member States' inability to comply. Delegates should use this Website a means of research through the various works of the committee and to better understand the issues surrounding compliance to resolution 1373. Also, this is a useful source for delegates as conference approaches for the newest analysis of the implementation of the Strategy set to be reviewed in June 2016.*

United Nations, Counter-Terrorism Implementation Task Force. (2016). *About the Task Force* [Website]. Retrieved 10 May 2016 from: https://www.un.org/counterterrorism/ctitf/en/about-task-force

> *The CTITF was created by the SG and endorsed by the GA as a means to successfully implement of the Global Counter-Terrorism Strategy. Though the strategy was adopted without opposition, all Member States have not implemented the strategy to its fullest. Delegates should utilize the Website as a well of information concerning the implementation of the strategy and the issues of the task force in doing so. Also, the most recent report from the SG is posted here. Within that report, various operations, ongoing and pending, are detailed. Delegates may find these useful when trying to form new implementation strategies globally.*

United Nations, General Assembly, Sixtieth session. (2006). *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)* [Resolution]. Retrieved 6 May 2016 from: http://www.undocs.org/A/RES/60/288

> *The Global Counter-Terrorism Strategy is a very important document for delegates while considering this topic. The strategy is the first document of its kind that has gotten the unanimous support of the GA while addressing counter-terrorism. In addition to the support, the strategy also provides a clear plan of action to hinder the spread of and support of terrorist organizations. Delegates will find this document useful when addressing new ways to implement counter-terrorism measures internationally. Gathering a complete understanding for the strategy is imperative in order to address UN operations pertaining to counter-terrorism.*

United Nations, General Assembly, Sixty-eighth session. (2014). *The United Nations Global Counter-Terrorism Strategy Review (A/RES/68/276)* [Report]. Retrieved 16 May 2016 from: http://www.undoc.org/A/RES/68/276

> *The review of the Global Counter-Terrorism Strategy is a useful tool for delegates to understand the implementation of the Strategy. Today, there is still not full compliance of Member States to the Strategy for various reasons. Interestingly, the review calls for the expansion of UN mandates in order to push implementation. Delegates will find this document useful when addressing the issues with the implementation of the Strategy.*

United Nations, Security Council, 4385th Meeting. (2001). *Threats to International Peace and Security Caused by Terrorist Acts (S/RES/1373 (2001))* [Resolution]. Retrieved 6 May 2016 from: http://www.un.org/en/sc/ctc/specialmeetings/2012/docs/United%20Nations%20Security%20Council%20Resolution%201373%20(2001).pdf

> *Security Council resolution 1373 is a fundamental document for delegates' understanding on counter-terrorism measures. Resolution 1373 is important because it addresses the financing of terrorist organizations. While delegates are formulating ways to increase or strengthen counter-terrorism measures, this document will be able to assist in what has already been suggested to seize or freeze monetary assets used to support terrorist organizations.*

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II. Preventing Violence Towards Refugees and IDPs

"A lasting solution, the possibility to begin a new life, is the only dignified solution for the refugee himself."[145]

Introduction

There are currently 59.5 million forcibly displaced persons around the world, a population so large that if put together into a nation, it would be the 24th most populous state in the world.[146] Nineteen and a half million of these persons are refugees and 38.2 million are internally displaced persons (IDPs).[147] IDPs are those who have fled their homes in search of safety from violence or persecution, but have not crossed an international boundary to do so.[148] Refugees are defined as those who are fleeing conflict or persecution and have crossed an international border to do so.[149] In the past three years, the plight of refugees and IDPs has exploded as continuing crises and newly developed crises have created a 40% increase in their numbers worldwide.[150] Refugees and IDPs are often created as a direct result of conflict and persecution, which often includes physical assault, torture, sexual and gender-based violence (SGBV), natural disasters, and other forms of hardship.[151] The issues concerning refugees and IDPs are international because of the many communities they affect.[152] The recent conflicts in Syria, Iraq, Ukraine, South Sudan, the Central African Republic, northeastern Nigeria, and parts of Pakistan have led to a large increase in the number of those forced into displacement.[153] As such, the Security Council's (SC) role is crucial to this issue considering its primary purpose stated within Chapter V the *Charter of the United Nations*: to maintain international peace and security.[154] The plight of refugees and IDPs are more easily understood through acknowledging their physical and political status.[155] Additionally, the violence faced by women and children, especially girls, requires special attention as it is vital in understanding a more complete picture of the type of violence facing refugees and IDPs.[156]

