



NEW YORK, NY

20 - 24 March – Conference A

27 - 31 March – Conference B

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SECURITY COUNCIL BACKGROUND GUIDE 2016

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NATIONAL MODEL UNITED NATIONS





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Dear Delegates,

Welcome to the 2016 National Model United Nations Conference in New York (NMUN•NY)! We are pleased to introduce the United Nations (UN) Security Council. Your Week A staff will be: Directors Amanda Wong (SC-A), Thejasvi Ramu (SC-B), and Anna Ivanova (SC-C). Your Week B staff will be: Directors Kaitlin Sandin (SC-A), Jade Palmer (SC-B), and Julia Bhattacharjee (SC-C). Amanda completed her B.A. in Political Science from Simon Fraser University and her PG Dip in Environmental Management from the University of London. This is Amanda's fifth year on staff. This is Thejasvi's second year on staff. She graduated from the University of Victoria with a B.A. in Political Science and Anthropology. Anna graduated from the Far Eastern Federal University in Russia with a degree in linguistics and interpretation and is currently pursuing her Master's degree in International Economics. She has 6 years of MUN experience and this is her second year on NMUN staff. Kaitlin received her B.A. in Political Science from Gonzaga University and currently works in criminal justice reform in Washington, D.C. Jade graduated with a B.A. in Theatre from Lee University. She is currently working for Delta Air Lines. This is her fourth year on staff. Julia is currently working on her Master's thesis in Political Science and works for the German Bundestag.

The topics under discussion for the Security Council are:

- I. Women, Peace and Security: Women as Active Agents in Peace and Security
- II. The Situation in the Central African Republic
- III. Threats to International Peace and Security Caused by Terrorist Acts

The Security Council is one of the principal organs of the UN system and, under the *Charter of the United Nations*, has the main responsibility for international peace and security. The Security Council's responsibilities include the assessment of threats to international peace and acts of aggression and it may call upon or impose sanctions or authorize the use of force. In order to accurately simulate the committee, it will be critical for delegates to understand its key role and authority in determining threats to peace and security and how to take appropriate actions to address these threats.

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-Secretaries-General for the Peace & Security Department, Allison Chandler (Conference A) and Clarissa Manning (Conference B). You can reach either USG by contacting them at: usg.ps@nmun.org.

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

Sincerely,

Conference A

Amanda Wong, *Director, SC-A*
Thejasvi Ramu, *Director, SC-B*
Anna Ivanova, *Director, SC-C*

Conference B

Kaitlin Sandin, *Director, SC-A*
Jade Palmer, *Director, SC-B*
Julia Bhattacharjee, *Director, SC-C*

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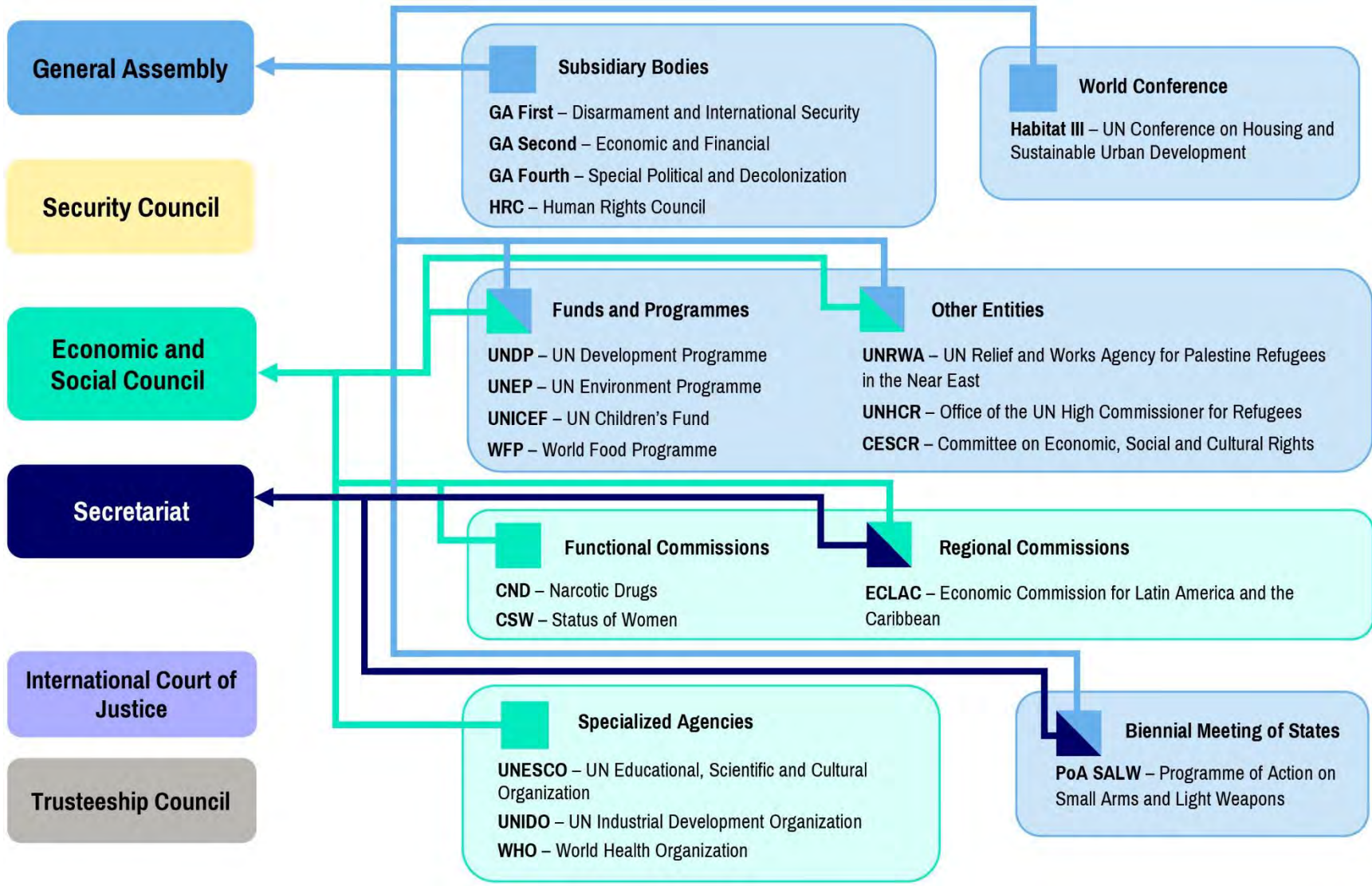


Abbreviations

AU	African Union
BPfA	Beijing Declaration and Platform for Action
CAR	Central African Republic
CICTE	Inter-American Committee against Terrorism
CRC	Convention on the Rights of the Child
CSO	Civil society organization
CSW	Commission on the Status of Women
CTC	Counter-Terrorism Committee
CTITF	Counter-Terrorism Implementation Task Force
DDR	Disarmament, demobilization, and reintegration
DPKO	Department of Peacekeeping Operations
FTF	Foreign terrorist fighters
GA	General Assembly
HDI	Human Development Index
IANWGE	Inter-Agency Network on Women and Gender Equality
ICC	International Criminal Court
ICTR	International Criminal Tribunal for Rwanda
ICTY	International Criminal Tribunal for the Former Yugoslavia
INTERPOL	International Criminal Police Organization
IRC	International Rescue Committee
ISIL	Islamic State of Iraq and the Levant
JCPOA	Joint Comprehensive Plan of Action
MINUSCA	United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic
NAP	National action plan
NGO	Non-governmental organization
NGOWG	NGO Working Group on Women, Peace and Security
OCHA	Office for the Coordination of Humanitarian Affairs
PBC	Peacebuilding Commission
PSC	Peace and Security Council
SC	Security Council
SDGs	Sustainable Development Goals
UN	United Nations
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
WPS	Women, peace, and security

United Nations System at NMUN·NY

This diagram illustrates the UN System simulated at NMUN·NY. It shows where each committee “sits” within the system, to help understand the reportage and relationships between the entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee's position, purpose, and powers within the UN System.





Committee Overview

Introduction

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

The **United Nations Security Council (SC)** is one of the six primary organs of the United Nations, mandated by the *Charter of the United Nations* to maintain international peace and security. The Council submits an annual report to the General Assembly.

The Committee Overview will provide a comprehensive synopsis of the history, mandate, structure, functions and recent proceedings of the SC. The goal of the Overview is to give a full understanding of the main policymaking body of the UN in the area of international peace and security and to provide delegates with a clear vision about the Council's mandate and powers. The Overview's core element will be the outline of the concrete functions of SC: it is the SC's primary responsibility to maintain international peace and security and to determine when and where a UN Peacekeeping operation should be deployed.

History

The SC held its first session on 17 January 1946 at Church House in London.³ After its first meeting, the Council relocated to its permanent residence at the UN Headquarters in New York, New York.⁴ At that time, five permanent members and six non-permanent members comprised the membership of the Council.⁵ However, over subsequent years, discussions regarding the structure of the Council began to take.⁶ In 1965, the number of non-permanent members increased to ten, and although membership has not changed since, discussions regarding configuration take place frequently.⁷

During the Cold War, disagreements between the United States of America and the former Soviet Union blocked the Council from being an effective institution due to lack of agreement on even the most basic of issues and topics.⁸ However, beginning in the late 1980s, the body became more active, authorizing many peacekeeping missions, such as those in the former Yugoslavia, Somalia, the Democratic Republic of the Congo, Kosovo, and East Timor.⁹ After the Cold War ended, traditional challenges to international peace and security shifted, forcing the Council to adapt to new scenarios, such as the challenge of addressing multiple humanitarian crises simultaneously, in different regions of the world.¹⁰ After 2000, terrorism, extremism and other thematic, rather than country-specific issues, became priorities of the Council, as evidenced by the adoption of a range of resolutions and the establishment of several subsidiary bodies.¹¹

Governance, Structure and Membership

The SC is the only UN body that has the power to adopt binding resolutions.¹² This means that when the Council adopts a resolution, Member States, in accordance with Article 25 of the *Charter of the UN*, are obliged to accept

¹ *Charter of the United Nations*, 1945, Preamble.

² UN Security Council, *United Nations Security Council: About*, 2015.

³ *Ibid.*

⁴ *Ibid.*

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

⁶ *Ibid.*

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

⁸ Encyclopaedia Britannica, *United Nations Security Council*, 2014.

⁹ UN Security Council, *United Nations Security Council: About*, 2015.

¹⁰ Council on Foreign Relations, *CFR Backgrounders: The UN Security Council*, 2014; Encyclopaedia Britannica, *United Nations Security Council*, 2014.

¹¹ Security Council Report, *September 2014 Monthly Forecast: Counter-Terrorism*, 2014.

¹² UN Security Council, *United Nations Security Council: About*, 2015.



and carry out the Council's recommendations and decisions.¹³ The SC also has a variety of other tools to address issues on its agenda. For example, the President of the SC may issue press statements or presidential statements, which are similar to resolutions, but are not legally-binding.¹⁴

Presidency

Each member of the SC holds the presidency of the Council for one-month, rotating according to alphabetical order.¹⁵ SC meetings can be held at any time when convened by the President and by the request of any Member State.¹⁶ Under Article 35 of the Charter, the president shall call a meeting if a dispute or situation calls the Council's attention.¹⁷ The provisional agenda for each meeting is set by the Secretary-General of the UN and is further approved by the President of the SC.¹⁸

Participation

Any UN Member State may be invited to the Council's sessions if the body decides to extend an invitation.¹⁹ Invited Member States do not have the right to vote, but are allowed to submit proposals and draft resolutions.²⁰ Furthermore, those Member States can inform the Council about a current crisis in their region.²¹ However, such proposals may only be put to a vote at the request of a representative of the Council.²²

Membership

The SC is comprised of five permanent members and 10 non-permanent members. The five permanent members of the SC are: China, France, the Russian Federation, the United Kingdom of Great Britain and Northern Ireland, and the United States of America.²³ Every year, the General Assembly (GA) elects five of the 10 non-permanent members for a two-year term.²⁴ Elections for non-permanent seats on the Council can be extremely competitive, with countries expressing interest years in advance. Countries elected to serve on the SC are expected to represent the interests of their region, and also usually have an influence at the international level and demonstrate leadership in specific areas of interest to their foreign policy.²⁵ Angola, Chad, Chile, Jordan, Lithuania, Malaysia, New Zealand, Nigeria, Spain, and Venezuela are the current non-permanent members.²⁶ SC elections for non-permanent members are typically held every October to replace the five members rotating off of the Council.²⁷ The 10 non-permanent members represent countries from five groups: Africa, the Asia-Pacific Group, Latin America and the Caribbean, the Eastern European Group, Western European and Other.²⁸

Subsidiary Organs

The SC has many subsidiary bodies established under Article 29 of the Charter, including: the International Criminal Tribunal for the Former Yugoslavia (ICTY), the International Criminal Tribunal for Rwanda (ICTR), sanctions committees, and *ad hoc* committees, such as the Ad Hoc Sub-Committee on Namibia.²⁹ Further, the Peacebuilding Commission (PBC) reports jointly to the General Assembly and the Security Council.³⁰

¹³ *Charter of the United Nations*, 1945, art. 25.

¹⁴ NGO Working Group on Women, Peace and Security, *Mapping Women, Peace and Security in the United Nations Security Council: 2009-2010*, 2010, p. 11.

¹⁵ UN Security Council, *United Nations Security Council: Presidency*, 2015.

¹⁶ UN Security Council, *Repertoire of the Practice of the Security Council*, 2011.

¹⁷ UN Security Council, *United Nations Security Council: About*, 2015.

¹⁸ *Ibid.*

¹⁹ *Ibid.*

²⁰ *Ibid.*

²¹ *Ibid.*

²² *Ibid.*

²³ *Ibid.*

²⁴ *Ibid.*

²⁵ Bourantonis, *The History and Politics of UN Security Council Reform*, 2005, p. 6.

²⁶ UN Security Council, *United Nations Security Council: Members*, 2015.

²⁷ *Ibid.*

²⁸ UN General Assembly, *General Assembly of the United Nations*, 2015.

²⁹ UN Security Council, *United Nations Security Council: Structure*, 2015.

³⁰ *Ibid.*

Voting

Every Member State of the SC has one vote.³¹ Votes on all matters require a majority of nine Member States.³² However, if one of the five permanent members of Council votes against a matter of substance, such as a draft resolution, it does not pass.³³ This is known as the “veto power.”³⁴ In the 1950s, SC Member States, in particular the former Soviet Union, made frequent use of their veto power, but its usage declined in the 1960s, rising again in the 1970s and 1980s.³⁵ In the last decades, the use of the veto power has been on a comparatively low level.³⁶ In recent years, the Council has adopted many resolutions by consensus and has only been divided on a very limited number of issues; for instance, a prominent example is the case of Syria.³⁷

Mandate, Functions and Powers

The mandate of the SC is to maintain international peace and security and to take actions whenever peace and security are threatened.³⁸ The Council’s authority is particularly relevant with respect to the UN’s four primary purposes, as specified in the *Charter of the United Nations* (1945): maintaining international peace and security; developing friendly relations among nations; cooperating in solving international problems; promoting respect for human rights as well as being a center for harmonizing the actions of nations.³⁹ According to Article 39 of the Charter, the Council shall determine the existence of any threat to international security and formulate recommendations accordingly.⁴⁰ In order to prevent the escalation of a given conflict, the Council may call upon the parties to comply with provisional measures.⁴¹

The *Charter of the United Nations* provides the Security Council with a number of powers in order to guarantee international security:

- **Sanctions:** Pursuant to Article 41 in the Charter, the Council can call its members to apply economic sanctions and other measures not involving the use of force to prevent or end violence.⁴² These include economic sanctions, financial penalties and restrictions, travel bans, severance of diplomatic relations, and blockades, among others.⁴³ It may further mandate arms embargos, enforce disarmament, or call upon international criminal mechanisms to become active.⁴⁴
- **Diplomatic Tools:** The Council has a mandate to investigate any dispute or situation that might lead to aggressions between states or other non-state groups or within states’ national territories.⁴⁵ In order to do so, it may “recommend methods of adjusting such disputes or the terms of settlement; formulate plans for the establishment of a system to regulate armaments; determine the existence of a threat to the peace or act of aggression and recommend what action should be taken.”⁴⁶
- **Military Action:** Besides the above-mentioned diplomatic instruments, the Council may also take military action against a state or other entity threatening international peace and security and may further decide on the deployment of troops or observers. Article 39 of the Charter states that the Council shall determine the

³¹ *Charter of the United Nations*, 1945, art. 27.

³² *Ibid.*

³³ Hanhimäki, *The United Nations: A Very Short Introduction*, 2008, p. 52.

³⁴ *Ibid.*

³⁵ Security Council Report, *In Hindsight: The Veto*, 2013; Security Council Report, *The Permanent Members and the Use of the Veto: An Abridged History*, 2013.

³⁶ Security Council Report, *The Permanent Members and the Use of the Veto: An Abridged History*, 2013.

³⁷ Security Council Report, *In Hindsight: Consensus in the Security Council*, 2014; Security Council Report, *In Hindsight: The Veto*, 2013.

³⁸ UN Security Council, *United Nations Security Council: About*, 2015.

³⁹ *Charter of the United Nations*, 1945, art. 1.

⁴⁰ *Ibid.*, art. 39.

⁴¹ *Ibid.*, art. 40.

⁴² *Ibid.*, art. 41.

⁴³ Targeted Sanctions Consortium, *The Effectiveness of United Nations Targeted Sanctions*, 2013; UN Security Council, *United Nations Security Council: About*, 2014.

⁴⁴ Cousens & Malone, *Conflict Prevention in The UN Security Council: From the Cold War to the 21st Century*, 2004, p. 111.

⁴⁵ Austria, *Functions and Powers of the UN Security Council*, 2014.

⁴⁶ *Charter of the United Nations*, 1945.

existence of any threat to the peace, breach of the peace, or act of aggression.⁴⁷ Due to the voting structure, some regions of the world are underrepresented and others use their veto to block draft resolutions.⁴⁸ Again, Syria serves as an example, where the international community did not have the power to act because of Russia's and China's veto.⁴⁹ The SC may also decide upon the deployment of new UN peacekeeping operations to be led by the Department of Peacekeeping Operations, as well as the extensions of its mandate and subsequent modification or drawdown of any troops.⁵⁰ Article 41 of the Charter gives the Council the authority to impose measures not involving the use of armed force.⁵¹

- **Partnerships:** The Council also cooperates with a number of international and regional organizations as well as non-governmental organizations to implement its decisions.⁵² Cooperation between the SC and UN-related organizations, as for example, the Organisation for the Prohibition of Chemical Weapons and the International Atomic Energy Agency is significant; but also partnerships with the independent intergovernmental organizations such as the North Atlantic Treaty Organization and the African Union are of paramount importance for addressing a broad range of issues such as terrorism, disarmament, nuclear non-proliferation, extreme violence from non-state actors, beyond others.⁵³

Recent Sessions and Current Priorities

Although the SC, unlike some UN bodies, does not have a set of predefined priorities, it has recently focused its attention on certain countries and regions, such as Sudan, South Sudan, Mali, Libya, Afghanistan, Syria, and the Central African Republic, among others.⁵⁴ For example, SC resolution 2217 (2015) renews the mandate of the UN Multidimensional Integrated Stabilization Mission in the Central African Republic at current authorized troop levels until 30 April 2016, and monitors the region of Western Sahara to build peace and security in this specific area.⁵⁵ Furthermore, the five permanent Member States of the Council, together with Germany (P5+1) and Iran, signed an international agreement on Iran's nuclear program in Vienna on 14 July 2015.⁵⁶ The Joint Comprehensive Plan of Action (JCPOA) represents a historic international agreement that places limitations on Iran's nuclear program, curbs its progress towards developing a nuclear weapon, and important for the SC, through resolution 2231 endorsing the JCPOA, removes all UN SC nuclear sanctions placed on Iran.⁵⁷

Besides this country-specific approach, a number of thematic issues such as terrorism, children and armed conflict, protection of civilians in armed conflicts, women, peace and security, and addressing human rights violations under the responsibility to protect framework are at the core of the Council's current debate.⁵⁸ In 2015, the Council adopted resolution 2199 and highlighted that suppressing financing of terrorism is a core element of SC's strategy to combat terrorist groups such as the Islamic State of Iraq and the Levant (ISIL).⁵⁹ ISIL is a great threat to international peace and security and the Council continues to pursue solutions to stop the growing influence of the organization.⁶⁰

2015 is the year of many important high-level UN reviews, such as the High-Level Review and Global Study of Resolution 1325 and the High-Level Review on the Peacebuilding Architecture.⁶¹ SC resolution 1325 was adopted

⁴⁷ *Charter of the United Nations*, 1945.

⁴⁸ *Ibid.*; Security Council Report, *In Hindsight: The Veto*, 2013; Security Council Report, *The Permanent Members and the Use of the Veto: An Abridged History*, 2013.

⁴⁹ Security Council Report, *In Hindsight: The Veto*, 2013; Security Council Report, *The Permanent Members and the Use of the Veto: An Abridged History*, 2013.

⁵⁰ UN DPKO, *United Nations Peacekeeping*, 2014.

⁵¹ *Ibid.*

⁵² UN Security Council, *Repertoire of the Practice of the Security Council*, 2011.

⁵³ UN Security Council, *United Nations Security Council: Structure*, 2015; UN Security Council, *Middle East (S/RES/2118 (2013))*, 2013.

⁵⁴ UN Security Council, *Highlights of the Security Council Practice 2014*, 2015.

⁵⁵ UN Security Council, *Central African Republic (S/RES/2217 (2015))*, 2015.

⁵⁶ UN Security Council, *Non-proliferation (S/RES/2231(2015))*, 2015.

⁵⁷ *Ibid.*

⁵⁸ UN Security Council, *Highlights of the Security Council Practice 2014*, 2015.

⁵⁹ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/2199(2015))*, 2015.

⁶⁰ *Ibid.*

⁶¹ UN-Women, *Preparations for the 2015 High-level Review and Global Study*, 2015.

in 2000 on “Women and peace and security;” it considers the empowerment of women and their role in armed conflict.⁶² In addition, the High-Level Review highlights examples of good practice, implementation gaps and challenges, and priorities for action towards the implementation of the Resolution 1325 and the women, peace, and security agenda.⁶³ In October 2015, Member States of the GA and SC agreed on resolutions on the 10-year review of the UN’s Peacebuilding Architecture in which features and components of international peacekeeping were laid down.⁶⁴ The structure of the review will also introduce civil society as an additional actor in context of peacebuilding.⁶⁵

Conclusion

As the international community faces increasing asymmetrical threats from non-state actors and transnational organized crime, the SC has tried to adapt to new working methods.⁶⁶ The current situation in Syria, Iraq and Ukraine showcase the SC’s inability to completely guarantee peace and security in all regions of the world.⁶⁷ But they also represent the systemic divides among Council members. This lacking capacity can be partially explained by the Council’s controversial decision-making process, specifically the veto power of the five permanent members.⁶⁸ However, as the SC represents the only body within the UN that has the power to adopt binding resolutions, it is still the entity of utmost importance for the maintenance of international peace and security.⁶⁹ The inter linkages between issues previously addressed in isolation is an important one to recognize and address. As the world grows more complex, so too must the SC’s understanding of the world and actions taken to maintain peace and security. The Council must use all of the tools in its toolbox - peacekeeping and peacebuilding activities, conflict prevention efforts, and diplomatic and coercive enforcing instruments – as part of a comprehensive approach. These tools are key for addressing traditional and emerging global threats and ensuring a secure and peaceful world.

⁶² UN Security Council, *Women and Peace and Security (S/RES/1325(2000))*, 2015.

⁶³ UN-Women, *Preparations for the 2015 High-level Review and Global Study*, 2015.

⁶⁴ Alliance for Peacebuilding, *Ten Year Review of the UN’s Peacebuilding Architecture (PBA)*, 2015.

⁶⁵ *Ibid.*

⁶⁶ UN Security Council, *United Nations Security Council: Structure*, 2015; UN Security Council, *1540 Committee*, 2015.