International and Regional Framework

The *Universal Declaration on Human Rights* (UDHR) (1948) is pivotal in defining what human rights are and the conditions in which they are to be upheld.[157] Articles 2 and 3 establish that everyone has the right to life, liberty, and security, and are to be protected from discrimination, even in regards to political status.[158] This is critical as it provides legitimacy to claims by refugees and IDPs for protection, regardless of their political status, which is often uncertain.[159] The protection of human rights and peace and security is a fundamental function of the United Nations (UN), and by extension, the SC.[160] The *Charter of the United Nations* (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."[161] In addressing the specific needs of refugees, the *Convention Relating to the Status of Refugees* (1951) and the *Protocol Relating to the Status of Refugees* (1951) are the foundations from which much international policy and law is derived in order to establish actions to protect refugees.[162] The *Convention Relating to the Status of Refugees* expanded the term "refugee" to be inclusive of all ethnic, cultural and racial backgrounds, while the

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[145] UNHCR, *Statement by Mr. Paul Hortling, United Nations High Commissioner for Refugees, to the Third Committee of the UN General Assembly,* 1984.
[146] UNHCR, *World at War Global Trends: Forced Displacement in 2014*, 2014.
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[153] Ibid.
[154] Ibid.
[155] Ibid..
[156] UNHCR, *World at War Global Trends: Forced Displacement in 2014*, 2014.
[157] UN General Assembly, *Universal Declaration on Human Rights (A/RES/217 A(III))*, 1948.
[158] Ibid.
[159] Ibid.
[160] *Charter of the United Nations*, 1945.
[161] Ibid.
[162] UNHCR, *Convention and Protocol Relating to the Status of Refugees*.

Protocol Relating to the Status of Refugees broadened the definition for refugees to be applied to anyone within any geographic region.[163] Additionally, the *Cartagena Declaration on Refugees (1987)* and the *Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa (1969)* are regional agreements that provide further definitions on refugees to include persons who are fleeing the general effects of violence and conflict within their regions.[164] These key documents outline the definitions and internationally agreed safety to be granted to refugees. Another important document of note of is the General Assembly's (GA) *Declaration on Territorial Asylum* (1967), adopted on 14 December 1967.[165] This resolution establishes the right to claim asylum, an important part in establishing safety for refugees, as it is Member States who are primarily looked upon to provide safety to populations.[166] It is important to take into account that article 1; section 3 of the *Declaration on Territorial Asylum* still assigns the individual Member State the overall authority in granting asylum to those who wish to claim such status.[167]

Protection for IDPs has been established by the *Guiding Principles on Internal Displacement*, presented to the UN Commission on Human Rights in 1994.[168] These principles were adopted in GA resolution 56/168 on 21 August 2001.[169] It is important to note the political distinction between refugees and IDPs.[170] The SC has played a critical role in providing protections for refugees and IDPs through their peacekeeping operations, whose foundation lie in resolutions 1265 (1999) and 1296 (2000).[171] These resolutions specifically seek to provide protection for civilians, who often make up the majority of casualties during times of conflict.[172] SC resolution 1296 (2000) calls for the immediate end to violence against IDPs as it establishes this violence as a violation of humanitarian law.[173] Further, it reaffirms the SC's commitment to deploying peacekeeping operations with appropriate mandates to provide adequate protection to civilians, including IDPs and refugees, from immediate physical violence.[174] One solution offered includes the emphasis in the creation and maintenance of "safe environments" for IDPs and refugees.[175] In this regard, it recalls attention to SC resolution 1208 (1998) which called upon Member States as the main actors, in implementing mechanisms for also ensuring safety within refugee camps and settlements.[176] Member States are encouraged to work with regional partners, UN agencies and other humanitarian actors to stem the flow of arms within refugee camps, separation of refugees from those who do not qualify as defined for such protections, to improve law enforcement with local police forces, and to effectively disarm armed combatants within the immediate vicinity of refugee camps.[177]

The plight of female refugees has necessitated measures to tackle forms of SGBV, including gender-sensitive training to all those involved in establishing peace within conflict and requests for prosecution of crimes against women and girls.[178] SC resolution 1325 (2000) calls upon Member States to focus on measures of preventing violence against women, and specifically towards women refugees.[179] Specific actions are inclusion of women in

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[163] UNHCR, *Protocol Relating to the Status of Refugees*, 1951.
[164] 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.
[165] UN General Assembly, *Declaration on Territorial Asylum (A/RES/2312(XXII)),* 1967.
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[168] The Brookings Institute – University of Bern, *Protecting Internally Displaced Persons*, 2008.
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[170] Ibid.
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[174] Ibid.
[175] Ibid.
[176] UN Security Council, *on the maintenance of the security and civilian and humanitarian character of refugee camps and settlements in Africa (S/RES/1208 (1998)),* 1998.
[177] Ibid.
[178] UN Security Council, *on the Protection of civilians in armed conflict (S/RES/1265 (1999)),* 1999.
[179] UN Security Council, *Women Peace and Security (S/RES/1325 (2000)),* 2000.

decision making processes and as humanitarian military observers and part of police forces.[180] The resolution calls for civilian personnel of peace keeping operations to receive training on the specific needs of women and girls in conflict.[181] Additionally, the resolution calls for all actors within peace agreements to take note of the special needs of women and girls, including in providing protection against rape and sexual abuse, and it demands that all actors comply with current international humanitarian law.[182] Since then, the SC has adopted six other resolutions concentrated on the needs and rights of women.[183] SC resolution 1889 (2009) further underscores the importance of having women as active participants during decision making processes for how to establish peace in conflict zones.[184] The intent is to ensure that in implementing peace agreements, the needs of women and girls are included.[185] SC resolution 1820 (2008) explicitly establishes sexual violence as a war crime and calls on military personnel to be trained in methods that offer protection for civilians against such violence.[186] SC resolution 1888 (2009) mandates women and children be explicitly protected from sexual violence.[187] Specifically, it requested the creation of a position to act as a special representative on sexual violence during armed conflict; this call resulted in the creation of the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict.[188]

Role of the International System

The international community is made up of various groups which work to prevent violence towards refugees. The SC is unique in its position to deploy peacekeeping missions.[189] These operations can be multidimensional in their functionality, but are mainly deployed to maintain peace and security, facilitate peaceful political processes, protect civilians, support organized elections, as well as serve other purposes to provide stability in areas of conflict.[190] Peacekeeping operations include the deployment of peacekeeping troops, which requires consent from the sovereign state before the troops are deployed.[191] Additionally, the SC takes into account other factors for mandating a peacekeeping operation, including: if there is a ceasefire within the region of concern; if a political goal is set; if a specific mandate can be created to assist the situation; and whether the safety of UN personnel can be generally assured.[192] Currently, 16 peacekeeping operations are deployed globally with nine of those operations being mandated to protect civilians.[193] These operations work to provide these protections in various ways, including in providing oversight of peace agreements, assisting local governments in the implementation of plans for disarmament, as well as acting to defend civilians from physical harm.[194] Another of the SC's main focuses is in ensuring peace in the promotion of peaceful, diplomatic negotiations.[195] In response to the current crisis in Syria, SC resolution 2254 (2015) called for the immediate promotion of a ceasefire in Syria at the end of 2015.[196] Due to the recent breakdown of peace talks and increase in hostilities within Syria, the SC's most recently adopted resolution 2268 (2016) calls for the immediate cessation of violence in the area.[197] As refugees are often subjected to physical violence from armed combatants, they benefit greatly from successful peace negotiations and disarmament of militarized troops.[198] In recent years, several key issues have emerged as priorities for the SC to provide protection