⁶⁷ Security Council Report, *September 2014 Monthly Forecast – Syria*, 2014.

⁶⁸ Security Council Report, *The Permanent Members and the Use of the Veto: An Abridged History*, 2013.

⁶⁹ *Charter of the United Nations*, 1945, art. 24.



Annotated Bibliography

Charter of the United Nations. (1945). Retrieved 11 July 2014 from:

<http://www.un.org/en/documents/charter/index.shtml>

As the fundamental principles of the Security Council are written down in the Charter of the United Nations, this document should be among the first resources to consider. Article 23, which sets the membership structure and articles 23 to 26, which discuss the basic functions and powers, are of particular importance for understanding both the structure and function of the Security Council. In addition, articles 27 to 32 explain the Council's voting procedure and its overall structure. The Charter can be particularly helpful for delegates in understanding the powers and limitations of the body.

Council on Foreign Relations. (2013). *CFR Backgrounders: The UN Security Council*. Retrieved 11 July 2014 from:

<http://www.cfr.org/international-organizations-and-alliances/un-security-council/p31649>

This website, provided by the Council on Foreign Relations, gives a comprehensive introduction into the structure and work of the Security Council and therefore constitutes a good starting ground for more detailed research. The Website discusses the Council's powers and possibilities in taking coercive actions and addresses broadly discussed issues as criticism to the Security Council's structure as well as possible reforms. In addition, the Website contains links on further resources on the Security Council and recent international security issues as, for example, the Global Governance Monitor, which evaluates the international regime for armed conflict.

Cousens, E, Malone, D. (2004). *Conflict Prevention, The UN Security Council: From the Cold War to the 21st Century*. Boulder, Colorado: Lynne Rienner Publishers, Inc.

This collected volume provides readers with a very detailed overview of the Security Council and its past and present challenges. Written on a high academic level, this book touches upon a large number of the Council's themes, institutions and operations. As it discusses major operations on four continents, the document can be a useful tool for detailed analysis on various international security crises.

Hanhimäki, J. M. (2008). *The United Nations: A Very Short Introduction*, New York, New York: Oxford University Press.

While giving a brief overview of the history, structure, mandate and perspective of the United Nations in general, this volume also includes a comprehensive section on the Security Council as well as a separate chapter on peacekeeping and peacebuilding. The book offers a succinct explanation of the Council's political and operational constraints, including the veto power principle. It further provides delegates with a general overview of the importance of the Security Council for international security from its creation until now. Due to its comprehensive language, this book may serve delegates as a first starting point for further research on the Security Council as well as on international power relations.

Security Council Report. (2014). *Security Council Report: Index* [Website]. Retrieved 16 September 2014 from:

<http://www.securitycouncilreport.org/index.php>

This independent, non-profit organization provides information on the working methods of the Security Council, country and regional issues, and thematic and general issues. It further presents monthly forecasts highlighting issues that are currently being debated on the Council. These include counter-terrorism strategies, the situation in Afghanistan, Syria or Liberia, among others. The Website is a source of updated information for delegates and will prove very useful when further researching on the current activities of the Council.

United Nations, Security Council, 4213th Meeting. (2000). *Women and Peace and Security (S/RES/1325(2000))* [Resolution]. Retrieved 17 July 2015 from: [http://undocs.org/S/RES/1235\(2000\)](http://undocs.org/S/RES/1235(2000))

This resolution is the core document for the upcoming High-Level Review and Global Study of Resolution 1325. The resolution considers the role of women during armed conflict and highlights important gender perspectives in sectors of peace and security. In preparation for the 2015 High-level Review, the Secretary-General has commissioned a global study on the implementation of



Resolution 1325. The study will highlight examples of good practice implementation gaps, challenges and priorities for action with regard to women, peace, and security.

United Nations, Security Council. (2014). *United Nations Security Council: About* [Website]. Retrieved 11 July 2014 from: <http://www.un.org/en/sc/about/>

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

United Nations, Security Council, 7379th Meeting (2015). *Threats to international peace and security caused by terrorist acts (S/RES/2199(2015))* [Resolution]. Retrieved 17 July 2015 from: [http://undocs.org/S/RES/2199\(2015\)](http://undocs.org/S/RES/2199(2015))

This resolution, in particular, emphasizes "the need to combat by all means, in accordance with the Charter of the United Nations and international law, [...] threats to international peace and security caused by terrorist acts". Delegates may learn that suppressing financing of terrorism is a core element of SC's strategy to combat terrorist groups such as Al-Qaida or Islamic State of Iraq and the Levant (ISIL). Furthermore, the Council points out that it condemns any engagement in direct or indirect trade, in particular of oil and oil products and highlights that states are required to freeze without delay the funds and other financial assets or economic resources of terrorists.

United Nations, Security Council, 7434th Meeting (2015). *The situation in the Central African Republic (S/RES/2217(2015))* [Resolution]. Retrieved 17 July 2015 from: [http://undocs.org/S/RES/2217\(2015\)](http://undocs.org/S/RES/2217(2015))

Delegates should familiarize themselves with this resolution, which renews the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic's (MINUSCA) mandate at current authorized troop levels until 30 April 2016 and tasks the United Nations Mission for the Referendum in Western Sahara (MINURSO) with monitoring the ceasefire in Western Sahara. Both missions are mandated to protect civilians and support transition processes in the Central African Republic (CAR). The document calls upon all Member States to "fully cooperate" with the peacebuilding operations and it provides the starting point for in depth research into SC's work.

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I. Women, Peace and Security: Women as Active Agents in Peace and Security

*“Women’s participation in peace processes is not optional: it is a requirement.”*⁷⁰

Introduction

The international community has recognized that women play an active role in decision-making processes, even during times of conflict, as their experiences are an integral mechanisms to sustainable peace and “ending the cycle of violence.”⁷¹ But in conflict zones, there is a greater need for women to be more formally involved in political decision-making processes to represent 50% of the world’s population whose needs and issues are often ignored.⁷² The year 2015 marks the 15th anniversary of United Nations (UN) Security Council (SC) resolution 1325 (2000), which called for greater participation of women in all aspects of peace and security operations, including meaningful inclusion in conflict prevention and resolution, peacekeeping, and the overall political and economic decision-making.⁷³ The landmark resolution on women, peace and security (WPS) not only addresses women as victims of violence and conflict but as active agents of change and decision-makers during periods of violence and conflict.⁷⁴ Rebel groups, authoritarian regimes, and culture create social and economic restrictions that purposely inhibit the ability of women to participate in the peace negotiation process.⁷⁵ Despite this, women have successfully and sustainably participated in peace processes in recent conflicts; however the rate of progress towards full and equitable inclusion is slow, with only 8% of participants in peace negotiations being women.⁷⁶

Women are affected in different ways than men, which are exacerbated by social and cultural marginalization within societies, either by direct or indirect violence or as survivors attempting to reconstruct their lives post-conflict.⁷⁷ The term “active agents” became popular in discussions surrounding the “disproportionate impact of armed conflict” on women by Zainab Bangura, the UN Special Representative of the Secretary-General on Sexual Violence in Conflict, when she described that women should be active participants in the peace-building process, not “passive victims” of war.⁷⁸ Today, academics and advocates discussing the role of women in violence and conflict often state that women are required to be “actively” participating in the entire peacebuilding process.⁷⁹ This strategy nevertheless proves to be difficult in the implementation of various frameworks that outline resources that enable women to actively participate, if the talents and passion of women who contribute to the process are marginalized.⁸⁰

Campaigns led by women peace activists addressed the need not only for recognition of the capacities of women in conflict resolution processes, but also a change in perspectives on integrating women into processes.⁸¹ Notably, states with higher gender equality are less likely to use violence when engaging with other states.⁸² Thus, in order to ensure that peace is sustainable globally, the perspectives and experiences of women and girls must be integrated and addressed.⁸³ Gender mainstreaming is an integral strategy of the UN to ensure that female perspectives are considered in all decisions that are made.⁸⁴ It is defined as the assessment process of potential consequences women and men face due to any “planned action under all and any circumstances.”⁸⁵ It allows for the equal contribution by

⁷⁰ Suthantiraraj & Ayo, *Promoting Women’s Participation in Conflict and Post-Conflict Societies*, 2010, p. 6.

⁷¹ PeaceWomen, *Through the Lens of Civil Society: Summary Report of the Public Submissions to the Global Study on Women, Peace, and Security*, 2015, p. 11.

⁷² Suthantiraraj & Ayo, *Promoting Women’s Participation in Conflict and Post-Conflict Societies*, 2010, p. 1.

⁷³ PeaceWomen, *Through the Lens of Civil Society: Summary Report of the Public Submissions to the Global Study on Women, Peace, and Security*, 2015, p. 7.

⁷⁴ Ibid.

⁷⁵ Suthantiraraj & Ayo, *Promoting Women’s Participation in Conflict and Post-Conflict Societies*, 2010, p. 3.

⁷⁶ Canada, *Canada’s Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*, 2015.

⁷⁷ Suthantiraraj & Ayo, *Promoting Women’s Participation in Conflict and Post-Conflict Societies*, 2010, p. 3.

⁷⁸ European Year for Development, “Women should be active agents of peace, not passive victims of war”, 2015.

⁷⁹ UN Security Council, *Women, peace, and security (S/PV.7160)*, 2014, p. 6.

⁸⁰ Suthantiraraj & Ayo, *Promoting Women’s Participation in Conflict and Post-Conflict Societies*, 2010, p. 1.

⁸¹ UN-Women, *Preventing Conflict Transforming Justice Security the Peace: A Global Study on the Implementation of Security Council resolution 1325*, 2015, p. 13.

⁸² Ibid.

⁸³ Ibid., p. 14.

⁸⁴ Suthantiraraj & Ayo, *Promoting Women’s Participation in Conflict and Post-Conflict Societies*, 2010, p. 1.

⁸⁵ UN ECOSOC, *Gender Mainstreaming: Extract from Report of the Economic and Social Council for 1997 (A/52/3)*, 1997, p. 2.

women, as ‘active agents of change’, in various issues including peace and security.⁸⁶ Along with the establishment of the post-2015 development agenda, there has been a call for further, more robust action within the international community on the inclusion of women in different aspects of peace and security in spite of the numerous legal and international frameworks developed in recent years.⁸⁷

International and Regional Framework

Several frameworks have been developed on the subject of WPS and the evolution of the SC’s action in addressing women’s inclusion as active agents of change. In 1974, the General Assembly (GA) adopted the *Declaration on the Protection of Women and Children in Emergency and Armed Conflict*.⁸⁸ Since then, the GA has addressed other issues related to the role of women in armed conflict, changing the perception of women as victims of violence and conflict, to women as active agents within a given situation.⁸⁹ The *Convention on the Elimination of All Forms of Discrimination Against Women* (1979) promotes the rights and freedoms of women and girls.⁹⁰ While the Convention addresses the various areas in which women are discriminated against, Part II in particular highlights equal opportunities for women in the political decision-making process and in representing their government at the international level.⁹¹ Article 2 of the Convention addresses the policy measures that need to be considered to ensure that women are not discriminated against, including in national legislative decision-making processes and legal protection of women at the same level as men.⁹² The *Beijing Declaration and Platform for Action* (BPfA), the outcome document of the Fourth World Conference on Women in 1995, set a series of principles regarding the equality of men and women.⁹³ A key objective agreed upon at the conference was increasing participation of women in conflict resolution during decision-making processes, and promoting women’s contribution to fostering peace.⁹⁴ Beijing+20 marks 20 years since Conference and the adoption of the BPfA; it provides the opportunity for policy makers to review the links between gender equality and women’s empowerment with sustainable development and peace and security through the High-Level Review of SC resolution 1325 and the post-2015 development agenda.⁹⁵

Within this agenda the two Sustainable Development Goals (SDGs), adopted as part of 2030 Agenda for Sustainable Development in September 2015, that are most relevant to addressing the role of women in peace and security are Goal 5 and Goal 16.⁹⁶ Goal 5 calls for gender equality and empowerment of women and girls and promoting peaceful and inclusive societies for sustainable development and Goal 16 seeks to provide access to justice for all and building effective, accountable, and inclusive institutions at all levels.⁹⁷ The implementation of the SDGs provides women the required resources and targets to effectively become active members in development and political processes.⁹⁸ Ultimately, the creation of opportunities for all Member States to achieve development will inherently provide opportunities for women, providing the necessary insight and implementation power, thereby serving as active agents.⁹⁹

However, the most important normative milestone for the SC has been resolution 1325, which was unanimously adopted by the SC in 2000.¹⁰⁰ While the SC has historically recognized the full participation of women in conflict resolution for sustainable peace and security, resolution 1325, for the first time, enabled the consideration of issues affecting women during armed conflict in the peacebuilding process and post-conflict reconstruction.¹⁰¹ The resolution emphasizes the need for Member States to increase the participation of women in decision-making

⁸⁶ Suthantiraraj & Ayo, *Promoting Women’s Participation in Conflict and Post-Conflict Societies*, 2010, p. 1.