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[180] UN Security Council, *Women Peace and Security (S/RES/1325 (2000))*, 2000.
[181] Ibid.
[182] Ibid.
[183] UN Peacekeeping, *Women, peace and security*.
[184] UN Security Council, *Women Peace and Security (S/RES/1889 (2009))*, 2009.
[185] Ibid.
[186] UN Security Council, *Women, Peace and Security (S/RES/1820 (2008))*, 2008.
[187] UN Security Council, *Women, Peace and Security (S/RES/1888 (2009))*, 2009.
[188] Ibid.
[189] UN Peacekeeping, *What is Peacekeeping?*
[190] Ibid.
[191] Ibid.
[192] Ibid.
[193] Ibid.
[194] UN Mission in Sierra Leone, *Mandate*, 2005.
[195] UN DPI, *Security Council Unanimously Adopts Resolution 2254 (2015), Endorsing Road Map for Peace Process in Syria, Setting Timetable for Talks (SC/12171)*, 2015.
[196] Ibid.
[197] UN Security Council, *Syria Cessation of Hostilities Accord (S/RES/2268 (2016))*, 2016.
[198] Ibid.

for refugees and IDPs.[199] This includes improving compliance with international humanitarian and human rights law; ensuring accountability for violations; strengthening the Protection of Civilians (POCs) from the use of explosive weapons in populated areas; providing special attention to crimes committed towards women and girls in the form of sexual violence and assault; and preventing and better responding to forced displacement.[200] All of these recommendations have particularly applied for the conflict in Syria, where continued interruptions in diplomatic talks result in road closures, violence, and bombings resulting in the deaths of many civilians.[201]

The Office of the United Nations High Commissioner for Refugees (UNHCR) was originally created with the intention of dealing with the mass migration at the end of World War II.[202] It is the UN's official agency tasked with providing protections for refugees and is often a collaborator with other UN agencies, non-governmental organizations (NGOs), and Member States.[203] UNHCR works in conjunction with individual Member States and UN bodies to ensure basic human rights are provided to refugees and IDPs.[204] Additionally, along with the foundational documents outlining the internationally recognized forms of protection to be afforded to refugees and IDPs, UNHCR, the SC, UN International Children's Emergency Fund (UNICEF), NGOs, and other organizations have worked together to provide safety nets for these vulnerable populations.[205] UNHCR developed the *10-Point Plan on Refugee Protection and Mixed Migration* to help governments implement refugee protection policies into their own domestic frameworks to ensure the safety and care of refugees.[206] Regional efforts by the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) to provide protection, for example, include the administration and operation of refugee camps.[207] These can provide a safe haven to those fleeing violence and persecution.[208] However, UNRWA camps are often provided protection by local security forces, which can vary depending on the Member State and the agreements established between them and any regional partners.[209] These camps include: 10 within Jordan (several near the border with Syria), 12 in Lebanon, nine in Syria, 19 in the West Bank, and eight in the Gaza Strip.[210]

Ensuring Protection of Refugees and IDPs

Currently, the world is undergoing one of the largest refugee crises ever seen, with Oxfam estimating 60 million people worldwide have been displaced from their homes, with 38 million of those people being IDPs.[211] Refugees and IDPs face violence, SGBV, discrimination, and abuse.[212] The SC's unique abilities to create legally binding agreements and establish peacekeeping missions has been critical in preventing violence towards these vulnerable groups.[213] Some examples of operations that have been mandated to provide POCs, generally, include: the UN Assistance Mission in Sierra Leone, the United Nations Assistance Mission in Afghanistan, and the United Nations Multidimensional Integrated Stabilization of Mali.[214] This aspect of establishing POC grants legitimacy and credibility to peacekeeping missions, and is now a common part of most peacekeeping missions' mandates.[215] UN military personnel are a critical component in providing stability and security during peacekeeping operations.[216]

While this unique ability provides a range of tools the SC can implement in providing POC, including refugees and

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[199] UN Security Council, *on the Protection of civilians in armed conflict (S/RES/1265 (1999)),* 1999.
[200] Ibid.
[201] The Migration Policy Center, *Syrian Refugees*, 2013
[202] UNHCR, *The State of the World's Refugees: In Search of Solidarity*, 2012.
[203] Ibid.
[204] UNHCR, *Protection: A Safety Net*, 2012.
[205] The Migration Policy Center, *Syrian Refugees*, 2013; UNHCR, *The State of the World's Refugees*, 2012.
[206] UNHCR, *Refugee Protection and Mixed Migration: The 10 Point Plan in Action*, 2011.
[207] UNRWA, *Where We Work.*
[208] UNRWA, *What We Do: Infrastructure and Camp Improvement.*
[209] UNRWA, *Where We Work.*
[210] Ibid.
[211] Oxfam International, *No place to live: the plight of refugees*, 2016.
[212] Ibid.
[213] Holt & Taylor, *Protecting Civilians in the Context of UN Peacekeeping Operations*, 2009.
[214] Oxfam International, *No place to live: the plight of refugees*, 2016.
[215] Holt & Taylor, *Protecting Civilians in the Context of UN Peacekeeping Operations*, 2009.
[216] United Nations Peacekeeping, *Military.*

IDPs, these operations have, and continue, to face challenges.[217] Peacekeeping missions are deployed into the field through efforts by the UN Secretariat and contributions made by Member States.[218] The UN Secretariat then works in conjunction with the Department of Peacekeeping Operations and the Department of Field Support to provide the troops, personnel, and logistics needed to implement the operation.[219] Before the SC mandates a peacekeeping operation with the intent of providing POC, UN planning processes are critical in clearly outlining the specifics of the mandate to be carried out by the operation and must be explicit in naming who will carry those responsibilities in order to avoid confusion.[220] Another issue facing POC operations on a policy level is ensuring that there is support for the mandate by both the SC and by the parties taking part in the peace mission, including the host nation and participating bodies.[221] A lack of this support will undermine the mission.[222] Examples of lack of support undermining POC operations can be seen the SC's involvement in Sudan and the Democratic People's Republic of the Congo (DRC).[223] Furthermore, it has been suggested that clarity be given to terminology used by the SC in reference to its calls within a mandate to provide POC "under imminent threat" of physical violence.[224] These policy gaps could be strengthened so that cohesiveness is achieved at ground level between the troops with the responsibility of carrying out the direction of the SC.[225]

On a broader scale, the SC reaffirmed its commitment to the providing protections to refugees and IDPs through the adoption of the statement of the President of the SC on *Protection of Civilians in Armed Conflicts* (2002).[226] The President called on Member States to remember that they are primarily responsible for the provision of safety to refugees and IDPs within their territories and encouraged Member States to engage with the UN multidisciplinary teams to help in maintaining separation between combatants and civilian personnel.[227] The SC's *Aide Memoire For the consideration of issues pertaining to the protection of civilians in armed conflict* (2014) is the most recent document outlining policy recommendations the SC will consider when establishing future mandates and policies related to providing POC within peacekeeping operations.[228] A specific recommendation is that POC concerns be given the highest priority within future mandates to develop clear guidelines on what can be done to protect civilians from violence.[229] This includes clarity in directing UN troops to conduct systematic patrolling in potentially volatile regions, as well as calling for an increased coordination between UN troops and local civil and military groups to consolidate expertise on the protection of civilians.[230] Addressing SGBV within refugee camps is another complex challenge for peacekeeping troops.[231] The SC has made reducing SGBV a focus within their peacekeeping operations since 2000, and recently adopted resolution 2242 (2015) which focuses on doubling the amount of women participants in peacekeeping operations.[232] Additionally, the resolution recommends that an increase in the access of justice be provided for women who are victims of SGBV, and instructs Member States contributing troops to SC operations undergo pre-deployment training on SGBV and ways to prevent it in the field.[233]

Case Study: The Plight of Syrian Refugees and IDPs

Syrian refugees and IDPs are experiencing an explosion of violence that began with the start of the Syrian conflict.[234] An estimated 6.5 million IDPs are currently displaced within Syria in the areas of Damascus, Aleppo,

[217] United Nations Peacekeeping, *Protection of Civilians*.
[218] Holt and Taylor, *Protecting Civilians in the Context of UN Peacekeeping Operations*, 2009.
[219] United Nations Peacekeeping, *Protection of Civilians*.
[220] Holt and Taylor, *Protecting Civilians in the Context of UN Peacekeeping Operations*, 2009.
[221] Ibid.
[222] Ibid.
[223] Ibid.
[224] Ibid.
[225] Ibid.
[226] UN Security Council, *Protection of Civilians in Armed Conflicts (S/PRST/2002/41)*, 2002.
[227] Ibid.
[228] UN OCHA, *Aide Memoire for the consideration of issues pertaining to the protection of civilians in armed conflict*, 2014.
[229] Ibid.
[230] Ibid.
[231] UN Security Council, *to Improve Implementation of Landmark Text on Women, Peace, Security Agenda (S/RES/2042)*, 2014.
[232] Ibid.
[233] Ibid.
[234] Migration Policy Centre, *Syria*.