⁸⁷ Canada, *Canada’s Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*, 2015.

⁸⁸ UN IANWGE, *Task Force on Women, Peace and Security*.

⁸⁹ UN-Women, *70th Session of the General Assembly*, 2015.

⁹⁰ UN General Assembly, *Convention on the Elimination of All Forms of Discrimination Against Women (A/RES/34/180)*, 1979.

⁹¹ *Ibid.*

⁹² *Ibid.*

⁹³ UN Fourth Conference on Women, *Beijing Declaration and Platform of Action*, 1995.

⁹⁴ *Ibid.*

⁹⁵ UN-Women, *Beijing +20: Recommitting For Women and Girls*, 2015, p. 1.

⁹⁶ UN General Assembly, *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.

⁹⁷ *Ibid.*

⁹⁸ UN Security Council, *Report of the Secretary-General on women and peace and security (S/2015/716)*, 2015, p. 40.

⁹⁹ *Ibid.*, p. 44.

¹⁰⁰ UN Security Council, *Women, peace and security (S/RES/1325(2000))*, 2000.

¹⁰¹ UN Security Council, *Report of the Secretary-General on Woman and Peace and Security (S/2015/716)*, 2015.

processes, promotes gender mainstreaming, and advises peacekeeping training.¹⁰² Specifically, Resolution 1325 recommends training female peacekeepers and introducing gender mainstreaming into the Department of Peacekeeping Operations (DPKO).¹⁰³

Following resolution 1325 (2000), the SC adopted other resolutions to build on the four pillars of the WPS agenda: preventing a relapse of conflict and all forms of violence against women and girls; including women and their interests in decision-making processes relating to conflict management; ensuring that the physical, mental, and economic security of women and girls are protected, and that their human rights are not violated; and ensuring that relief and recovery efforts during conflict and post-conflict meet the specific needs of women and girls.¹⁰⁴ The four pillars are also reflective of the various stakeholders that are required to address different conflict, and more importantly the need to adapt to different environments.¹⁰⁵ Resolution 1889 (2009), encouraged collaboration among Member States, UN bodies, and civil society organizations (CSOs) to ensure that women's protection and empowerment would be addressed in the budget and programs for post-conflict.¹⁰⁶ Resolution 2122 (2013), addressed the need to strengthen the positive role of women in all stages of conflict prevention and resolution, as the situation faced by men and women in conflict areas are similar, yet societal beliefs exacerbate inequalities.¹⁰⁷ More importantly, the Resolution recognized that stronger measures were needed for barriers to be dismantled and space created to enable an increase in participation of women in conflict resolution and recovery.¹⁰⁸ Collectively, resolutions 1325, 1889, and 2122 address the diversity of positive roles that women have in overall decision-making and peace processes.¹⁰⁹ During its annual open debate on WPS in October 2015, marking the 15th anniversary of resolution of resolution 1325, the SC adopted its first resolution, resolution 2242, on WPS since 2013.¹¹⁰

High-Level Review

In recognition of the 15th anniversary of resolution 1325 (2000), a High-Level Review of the implementation of the resolution is being conducted to assess the progress at the global, regional, and domestic levels of governance.¹¹¹ An assessment of the gaps, challenges for implementation, and the emerging trends and priorities for action will allow a better understanding of whether the resolution and others have been successfully implemented and what more needs to be done.¹¹² The Special Rapporteur on Violence Against Women, Ms. Radhika Coomaraswamy, led the Global Study on resolution 1325, concurrent with the review, and the findings were submitted in October 2015, published in the UN Secretary-General's annual report on the issue, and given to the SC for further discussion.¹¹³ Within the Global Study, an overview of the observations is provided and recommendations on gender-responsive planning and gender architecture as well as the financing of resources and mechanisms are thoroughly addressed.¹¹⁴

Role of the International System

Since 2000 the SC has broadened its scope on the discussions regarding the role of women in peace and security.¹¹⁵ Through a broad range of resolutions unanimously adopted and policy discussions, the SC continues to actively lead discussions and debates with participation from the Executive Director of UN Entity for Gender Equality and the Empowerment of Women (UN-Women), the Special Representative of Secretary-General on Sexual Violence in Conflict, and the civil society, along with annual reports provided by the UN Secretary-General.¹¹⁶ Thus, the SC has

¹⁰² UN Security Council, *Women, peace and security (S/RES/1325(2000))*, 2000.

¹⁰³ UN DPKO, *Women, peace and security*.

¹⁰⁴ Kuonqui & Cueva-Beteta, *Tracking Implementation of Security Council Resolution 1325 (2000)*, 2012, p. 3.

¹⁰⁵ United States, *United Nations Security Council Resolution (1820)*, 2008.

¹⁰⁶ UN Security Council, *Women, peace and security (S/RES/1889(2009))*, 2009.

¹⁰⁷ UN Security Council, *Women, peace and security (S/RES/2122(2013))*, 2013.

¹⁰⁸ *Ibid.*

¹⁰⁹ UN DPKO, *Women, peace and security*.

¹¹⁰ UN Security Council, *Women and peace and security (S/RES/2242(2015))*, 2015.

¹¹¹ UN-Women, *Global Study on UNSC Resolution 1325: High-Level Review*, 2015.

¹¹² *Ibid.*

¹¹³ UN-Women, *Preventing Conflict Transforming Justice Security the Peace: A Global Study on the Implementation of Security Council resolution 1325*, 2015.

¹¹⁴ UN Security Council, *Report of the Secretary-General on women and peace and security (S/2015/716)*, 2015.

¹¹⁵ PeaceWomen, *Through the Lens of Civil Society: Summary Report of the Public Submissions to the Global Study on Women, Peace, and Security*, 2015, p. 7.

¹¹⁶ UN-Women, *Press Release UN Security Council adopts new resolution, urges women's full inclusion in peace talks and transitional justice*, 2013.

committed that women's and girl's empowerment and gender equality are essential to the sustainability of peace and security, to ensuring that all experiences and perspectives are considered in decision-making processes, and to playing an integrative role towards these ends within the UN system.¹¹⁷

UN-Women actively works with the SC in the development of policy frameworks and research on matters regarding women, peace and security.¹¹⁸ As the UN entity working for the empowerment of women globally, UN-Women ensures that the UN is following through with its global commitments to gender equality, and provides support to intergovernmental bodies including the Commission on the Status of Women (CSW).¹¹⁹ In preparation and during the High-Level review of SC resolution 1325 (2000), UN-Women provided the necessary reports and analysis of the progress made by Member States in achieving the goals.¹²⁰ More importantly, UN-Women works with government and CSOs to implement policies, targets, and resources to further progress and meet international commitments, such as those established in resolution 1325 (2000) and subsequent resolutions.¹²¹

Since Resolution 1325, the DPKO has also taken an active role in implementing the suggested mechanisms to involve more women in peacekeeping and other decision-making processes, and mainstream gender in all its operations.¹²² Through resolutions 1888 (2009) and 1960 (2010), DPKO recognizes the impacts of sexual violence in conflict, therefore implementing the frameworks as suggested gender mainstreaming within their workforce.¹²³ Additionally, DPKO is effectively the implementation mechanism of SC mandates and reciprocate by ensuring that the DPKO is following a specific set of guidelines.¹²⁴ According to the 2006 Policy Directive for DPKO, the UN department has been actively encouraging gender equality within its own operations in order to effectively ensure that women are active agents both in conflict-stricken zones and in the peace negotiations.¹²⁵ This is accomplished through ensuring that gender perspectives are successfully combined with the development of policies including elections and disarmament, demobilization and reintegration (DDR).¹²⁶

The Inter-Agency Network on Women and Gender Equality (IANWGE), a standing committee within the Administrative Committee on Coordination to the UN Chief Executive Board for Coordination promotes the advancement of women and gender equality.¹²⁷ The network actively responds to various issues on the development agenda that relate to women, such as the integration of gender perspectives in the preparation and follow-up of conferences and summits hosted by the UN.¹²⁸ The network also integrates gender perspectives in the implementation process of significant resolutions including WPS.¹²⁹ The IANWGE is able to accomplish its mandate by working through various provisional task forces, observing women as an integral stakeholder in matters regarding peacebuilding and security.¹³⁰

Civil Society Organizations (CSOs)

CSOs have played a significant role in the development and progress of WPS.¹³¹ Their extensive campaigning to include women in peace processes led to the development and adoption of SC resolution 1325.¹³² The NGO Working Group on Women, Peace and Security (NGOWG), for example, has actively debated this issue during SC meetings, and provided advocacy, research, and analysis for Member States to utilize in their implementation

¹¹⁷ UN Security Council, *Statement by the President of the Council (S/PRST/2014/21)*, 2014, p. 1.

¹¹⁸ UN-Women, *Frequently Asked Questions*.

¹¹⁹ *Ibid.*

¹²⁰ UN-Women, *Global Study on UNSC Resolution 1325: High-Level Review*, 2015.

¹²¹ UN-Women, *Programme and technical assistance*.

¹²² UN DPKO, *Women, peace and security*, 2015.

¹²³ *Ibid.*

¹²⁴ UN DPKO & DFS, *Civil Affairs Handbook*, 2012.

¹²⁵ UN DPKO & DFS, *DPKO Policy Directive: Gender Equality in UN Peacekeeping Operations*, 2006, pp. 2-3.

¹²⁶ *Ibid.*

¹²⁷ UN IANWGE, *UN Interagency Collaboration*.

¹²⁸ UN IANWGE, *Task Forces*.

¹²⁹ *Ibid.*

¹³⁰ *Ibid.*

¹³¹ PeaceWomen, *Through the Lens of Civil Society: Summary Report of the Public Submissions to the Global Study on Women, Peace, and Security*, 2015, p. 11.

¹³² PeaceWomen, *Through the Lens of Civil Society: Summary Report of the Public Submissions to the Global Study on Women, Peace, and Security*, 2015, p. 11.

process.¹³³ NGOWG members include Amnesty International and Human Rights Watch.¹³⁴ The NGOWG was created in response to Resolution 1325 (2000) and its mission is to work with the UN, Member States, and other CSOs to implement Resolution 1325 and all related resolutions.¹³⁵ It also provides Monthly Action Points, which summarize the WPS situation in areas where a conflict is occurring and case studies that are to be discussed in sessions for the public.¹³⁶ The NGOWG allows for greater collaboration among various CSOs actively addressing WPS issues and bridges the gap between women’s human rights advocates who are employed in conflict-stricken areas and policymakers at the UN.¹³⁷

Challenges in the Implementation of Existing Frameworks on Women’s Agency

In order to accelerate the process of implementation of the four pillars of WPS, the SC requested that the Secretary-General submit a set of indicators for the SC to track the implementation of the framework at the global level, through resolution 1889 (2009).¹³⁸ Until now, studies suggest that the rate of implementation of the frameworks at the global, regional, and national levels have been slow.¹³⁹ Member States may feel that they may not have the requisite policy resources and therefore fail to provide the direct support that is required for women who are currently involved advocating for gender equality to remain active with their work.¹⁴⁰ Successful implementation of women as active agents of change is thus hard to achieve for certain Member States that may see the implementation as unfeasible due to lack of economic resources in light of other priorities.¹⁴¹ For example, according to the UN Mission in Afghanistan, there appears to be little support for women human rights defenders who play an active role; and they often face insecurity and distrust from various groups, particularly from local governments and civilians.¹⁴²

One of the key indicators used to track the implementation of resolution 1325 (2000) is the number and type of actions taken by the SC related to the resolution.¹⁴³ For instance, out of the 59 resolutions that were adopted by the SC in 2010, only 22 resolutions made references to resolution 1325 (2000).¹⁴⁴ However, it was also noted that within three years, the SC adopted three individual resolutions regarding sexual violence in conflict.¹⁴⁵ A key issue that has been identified is how weak resolution 1325 (2000) addresses the root causes that prevent women from being equal partners in the peace negotiations and political processes within their states.¹⁴⁶

Furthermore, it appears that reports on the protection of civilians submitted to the SC do not provide sufficient information regarding protection of women and girls from sexual and gender-based violence.¹⁴⁷ In response this, a UN interagency task force was set up to systematically collect an review information on the WPS indicators established by resolution 1325 (2000) and subsequent resolutions.¹⁴⁸ The process and challenges of data collection emphasizes the importance of collecting consistent data across all parties and how it is only effective if the voluntary information is accurate.¹⁴⁹ Ensuring quality data helps establish what has been achieved thus far, the efforts that have been successful, and the progress that is needed to further the WPS agenda.¹⁵⁰

¹³³ NGO Working Group on Women, Peace and Security, *About Us*, 2015.

¹³⁴ *Ibid.*

¹³⁵ *Ibid.*

¹³⁶ NGO Working Group on Women, Peace and Security, *Country Situations*, 2015.

¹³⁷ NGO Working Group on Women, Peace and Security, *About Us*, 2015.

¹³⁸ Kuonqui & Cueva-Beteta, *Tracking Implementation of Security Council Resolution 1325 (2000)*, 2012, p. 1.

¹³⁹ *Ibid.*

¹⁴⁰ NGO Working Group on Women, Peace, and Security, *Monthly Action Points: Women Peace and Security (September 2015)*, 2015, p. 2.

¹⁴¹ Kuonqui & Cueva-Beteta, *Tracking Implementation of Security Council Resolution 1325 (2000)*, 2012, p. 5.

¹⁴² NGO Working Group on Women, Peace, and Security, *Monthly Action Points: Women Peace and Security (September 2015)*, 2015, p. 1.

¹⁴³ Kuonqui & Cueva-Beteta, *Tracking Implementation of Security Council Resolution 1325 (2000)*, 2012, p. 5.

¹⁴⁴ *Ibid.*, p. 6.

¹⁴⁵ *Ibid.*

¹⁴⁶ UN Security Council, *Report of the Secretary-General on women and peace and security (S/2015/716)*, 2015, p. 4.

¹⁴⁷ Kuonqui & Cueva-Beteta, *Tracking Implementation of Security Council Resolution 1325 (2000)*, 2012, p. 5.

¹⁴⁸ *Ibid.*, p. 1.

¹⁴⁹ Kuonqui & Cueva-Beteta, *Tracking Implementation of Security Council Resolution 1325 (2000)*, 2012, p. 2.

¹⁵⁰ *Ibid.*

National action plans (NAPs) and strategies are important tools to track the progress of WPS agenda and provide the opportunity to identify the resources and priorities at the national level.¹⁵¹ The SC is required to continue encouraging UN Member to develop a NAP, integrated into existing plans or stand-alone, in order to increase coordination between government agencies and improve evaluation.¹⁵² The development of NAPs provides insight on the good practices that might assist other Member States.¹⁵³ But as of March 2015, only 53 had developed NAPs.¹⁵⁴ While Member States such as Belgium, Liberia, and the Netherlands have provided CSOs and other actors' information on implementation and seek feedback, many NAPs are unable to ensure effective implementation.¹⁵⁵ Particularly because they are insufficient as accountability mechanisms.¹⁵⁶

Women's Participation

Political Participation

Resolution 1325 called for increased political participation of women in all levels of decision-making through regional, national, and international institutions and mechanisms relating to the prevention, management, and resolution of conflict including peace processes.¹⁵⁷ Women are often under-represented in formal political processes, and therefore issues that are of importance to them, and society as a whole, are often excluded from negotiations.¹⁵⁸ Furthermore, even when women are involved in peace processes and their concerns are brought forth, there is no guarantee that gender equality issues will be integrated into the peace agreement.¹⁵⁹ Efforts such as implementation-mechanisms and financing of resources have been made and have led to increased capacity-building for women leaders involved in peace consultations and greater expertise on gender and mediation in peace processes.¹⁶⁰ The UN's active efforts to increase women's participation is visible through increased provisions relating to WPS included in peace agreements, with 30% of agreements including such provisions in 2012, compared to 22% in 2010 and 2011.¹⁶¹ However, there is a lack of participation by women at the implementation stage of the agreements; as a result the gains made in women's inclusion in the agreement stage are often negated.¹⁶²

Grassroots Participation

Many CSOs and grassroots partners, such as CARE International, that strongly believe the implementation of SC resolution 1325 has been slow and inconsistent.¹⁶³ Many suggest that while it is important to have representation of women in high-levels of government, it is equally important for the SC to recognize and actively endorse participation by women at the grassroots level, especially in peace and security decision-making processes.¹⁶⁴ Synergies between grassroots and national, governmental actors allow for more issues to be addressed in a shorter period of time and also greatly increase the changes for success.¹⁶⁵ Therefore, such collaborations must be strengthened in order to build and support the role of women in peacebuilding efforts.¹⁶⁶ Moreover, Resolution 1325 initiatives conducted by international organizations are frequently too short; they are often only one-time high profile events established to recognize an issue.¹⁶⁷ As a result, they are not meaningful for grassroots decision-making and have little lasting, durable impact on women's participation.¹⁶⁸ Rather than high-profile events, many

¹⁵¹ Kuonqui & Cueva-Beteta, *Tracking Implementation of Security Council Resolution 1325 (2000)*, 2012, p. 21.

¹⁵² UN-Women, *Women and Peace and Security: Guidelines for National Implementation*, 2012, p. 10.

¹⁵³ *Ibid.*, p. 4.

¹⁵⁴ PeaceWomen, *Overview of The Secretary-General Report on Women and Peace and Security*, 2015, p. 7.

¹⁵⁵ UN-Women, *Women and Peace and Security: Guidelines for National Implementation*, 2012, p. 8.

¹⁵⁶ *Ibid.*

¹⁵⁷ UN Security Council, *Women, peace and security (S/RES/1325(2000))*, 2000.

¹⁵⁸ Inter-agency Task Force on Women, Peace & Security & the Special Adviser of the Secretary-General on Gender Issues and Advancement of Women, *Study submitted by the Secretary-General pursuant to Security Council resolution 1325 (2000)*, 2002, p. 61.

¹⁵⁹ *Ibid.*, p. 64.

¹⁶⁰ UN Security Council, *Report of the Secretary-General on Women and Peace and Security (S/2013/525)*, 2013, p. 10.

¹⁶¹ *Ibid.*, p. 9.

¹⁶² *Ibid.*

¹⁶³ CARE International, *Beyond 2015 for Women, Peace and Security; CARE International position on the 15th anniversary of UNSCR 1325*, 2015, p. 3.

¹⁶⁴ *Ibid.*

¹⁶⁵ UN-Women, *Identifying Women's Peace and Security Priorities*, 2012, p. 24.

¹⁶⁶ UN-Women, *Identifying Women's Peace and Security Priorities*, 2012, p. 24.

¹⁶⁷ CARE International, *Beyond 2015 for Women, Peace and Security; CARE International position on the 15th anniversary of UNSCR 1325*, 2015, p. 4.

¹⁶⁸ *Ibid.*

grassroots focused actors, state that there needs to be long-term commitment from the high-profile actors, such as donors and international organizations, on sustainable, long-term initiatives to encourage women's continued participation in meaningful ways, both individually and as part of collective community action.¹⁶⁹

Post-Conflict Recovery

Transitioning to a post-conflict government, which is frequent in many conflicts in today's global climate, provides an opportunity to engage women in elections, in ensuring rule of law and in political institutions.¹⁷⁰ In post-conflict situations, there are opportunities for women to take part in informal economic sector activities, such as small-scale food production, the provision of services, and trading.¹⁷¹ However, the lack of social networks, training, and tensions in areas with a large number of male ex-combatants who are unemployed, may prevent women from fully benefiting from these new opportunities.¹⁷² Also, it is made significantly easier to achieve women's political participation post-conflict, in such things as local or national government, if they are included from the start of the peace process.¹⁷³ More importantly, doing so will ensure women have a key role in the long-term political processes post-conflict, ensuring that their political participation during the conflict period is something sustained and promoted rather than a short-term, single occurrence.¹⁷⁴

Conclusion

Since resolution 1325 (2000), the role of women in peace and security has been an ongoing agenda item for the SC. Both the SC and UN Member States continue to work actively with CSOs, policymakers, and academics to develop frameworks that are applicable to current conditions of conflict. However, the lack of participation of women in political and peacebuilding processes, in post-conflict recovery efforts, as well as in grassroots organizations often prevent them from being fully engaged and empowered as active agents in their own peace and security and in the peace and security of their country. Legal frameworks that aim to promote women as active agents of change can aid in sustaining peace rather than as presenting them as victims of violence and conflict. But there is also a growing need for the increased participation of women in such processes both during peace processes and post-conflict that have not yet been addressed in existing frameworks both globally and nationally. Additionally, it is vital to ensure that stereotypes as typically assigned by society, cultures, and political systems are not utilized as the foundation for their participation. From the evaluation and review of the implementation of existing principles, to the level of priority WPS takes on Member State national agendas, the promotion of women as active agents of peace is imperative to maintain international peace and security. While discussions have grown since the adoption of resolution 1325, the need for coordination between different agencies, CSOs, and Member States, particularly in the implementation of these provisions must continue to be pursued and remain a high priority for the SC and the UN as a whole.

Further Research

While doing further research on WPS, delegates should consider: how can the SC coordinate efforts between different bodies of the UN to promote active participation of women in decision-making processes in conflict zones? How should the SC address Member States that have either remained silent or disagreed with SC resolution 1325 (2000) and subsequent resolutions? How may the SC provide assistance to the DPKO in order to ensure that targets and goals of Resolution 1325 and the SDGs are met? How can the development process ensure women as active agents of change when managing issues of peace and security? Are there gender-specific issues currently active in conflict regions that have not been effectively addressed in past resolutions? How may the UN better collaborate with regional organizations and CSOs to effectively implement current gender frameworks?

¹⁶⁹ CARE International, *Beyond 2015 for Women, Peace and Security; CARE International position on the 15th anniversary of UNSCR 1325*, 2015, p. 4.

¹⁷⁰ UN Security Council, *Report of the Secretary-General on Women and Peace and Security (S/2013/525)*, 2013, p. 11.

¹⁷¹ Inter-agency Task Force on Women, Peace & Security & the Special Adviser of the Secretary-General on Gender Issues and Advancement of Women, *Study submitted by the Secretary-General pursuant to Security Council resolution 1325 (2000)*, 2002, p. 118.

¹⁷² *Ibid.*

¹⁷³ UN Security Council, *Report of the Secretary-General on Women and Peace and Security (S/2013/525)*, 2013, p. 11.

¹⁷⁴ *Ibid.*

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CARE International. (2015). *Beyond 2015 for Women, Peace and Security; CARE International position on the 15th anniversary UNSCR 1325*. Retrieved 20 September 2015 from:

<https://www.care.at/images/Downloads/Publikationen/CIposition1325anniversary.pdf>

The report outlines recommendations and analyses of two of the key pillars of the WPS agenda. It also contextualizes the WPS within the post-2015 development agenda. Delegates will find this document useful as it provides a civil society perspective in understanding the issues related to addressing women as active agents in peace and security.

Klein, R. (2011). *The Role of Women in Mediation and Conflict Resolution: Lessons for UN Security Council Resolution 1325*. Retrieved 20 July 2015 from:

http://works.bepress.com/cgi/viewcontent.cgi?article=1000&context=roohia_klein

Delegates will find this article useful in understanding behavior in negotiation as well as the implications of resolution 1325. More importantly, the article looks at how gender affects the directionality of negotiation and mediation, and how this is crucial to understanding the need for a gender-based legal framework. It particular, it will be useful in understanding the limitations and criticisms of the resolution through a scientific evidence-based lens.