Homs, Deir Ez-Zor, and Idlib.[235] Syria has the more IDPs than any other state.[236] This population has faced murder, summary executions, detention, being taken as hostages, enduring chemical and artillery weapons use, and other forms of violence.[237] Some of those displaced by the conflict have successfully left Syria only to face violence elsewhere as refugees.[238] The tactic of siege warfare has effectively cut off many IDPs from any humanitarian assistance and is a result of the hostilities and an inability to reach ceasefire agreements.[239] A small fraction of IDPs and refugees have made it to official collective centers set up the Syrian government, while others have fled to nearby refugee camps, which at present are some of the only spaces where refugees and IDPs can find protection from violence.[240] Providing protection to refugees and IDPs in refugee camps is often complex, as was the case with the UN Mission in Darfur (UNAMID) where, in 2014, government backed Janjaweed troops burned an encampment to the ground that was stationed in close proximity to a UNAMID compound.[241] The SC's attempt in ending the violence was in Syria was in the form of resolution 2043 which established the UN Supervision Mission in the Syrian Arab Republic (UNSMIS).[242] UNSMIS was authorized for 90 days to oversee a ceasefire and to monitor the full implementation of the Six-Point Plan created by the Joint Special Envoy of the UN and the League of Arab States to effectively end the conflict.[243] The plan consisted of calls to end the advancement of troops in highly populated areas, to commit to end all conflict in the area, to ensure a two hour break is created each day to allow humanitarian aid to reach those in need, to ensure the ability of movement of journalists throughout the region, and respect the freedom to peacefully gather and protest.[244] However, hostilities resumed on 15 June 2012 causing a suspension of the operation.[245] While an extension was sought by the SC to continue operations, on 19 August 2012 the operation officially ended due to increasing violence and concerns for the safety of all personnel involved in the operation.[246] Some have called on the SC to impose an arms embargo on Syria to prevent the spread of weapons within the region.[247] Because peacekeeping troops can only being deployed when a Member State is in agreement and when it can be determined that violence in the area is in the process of de-escalation, no peacekeeping troops can currently be used to ensure the protection of civilians within Syria.[248]

Conclusion

The SC's role in preventing violence against refugees and IDPs ultimately begins with its power to promote peace through the adoption of resolutions and deployment of peacekeeping operations. Since many circumstances of violence toward refugees begin with conflict, this power afforded to the SC is unique and of great importance. Still, the SC must remain adaptable and creative in finding ways to tackle specific issues with regards to protecting refugees and IDPs as conflicts evolve. Deploying peacekeeping troops with a mandate to work with local police and authorities to organize safe zones for refugees and IDPs is one specific way the SC attempts to solve this issue.[249] Continuing to strengthen mechanisms for working with Member States and local security authorities, as well as pushing for accountability to be established for crimes committed and encouraging a permanent, residential status, remain keys to ensuring the protection of refugees and civilians around the world. Finding ways to provide protections during active, armed conflict continues to be an extremely complicated issue for the SC.

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[235] Migration Policy Centre, *Syria*.
[236] Ibid.
[237] Mooney, *The Inside Story: Internal Displacement in Syria*, 2014.
[238] Ibid.
[239] Ibid.
[240] Ibid.
[241] Janjaweed in Darfur burn, loot refugee camp next to UN peacekeeper compound, *The Christian Science Monitor*, 2014.
[242] UN Security Council, *On the establishment of a UN Supervision Mission in the Syrian Arab Republic (UNSMIS) (S/RES/2043) (2012))*, 2012.
[243] UN Security Council, *On the establishment of a UN Supervision Mission in the Syrian Arab Republic (UNSMIS) (S/RES/2043)*, 2012; UN DPI, *Kofi Annan Appointed Joint Special Envoy of United Nations, League of Arab States on Syrian Crisis (SG/SM/14124)*, 2012.
[244] UN Peacekeeping, *UNSMIS*.
[245] Ibid.
[246] Ibid.
[247] Global Center for Responsibility to Protect, *Population at Risk: Current Crisis*, 2016.
[248] UN Peacekeeping, *UNSMIS: Mandate*.
[249] UN Peacekeeping, *UNSMIS*.