NGO Working Group on Women, Peace, and Security. (2015). *2015 Civil Society Women, Peace and Security Roadmap*. Retrieved 20 July 2015 from: <http://womenpeacesecurity.org/media/pdf-2015WPSRoadmap.pdf>

Every year, the NGO Working Group publishes a roadmap document exploring the women, peace and security agenda addressing: the status of regional and international implementation of resolution 1325, accountability, thematic issues, and conflict prevention, among other foci. This document will be helpful to delegates exploring the data collection and analysis contribution of civil society organizations such as this, as well as what needs to be addressed about and by the UN system leadership. Along with past reports by NGO Working Group, delegates should review the roadmaps to comprehend the timeline of the implementation of resolution 1325.

United Nations, Department of Peacekeeping Operations. (2010). *Ten-year Impact Study on Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security*. Retrieved 20 July 2015 from:

http://www.un.org/en/peacekeeping/documents/10year_impact_study_1325.pdf

Published in honor of the 10th anniversary since the adoption of Resolution 1325, this source assesses the work of peacekeeping operations towards the Resolution's implementation. It is important for delegates to understand how Resolution 1325 has advanced women's rights' and exploring the links between different issues and gender and how they can better the implementation and success of the resolution. While it is important for delegates to remember that the SC should be cautious about over-reaching into the mandate of Special Committee on Peacekeeping Operations (C-34), the practical recommendations provided may help in addressing how different bodies of the UN address this issue and what needs to be provided-for in order to improve the legal instruments of WPS on the whole.

United Nations Entity for Gender Equality and the Empowerment of Women. (n.d). *Beijing +20: Recommitting For Women and Girls* [Report]. Retrieved 20 September 2015 from:

<http://www.unwomen.org/~media/field%20office%20beijing%20plus/attachments/events/b20%20new%20briefweb.pdf?v=1&d=20150202T234913>

The Beijing Platform for Action highlighted 12 critical areas for concern 20 years ago as a source of guidance in discussions and policy implementation to empower women at all levels. Presently, the Beijing +20 refocuses discussion on WPS, particularly in light of the conflicts that are currently active globally, and the degree of success that has been achieved by implemented policies. Delegates will find the analysis of the situation within the last 20 years useful in understanding how the 12 critical areas for concern have changed, and what needs to be achieved today.

United Nations, General Assembly, Thirty-fourth session. (1979). *Convention on the Elimination of All Forms of Discrimination Against Women (A/RES/34/180)*. Adopted on the report of the Third Committee (A/34/830).

Retrieved 20 September 2015 from: <http://undocs.org/A/RES/34/180>

This international treaty enshrines the necessity to improve gender equality in all of its States Parties. The treaty briefly highlights issues related to the necessity of empowering women in the political decision-making process and their legal rights. The treaty will serve as a reminder to delegates of the overall history in developing policy frameworks to promote women as active agents in peace and security.

United Nations, Inter-Agency Network on Women and Gender Equality. (n.d.). *Task Forces* [Website]. Retrieved 20 September 2015 from: <http://www.un.org/womenwatch/ianwge/taskforces.htm>

There are a large variety of IANWGE task forces that are currently active and address gender equality issues within the UN framework. Delegates should utilize this resource to better understand what the existing issues are for organizations such as the UN when implementing gender empowerment policies and current solution proposals that are in place. The resource also addresses the issue of gender equality in light of the post-2015 development agenda.

United Nations, Security Council, 4213th Meeting. (2000). *Women and Peace and Security (S/RES/1325 (2000))* [Resolution]. Retrieved 20 July 2015 from: [http://www.undocs.org/S/RES/1325\(2000\)](http://www.undocs.org/S/RES/1325(2000))

This resolution is the key international document identifying the necessity to address the role women play in conflict rather than just the issues that affect women in conflict. Resolution 1325 was also a milestone in the history of the SC. This resolution looks at protective instruments for women and girls in sexually based violence and consultation with women's groups, which will also be vital for debate. Reviewing this resolution is mandatory for delegates that wish to understand the conceptualization of this issue and what the foundational concepts to address are.

United Nations, Security Council. (2014). *Report of the Secretary-General on women and peace and security (S/2014/693)*. Retrieved 20 July 2015 from: <http://www.undocs.org/S/2014/693>

This particular Secretary-General's report is an annual requirement as established in the Resolution 1325. Delegates will find this recent report useful in understanding the current status of implementing the mechanisms called for in Resolution 1325. It also addresses flaws that are present in the implementation phase of the resolution. The report explores the role of women and peace and security in the context of the post-2015 development agenda and the high-level review of the resolution in 2015. Importantly, delegates will find useful the discussion of the indicators that address this issue.

United Nations, Security Council. (2014). *Women, Peace and Security (S/PV.7160)* [Agenda]. Retrieved 20 September 2015 from: <http://www.undocs.org/S/PV.7160>

Zainab Bangura, the UN Special Representative Sexual Violence in Conflict, popularized the term "active agents of change" during her speech, to address how women needed to be active participants in decision-making processes so as to ensure that the overall process of peacebuilding was successful. Throughout the document, an understanding of the term "active agents" is provided, in the context of WPS. This will assist delegates in understanding how the term "active agents" is currently used in Security Council debates and what it enables policies to do and how they can be shaped.

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II. The Situation in the Central African Republic

Introduction

Since gaining independence from France in 1960, the Central African Republic (CAR) has experienced multiple periods of insecure governance punctuated by military coups.¹⁷⁵ Today, the situation in the CAR is a complex conflict composed of various political, social, and cultural elements.¹⁷⁶ Since the fall of the capital city Bangui to rebel groups and the ousting of President François Bozizé in March 2013, violence between the two major armed groups, the Muslim Séléka and the Christian anti-balaka, have forced the migration of thousands of refugees, internally displaced many, and left the country in a dire state.¹⁷⁷ The Séléka was an alliance of rebel groups that banded together, took over Bangui, and overthrew President François Bozizé.¹⁷⁸ It was predominantly Muslim and their leader, Michel Djotodia, was the first Muslim leader in the mainly Christian country.¹⁷⁹ Although the Séléka alliance was officially disbanded by Djotodia in 2013, some groups decided against disbanding and currently operate as the “ex-Séléka.”¹⁸⁰ The anti-balaka (“anti-machete”) alliance is a largely Christian rebel alliance that was founded in response to Séléka attacks on civilians after the fall of Bangui.¹⁸¹ The anti-balaka remain loyal to former President Bozizé and have targeted Muslim civilians in the CAR, thus worsening the security situation.¹⁸²

In 2003, former army chief of staff François Bozizé staged a coup in Bangui, the CAR while then-President Patassé was out of the country.¹⁸³ Bozizé assumed the presidency and later won the election in a run-off vote.¹⁸⁴ After years of rebel attacks, Bozizé signed a peace agreement with rebel groups in 2007.¹⁸⁵ As a result, the CAR was relatively stable between 2008 and 2012, despite minimal civil unrest and ongoing peace talks.¹⁸⁶ The Séléka alliance began carrying out armed attacks against civilians in the north and center of the CAR in late 2012.¹⁸⁷ These attacks were precipitated by the Séléka alliance’s concerns about supposed nepotism within Bozizé’s family and the grave humanitarian situation in northern CAR.¹⁸⁸ With the help of Chadian and Sudanese mercenaries, the Séléka militias took over Bangui in March 2013.¹⁸⁹ Rebel leader Michel Djotodia assumed the role of president after the coup d’état.¹⁹⁰ By the end of 2013, both Séléka and anti-balaka groups were responsible for the deaths of hundreds of civilians.¹⁹¹ Amidst the growing violence and general lawlessness, President Djotodia resigned and Catherine Samba-Panza was elected as interim president in January 2014.¹⁹² Both Séléka and anti-balaka forces agreed to a ceasefire in Brazzaville, Republic of the Congo in July 2014.¹⁹³ However, the interim government rejected the agreement due to its own lack of participation in peace talks.¹⁹⁴ After the Bangui National Forum in May 2015, interim President Samba-Panza advocated for the creation of the Special Criminal Court, which aims to investigate and prosecute war crimes and crimes against humanity perpetrated in the CAR.¹⁹⁵

¹⁷⁵ International Rescue Committee, *Too Soon to Turn Away: Security, Governance and Humanitarian Need in the Central African Republic*, 2015, p. 2.

¹⁷⁶ *Ibid.*

¹⁷⁷ *Ibid.*

¹⁷⁸ Center for American Progress, *Central African Republic: Enough*, 2015.

¹⁷⁹ *Ibid.*

¹⁸⁰ *Central African Republic profile – Timeline*, BBC News, 2015.

¹⁸¹ *Ibid.*

¹⁸² *Briefing: Who are the anti-balaka of CAR?* Integrated Regional Information Networks, 2015.

¹⁸³ *Central African Republic profile – Timeline*, BBC News, 2015.

¹⁸⁴ *Ibid.*

¹⁸⁵ *Ibid.*

¹⁸⁶ *Central African Republic profile – Timeline*, BBC News, 2015; International Rescue Committee, *Central African Republic: Too Soon to Turn Away*, 2015.

¹⁸⁷ Center for American Progress, *Central African Republic: Enough*, 2015.

¹⁸⁸ *Ibid.*

¹⁸⁹ *Ibid.*

¹⁹⁰ *Ibid.*

¹⁹¹ *Central African Republic profile – Timeline*, BBC News, 2015.

¹⁹² *Ibid.*; United States, *The World Factbook: Central African Republic*.

¹⁹³ *Central African Republic profile – Timeline*, BBC News, 2015.

¹⁹⁴ *Ibid.*

¹⁹⁵ Mattioli-Zeltner, *Taking Justice to a New Level: The Special Criminal Court in the Central African Republic*, 2015.

As the United Nations (UN) body responsible for maintaining international peace and security, the Security Council (SC) has been actively working towards solutions in the CAR for decades.¹⁹⁶ Over the past two years, much of the SC's work has focused on establishing a disarmament, demobilization, and reintegration (DDR) program that will foster the political transition needed for the CAR to attain lasting peace.¹⁹⁷ The Bangui National Forum and its resulting agreement, the *Republican Pact for Peace, National Reconciliation, and Reconstruction*, is a promising start to transition and stabilization in the CAR, as are the upcoming national elections.¹⁹⁸ However, there are still many obstacles that the country's transitional government must overcome.¹⁹⁹ In 2014, the CAR ranked 185 out of 187 countries on the UN Development Programme's (UNDP) Human Development Index (HDI), which measures life expectancy, education, and per capita income.²⁰⁰ The CAR's poor HDI ranking is just one indication of the immediate need for humanitarian assistance, governance, and security in the country.²⁰¹ To understand and facilitate solutions for the situation in the CAR, it is important to consider the complex security situation, current political and electoral issues, and the growing humanitarian and human rights issues present in the country.

International and Regional Framework

There are several legal frameworks that are relevant to the situation in the CAR given the complex nature of the conflict. *The Convention on the Rights of the Child* (CRC) (1990), which establishes protections for children during times of conflict and how they should be treated post-conflict, is particularly relevant given the number of children forced to serve as child soldiers and those otherwise affected by the conflict.²⁰² The *Optional Protocol to the Convention of the Rights of the Child on the involvement of children in armed conflict* (2000) outlines the protection of children during armed conflict, bans the use of child soldiers in non-state groups, advises against the recruitment and use of children under 18 in state armed forces, and designates responsibilities to Member States to rehabilitate and reintegrate child soldiers into society.²⁰³ This is of particular importance to the situation in the CAR as child soldiers make up a portion of the armed groups' population.²⁰⁴ The CAR has both signed and ratified the CRC; however it has only signed but not ratified the *Optional Protocol to the Convention of the Rights of the Child on the involvement of children in armed conflict*.²⁰⁵ The *Geneva Conventions* (1949) and their *Additional Protocols* (1977) are the foundation of international humanitarian law and detail provisions for protection of civilians and humanitarian workers during conflict.²⁰⁶ Considering the history of attacks on civilians and humanitarian workers in the CAR, these frameworks are important to use as reference in moving forward in the transition to peace.