Further Research

Keeping in mind the special mandate and powers of the SC, delegates should further consider the following questions: how can the SC more effectively work together with national efforts of Member States to protect refugees and IDPs in states willing to host peacekeeping operations? What measures can be taken by the SC, and implemented within the mandate of peacekeeping operations, to deter the bombing of refugee camps and highly populated areas? What can the SC do to more effectively tackle the challenge of ending sexual violence and other forms of SGBV within refugee camps? Is there recourse for action the SC can take to provide protections to refugees and IDPs in active conflict zones?

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> *This is the foundational document establishing the rights guaranteed to all people. It is instrumental in setting the precedence for benchmarks to ensure the assurance of rights to all peoples without discrimination or regard to a person's ethnicity, gender, race, class, or any other definition. Delegates will need to understand this document in order to link how the* Convention Relating to Status of Refugees *and this work in conjunction to set legal standards of treatment of refugees.*

United Nations, General Assembly, Twenty-first session. (1967). *Protocol Relating to the Status of Refugees (A/RES/21/2198)*. Retrieved 17 April 2016 from: http://www.undocs.org/A/RES/2198(XXI)

> *This Protocol was added to the Convention in order to broaden the definition of refugees. The Protocol provides for a widening of the scope of the definition of refugee to include any geographical area and time frame. This further enhances the definition set forth by the Convention and establishes the precedence, which has led to the term "refugee" and the rights this title affords, to all succeeding generations. Delegates will enrich their understanding and application of the term refugee through a thorough understanding of this additional document.*

United Nations, General Assembly, Fifty-fourth session. (1999). *Convention on the Elimination of All Forms of Discrimination against Women: Optional Protocol (A/RES/54/4)*. Retrieved 17 April 2016 from: http://www.undocs.org/A/RES/54/4

> *This Convention is a landmark in establishing the rights and protections afforded to women without fear of discrimination due to gender. The Convention defines the many forms of discrimination women face and outlines measures individual Member States may take in order to prevent and end these forms of discrimination. The Convention importantly points out the role that cultural practices and traditions often undermine the rights of women, as well as is the first document to affirm the rights of reproduction to women. Delegates will benefit from this document as it assists in outlining the many ways in which women face discrimination, and, provides an understanding that will lead to being able to critically identify instances of discrimination and violation of these rights as a result.*

United Nations High Commissioner for Refugees. (n.d.). *Convention and Protocol Relating to the Status of Refugees*. Retrieved 16 April 2016 from: http://www.unhcr.org/3b66c2aa10.html

> *This is foundational in establishing the definition of and the rights that should be guaranteed to all refugees. It consolidates and codifies into one single document the definitions and rights afforded to refugees. Rather than limiting the term "refugee" to one specific ethnic group as was done previously in other international documents and instruments, this document broadly defines the term "refugee" in order to be made applicable to any group of peoples being persecuted for their political beliefs, as well as due to other forms of discrimination. The Convention also urges that these definitions be applied without discrimination due to ethnic background, race, disability, gender, or age. Delegates will need to understand this as a way to frame future research and to contextualize actions taken to ensure the protection of refugees.*

United Nations, Office for the Coordination of Humanitarian Affairs. (2014). *Aide Memoire for the consideration of issues pertaining to the protection of civilians in armed conflict* [Report]. Retrieved 25 June 2017 from: https://docs.unocha.org/sites/dms/Documents/aide%20memoire%202014%20-%20English.pdf

> *This report provides excellent examples of concrete actions the SC can consider implementing in future peacekeeping operations, to enhance their work to provide protection of civilians (POCs). The report touches on various aspects of providing POCs, but includes a section specifically focused on the needs of refugees and IDPs. This report, as a result, is a useful document in researching current policies recommended to the Security Council. Additionally it provides ideas that may be included in any future mandates for peacekeeping operations, which can be useful for delegates to have a firm knowledge about.*

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