The SC has adopted a number of resolutions relevant to the deteriorating situation in the CAR. SC resolution 2121 is the first resolution adopted after the outbreak of violence in 2013.²⁰⁷ It condemns violations of human rights and humanitarian law and targeted attacks on UN staff in the CAR, urges rebel groups to disarm, and reinforces the 2013 Libreville peace agreement.²⁰⁸ SC resolution 2217 (2015), discusses the need for the Transitional Authorities and National Election Authority to accelerate preparations for the upcoming elections, the reformation of the military and internal security forces of the CAR, and the extension of the UN Multidimensional Integrated Stabilization Mission in the Central African Republic's (MINUSCA) mandate until 30 April 2016.²⁰⁹ These resolutions show the SC's dedication to resolving conflict in the CAR and promoting lasting peace.²¹⁰ Additionally, SC resolution 1894 (2009) on "Protection of civilians in armed conflict" contains recommendations such as reaffirming the importance

¹⁹⁶ Security Council Report, *Central African Republic Chronology of Events*, 2015.

¹⁹⁷ UN Security Council, *Central African Republic (S/RES/2121 (2013))*, 2013.

¹⁹⁸ International Rescue Committee, *Too Soon to Turn Away: Security, Governance and Humanitarian Need in the Central African Republic*, 2015, p. 4.

¹⁹⁹ International Rescue Committee, *The IRC in Central African Republic*, 2015.

²⁰⁰ UNDP, *Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience - Table 1: Human Development Index and its components*, 2014.

²⁰¹ *Ibid.*

²⁰² UN General Assembly, *Convention on the Rights of the Child (A/RES/44/25)*, 1989.

²⁰³ UN Office of the Special Representative of the Secretary-General for Children in Armed Conflict, *The Optional Protocol on the Involvement of Children in Armed Conflict*, 2015.

²⁰⁴ UNICEF, *Hundreds of children released by armed groups in Central African Republic*, 2015.

²⁰⁵ UN OHCHR, *Status of Ratification Interactive Dashboard*, 2014.

²⁰⁶ *Geneva Convention relative to the Protection of Civilian Persons in Time of War (2nd part)*, 1949.

²⁰⁷ UN Security Council, *Central African Republic (S/RES/2121 (2013))*, 2013.

²⁰⁸ *Ibid.*

²⁰⁹ UN Security Council, *Central African Republic (S/RES/2217 (2015))*, 2015.

²¹⁰ *Ibid.*; UN Security Council, *Central African Republic (S/RES/2121 (2013))*, 2013.

of international humanitarian and human rights laws and using peacekeeping operations in the protection of civilians.²¹¹ In the CAR, civilians are in constant danger of attacks and forced displacement by rebel groups.²¹² Thus, SC resolution 2175 (2014) on “Protection of civilians in armed conflict” specifically calls for protection of humanitarian workers and to end impunity for crimes against humanitarian workers.²¹³

The Bangui National Forum was a national peace talk held in May 2015 that involved government actors, community leaders, and civilians in the discussion of long-term peace in the CAR.²¹⁴ This forum was nearly unprecedented as it included a large grassroots movement and full and equal participation of women.²¹⁵ The *Republican Pact for Peace, National Reconciliation, and Reconstruction* is the resulting agreement of the forum, which outlines the transition for the CAR, recommending political, economic, and judicial changes.²¹⁶ It also includes a disarmament agreement that was signed by 10 armed groups, who agreed to disarm, release child soldiers, and reintegrate them into society.²¹⁷ Also included in the Republican Pact is the Special Criminal Court, a hybrid court created in April 2015 to handle war crimes committed in the CAR since 2003.²¹⁸ It has a temporary mandate with the ability to renew the Court for five years.²¹⁹ The Court is comprised of both national and international judges and prosecutors and will work in tandem with the International Criminal Court (ICC).²²⁰

Role of the International System

Due to the multifaceted nature of the conflict, many UN bodies are working towards peace in the CAR. The UN Peacebuilding Commission (PBC) has had the CAR on its agenda since 12 June 2008.²²¹ Its Strategic Framework for Peacebuilding for the CAR focuses on improving security sector reform, DDR, governance, and development.²²² In addition to the PBC, the UN Children’s Fund (UNICEF) has been active in delivering humanitarian assistance and protecting children in the CAR.²²³ UNICEF focuses on providing education and aiding in rehabilitation and reintegration children associated with armed groups or armed forces.²²⁴ UNICEF also works with the World Health Organization to improve water, sanitation, and hygiene conditions in the CAR.²²⁵ The UNDP is actively involved in the CAR as well. Currently, UNDP is working with MINUSCA to promote social unity, prepare for the elections, and fight against impunity.²²⁶ In addition, UNDP has partnered with the UN Peacebuilding Fund and the World Bank to provide salaries for civil workers.²²⁷ Collaboration from all available avenues within the UN allow for peace to be fully realized in the CAR.

As the UN entity in charge of maintaining international peace and security, the SC has taken the lead in addressing the dire political situation in CAR. SC resolution 2149 (2014) authorized the establishment of MINUSCA, a multifaceted peacekeeping operation aimed at establishing long-term peace in the CAR.²²⁸ MINUSCA has been the UN peacekeeping force in the CAR since it assumed the responsibilities of the UN Integrated Peacebuilding Office in CAR and AU International Support Mission to the CAR, aided by the French Operation Sangaris, in late 2014.²²⁹ MINUSCA’s mandate includes the protection of civilians, aiding in the political transition process, protection of

²¹¹ UN Security Council, *Protection of civilians in armed conflict (S/RES/1894 (2009))*, 2009.

²¹² *Ibid.*

²¹³ UN Security Council, *Protection of civilians in armed conflict (S/RES/2175 (2014))*, 2014.

²¹⁴ Conciliation Resources, *Central African Republic peace: The Bangui Forum*, 2015.

²¹⁵ *Ibid.*

²¹⁶ UN Security Council, *Letter dated 15 May 2015 from the Chargé d’affaires a.i. of the Permanent Mission of the Central African Republic to the United Nations addressed to the President of the Security Council (S/2015/344)*, 2015.

²¹⁷ *Ibid.*

²¹⁸ Mattioli-Zeltner, *Taking Justice to a New Level: The Special Criminal Court in the Central African Republic*, 2015.

²¹⁹ *Ibid.*

²²⁰ *Ibid.*

²²¹ UN PBC, *Central African Republic Document – United Nations Peacebuilding Commission*.

²²² UN PBC, *Frequently Asked Questions PBSO – United Nations Peacebuilding Support Office*.

²²³ UNICEF, *Humanitarian Action for Children: Central African Republic*, 2015.

²²⁴ *Ibid.*

²²⁵ *Ibid.*

²²⁶ UNDP, *Responding to conflict in the Central African Republic*, 2015.

²²⁷ *Ibid.*

²²⁸ UN DPKO, *United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA)*, 2015; UN Security Council, *Central African Republic (S/RES/2149 (2014))*, 2014.

²²⁹ UN DPKO, *United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) – Background*, 2015; UN Security Council, *Central African Republic (S/RES/2127 (2013))*, 2013.

human rights, aiding in the delivery of humanitarian assistance, and supporting DDR initiatives.²³⁰ Currently, MINUSCA is composed of just over 10,000 troops, falling short of the recommended total of 12,870.²³¹ In addition to staffing issues, MINUSCA is often plagued by targeted violence by rebel groups.²³² For example, in July 2015, a rebel group in northwest CAR attacked a UN World Food Programme convoy escorted by MINUSCA forces.²³³ More recently, on 2 August 2015, one MINUSCA peacekeeper was killed and several others were injured when an armed group attacked them in Bangui.²³⁴ On 7 October 2015, the SC released a press statement condemning attacks against MINUSCA personnel.²³⁵ The SC is also reportedly considering a presidential statement that would recommend sanctions against individuals who are actively undermining peace processes in the CAR.²³⁶ Moreover, the SC has highlighted women's participation in political processes as an integral part of the transition in the CAR. The SC adopted resolution 1325 (2000), resolution 2122 (2013), and resolution 2242 (2015) on women, peace and security.²³⁷ These resolutions underscore the importance and necessity of women's roles in decision-making and political processes, as well as care and protection of women in conflict and post-conflict situations.²³⁸

The UN Secretary-General published several reports in 2015 relating to the situation in the CAR at the request of the SC.²³⁹ The Secretary-General's report (S/2015/576) on the situation in the CAR discusses major events currently taking place, such as elections, the Bangui National Forum, and the human rights situation.²⁴⁰ The Secretary-General's report (S/2015/453) on the protection of civilians reinforces five key challenges to civilian protection that can be used to address this vital component of the situation in the CAR; These are: compliance with international law, meeting with armed groups, strengthening of peacekeeping operations, more collaborative action on humanitarian access by all participants, and the pursuit of justice.²⁴¹

Regional organizations are also essential partners in the pursuit of peace in the CAR. The African Union (AU) Peace and Security Council (PSC) is tasked with the maintenance of peace and security in Africa, as well as the handling of humanitarian emergencies and aid.²⁴² The SC has long recognized the importance of regional organizations and has met with the AU PSC annually since 2007 to address areas of mutual concern.²⁴³ The SC and PSC met most recently on 12 March 2015, during which they discussed ways that the AU and UN can cooperate to promote peace during the upcoming presidential election in the CAR.²⁴⁴

In addition to regional bodies and UN agencies, civil society organizations (CSOs), such as non-governmental organizations (NGOs) are some of the most important actors in CAR as they are able to act where government is unable or when it cannot.²⁴⁵ CSOs will often provide social services, mobilize popular support, coordinate efforts among community leaders, and provide humanitarian and development assistance.²⁴⁶ One such NGO is the International Rescue Committee (IRC), which aims to help those whose livelihoods change drastically due to

²³⁰ UN Security Council, *Central African Republic (S/RES/2149 (2014))*, 2014.

²³¹ UN DPKO, *United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) – Facts & Figures*, 2015; UN Security Council, *Central African Republic (S/RES/2212 (2015))*, 2015.

²³² UN DPI, *MINUSCA strongly condemns the upsurge of armed attacks on the Main Supply Road 1 (MSR1)*, 2015.

²³³ *Ibid.*

²³⁴ UN DPI, *Secretary-General Condemns Killing of Peacekeeper in Central African Republic, Calls for Swiftly Bringing Perpetrators to Justice*, 2015.

²³⁵ *What's in Blue, Presidential Statement on the deteriorating situation in the Central African Republic*, 2015.

²³⁶ *Ibid.*

²³⁷ UN Security Council, *Women and peace and security (S/RES/1325 (2000))*, 2000; UN Security Council, *Women and peace and security (S/RES/2122 (2013))*, 2013.

²³⁸ *Ibid.*

²³⁹ UN Security Council, *Report of the Secretary-General on the situation in the Central African Republic (S/2015/576)*, 2015; UN Security Council, *Report of the Secretary-General on the protection of civilians in armed conflict (S/2015/453)*, 2015.

²⁴⁰ UN Security Council, *Report of the Secretary-General on the situation in the Central African Republic (S/2015/576)*, 2015

²⁴¹ UN Security Council, *Report of the Secretary-General on the protection of civilians in armed conflict (S/2015/453)*, 2015.

²⁴² African Union, *Peace and Security Council*.

²⁴³ African Union, *Joint communiqué of the ninth annual joint consultative meeting between members of the Security Council of the United Nations and the Peace and Security Council of the African Union*, 2015.

²⁴⁴ *Ibid.*

²⁴⁵ Ekomo-Soignet, *Civil society peacebuilding: central to Central Africa*, 2015.

²⁴⁶ *Ibid.*

conflict or disaster.²⁴⁷ IRC provides health care, education, and infrastructure to countries whose governments cannot provide them.²⁴⁸ IRC currently operates in the CAR and provides food, water access, human waste management, education, health services, and infrastructure.²⁴⁹ Many different CSOs work in the CAR on a variety of issues, such as sexual and reproductive health, community leadership, mediation between Christian and Muslim communities, and reintegration.²⁵⁰ The inclusion of civil society allows the responsibilities of transition to be spread among all stakeholders and gives communities the power to bring about change.²⁵¹

Political and Electoral Issues

Bangui National Forum and the Republican Pact

Despite decades of insecurity and lawlessness, the CAR has recently made important strides towards long-term peace and reconstruction. However, the Bangui National Forum was not without controversy, which could impact the success of the implementation of the Republican Pact.²⁵² Members of the anti-balaka left the talks early due to their dissatisfaction with the recommendations in the Pact.²⁵³ Supporters of both ex-Séléka and anti-balaka have also expressed their disagreement with upcoming criminal trials of their respective members.²⁵⁴ Further, there have been renewed attacks on civilians, humanitarian workers, and peacekeepers by armed groups.²⁵⁵ These attacks may be a true test of the Republican Pact and how effective the DDR agreement is in reducing violence.²⁵⁶

The Special Criminal Court

On 3 June 2015, legislation created the Special Criminal Court of the CAR.²⁵⁷ The court's creation is one of the Transitional Authorities' efforts to end the rampant impunity that has characterized violence in the CAR for decades.²⁵⁸ It is the first national special court created to prosecute international crimes committed within its own borders.²⁵⁹ The Special Criminal Court has the potential to bring much needed justice to the CAR, but several factors such as available finances, international support, and staffing needs will determine its success.²⁶⁰ Adequate finances are needed for the Court to conduct its work.²⁶¹ The Special Criminal Court also needs qualified, experienced individuals staff the court and carry out its mandate and commit to seeing the end of impunity in the CAR.²⁶² As of November 2015, the CAR government has not appointed any individuals to the Special Criminal Court.²⁶³ The Special Criminal Court and the ICC need to further define the lines of precedence and how both courts will share cases.²⁶⁴ Recognizing the importance of the Court's success to peace in the CAR, the SC adopted resolution 2217 (2015), which requests that Member States and international and regional actors aid the Transitional Authorities in establishing the Special Criminal Court.²⁶⁵

Upcoming Elections

The presidential and parliamentary elections in the CAR have been delayed several times due to instability, but voter registration took place from 29-27 July 2015.²⁶⁶ The initial round of elections, originally scheduled for 18 October

²⁴⁷ International Rescue Committee, *The International Rescue Committee at a Glance*, 2015.

²⁴⁸ Ibid.

²⁴⁹ International Rescue Committee, *The IRC in Central African Republic*, 2015.

²⁵⁰ Agency for Cooperation and Research in Development, *ACORD: Our work: ACORD's work*, 2015; Caritas Internationalis, *Caritas at work in Central African Republic*.

²⁵¹ Conciliation Resources, *Central African Republic peace: The Bangui Forum*, 2015.

²⁵² Copley & Sy, *Five takeaways from the Bangui Forum for National Reconciliation in the Central African Republic*, 2015.

²⁵³ Ibid.

²⁵⁴ Ibid.

²⁵⁵ Global Centre for the Responsibility to Protect, *Central African Republic: Global Centre for the Responsibility to Protect*, 2015.

²⁵⁶ Ibid.

²⁵⁷ *Central African Republic: Special Criminal Court officially created*, International Federation for Human Rights, 2015.

²⁵⁸ Mattioli-Zeltner, *Taking Justice to a New Level: The Special Criminal Court in the Central African Republic*, 2015.

²⁵⁹ Ibid.

²⁶⁰ Ibid.

²⁶¹ Human Rights Watch, *Public civil society letter on the Special Criminal Court in the Central African Republic*, 2015.

²⁶² Mattioli-Zeltner, *Taking Justice to a New Level: The Special Criminal Court in the Central African Republic*, 2015.

²⁶³ Ibid.

²⁶⁴ Ibid.

²⁶⁵ UN Security Council, *Central African Republic (S/RES/2217 (2015))*, 2015.

²⁶⁶ *Central African Republic says to hold elections on Oct 18*, Reuters, 2015; Kendemeh, *Central African Republic: More Candidatures Declared for October Elections*, 2015.

2015, has been indefinitely postponed due to recent violence in Bangui.²⁶⁷ Though there has been progress, the elections have not been without obstacles. Roughly 30 people have announced their candidacy for the presidential elections, including exiled former president Bozizé.²⁶⁸ Since leaving the CAR, Bozizé has had UN sanctions placed against him for exacerbating the conflict, as well as an international arrest warrant for crimes against humanity and incitement to genocide issued by his succeeding government.²⁶⁹ SC resolution 2217 (2015) calls for all relevant participants in the CAR to uphold the Transitional Constitutional Charter, especially in conducting elections and deciding candidate eligibility.²⁷⁰ Another issue that has plagued the elections is Central African refugees' right to vote.²⁷¹ Initially, the Transitional National Council denied voting rights to the CAR refugees located outside the country's borders.²⁷² This decision would have left over 460,000 refugees without a political voice; however, the CAR's highest court overturned the decision and refugees were allowed to register to vote during the July 2015 registration drive.²⁷³ Another concern is the immediate need for funding to carry out the election process.²⁷⁴ UNDP reported that upwards of \$21 million dollars is needed to conduct the elections; funds are needed for ballot transportation, education, communication, and voter management.²⁷⁵ Currently, UNDP, the CAR, the European Union, and France are financing the electoral fund.²⁷⁶ If the funds are not acquired in time, however, the elections may not occur.²⁷⁷

Humanitarian and Human Rights Issues

The UN Office for the Coordination of Humanitarian Affairs (OCHA) reports that 2.7 million people in the CAR are in need of assistance, including 460,000 refugees currently residing outside of the CAR and more than 360,000 internally displaced persons.²⁷⁸ The constant insecurity from sustained violence in the CAR has threatened the full efficacy of humanitarian aid, thus keeping lifesaving resources from those in need.²⁷⁹ One critical aspect of the humanitarian emergency in the CAR is food security.²⁸⁰ The conflict in the CAR has negatively affected the production, sale, and availability of food across the country; about 1.2 million people are in need of emergency food assistance.²⁸¹ Diet variety has also significantly decreased due to the lack of diverse crop production, which leads to malnutrition and other medical problems.²⁸² OCHA has requested \$613 million dollars for the Strategic Response Plan in the CAR from donor countries.²⁸³ However, only 31% of the funds have been received as of 2015.²⁸⁴

Protection of Civilians and Humanitarian Workers

Since the outbreak of conflict in 2013, civilians and humanitarian workers have faced threats of violence and abuse.²⁸⁵ A recent increase in violence against civilians and humanitarian workers coupled with hundreds of prisoners escaping a Bangui prison has made the CAR's security situation very fragile.²⁸⁶ UN Secretary-General, Ban Ki-moon, denounced recent attacks and called on the Transitional Authorities to act within its power to prevent

²⁶⁷ Buchanan, *Central African Republic: 'Election dates will no doubt be postponed,' says interim President Samba-Panza*, 2015; UN DPI, *Central African Republic: UN concerned by decision of authorities to deny refugees vote*, 2015.

²⁶⁸ Kendemeh, *Central African Republic: More Candidatures Declared for October Elections*, 2015; *Exiled Central African leader Bozizé to stand at election*, Reuters, 2015.

²⁶⁹ *Central African Republic profile – Timeline*, BBC News, 2015; *Exiled Central African leader Bozizé to stand at election*, Reuters, 2015; *UN slaps sanctions on CAR's ex-president*, Al-Jazeera, 2014.

²⁷⁰ UN Security Council, *Central African Republic (S/RES/2217 (2015))*, 2015.

²⁷¹ UN DPI, *Central African Republic: UN concerned by decision of authorities to deny refugees vote*, 2015.

²⁷² *Ibid.*

²⁷³ *Ibid.*; Dembassa-Kette, *Central African Republic court rules refugees have right to vote*, 2015.

²⁷⁴ UNDP, *US\$ 21 million urgently needed for Central African Republic elections*, 2015.

²⁷⁵ *Ibid.*

²⁷⁶ *Ibid.*

²⁷⁷ *Ibid.*

²⁷⁸ UN OCHA, *About OCHA CAR*.

²⁷⁹ UN OCHA, *Humanitarian Bulletin: Central African Republic*, 2015.

²⁸⁰ *Ibid.*

²⁸¹ *Ibid.*

²⁸² *Ibid.*

²⁸³ *Ibid.*

²⁸⁴ *Ibid.*

²⁸⁵ UN DPI, *UN Mission condemns surge in armed attacks on main supply route in Central African Republic*, 2015.

²⁸⁶ UN DPI, *Secretary-General Deplores Deadly Violent Attacks in Central African Republic, Urges Authorities to Keep Political Process on Track (SG/SM/17142)*, 2015.

any future attacks on civilians.²⁸⁷ Secretary-General Ban also stressed the importance of the mandate of MINUSCA, which was updated in SC resolution 2217 (2015) to include protection of civilians and humanitarian workers as a priority.²⁸⁸ Further, SC resolution 2175 (2014) calls upon all relevant actors in armed conflict to allow humanitarian workers to fulfill their duties unimpeded and stresses that crimes against humanitarian workers will not go without investigation and punishment.²⁸⁹

Children and Armed Conflict

UNICEF estimates that more than 6,000 children have been actively involved in both combat and non-combat roles in the conflict in the CAR since 2012.²⁹⁰ After the signing of the Republican Pact in 2015, 10 armed groups agreed to release children within their ranks.²⁹¹ Articles 3 and 5 of the DDR agreement detailed within the Pact contain specific provisions for children in armed forces.²⁹² So far, the armed groups have released about 300 children; these children are undergoing medical screening and psychological support before reconnecting with family members.²⁹³ SC resolution 2225 (2015) specifically calls for Member States to support the rehabilitation of children with resources and finances, to consider non-punitive alternatives for reintegrating children back into society, and to create measures for the transition of children from armed groups to caregivers and family members.²⁹⁴ UNICEF and its partners are working to reintegrate these children back into society, an important step in the long-term transition process for the CAR.²⁹⁵ However, UNICEF's insufficient funding faces additional strains with the release of these children.²⁹⁶ As of April 2015, UNICEF has only received 23% of its required annual funding for the situation in the CAR.²⁹⁷

Sexual Abuse Against Civilians and Children

Recent reports allege that peacekeepers have sexually abused children and civilians during the conflict in the CAR.²⁹⁸ The first report involved French Operation Sangaris troops who allegedly sexually abused and exploited children.²⁹⁹ French authorities began an investigation into this matter in late July 2014.³⁰⁰ Recently, Amnesty International accused MINUSCA peacekeepers of raping a 12 year-old girl and murdering two civilians, incidents that MINUSCA is now investigating.³⁰¹ In light of these allegations, Secretary-General Ban appointed an independent panel to investigate the alleged sexual abuse and exploitation committed by international personnel.³⁰² To date, 15 cases of sexual abuse by MINUSCA personnel are being investigated by internal UN agencies.³⁰³ In the wake of allegations, on 17 September 2015, the Secretary-General outlined seven action items that must be met to end sexual abuse by security forces; they are: education of personnel, proper vetting of candidates, quick starts to investigations, justice, financial accountability and freezing of alleged perpetrators' payments, victim assistance, and more robust reporting procedures.³⁰⁴

²⁸⁷ UN DPI, *Secretary-General Deplores Deadly Violent Attacks in Central African Republic, Urges Authorities to Keep Political Process on Track (SG/SM/17142)*, 2015.

²⁸⁸ UN Security Council, *Central African Republic (S/RES/2217 (2015))*, 2015.

²⁸⁹ UN Security Council, *Protection of civilians in armed conflict (S/RES/2175 (2014))*, 2015.

²⁹⁰ UNICEF, *Hundreds of children released by armed groups in Central African Republic*, 2015.

²⁹¹ *Ibid.*

²⁹² UN Security Council, *Letter dated 15 May 2015 from the Chargé d'affaires a.i. of the Permanent Mission of the Central African Republic to the United Nations addressed to the President of the Security Council (S/2015/344)*, 2015.

²⁹³ UNICEF, *Hundreds of children released by armed groups in Central African Republic*, 2015.

²⁹⁴ UN Security Council, *Children and armed conflict (S/RES/2225 (2015))*, 2015.

²⁹⁵ UNICEF, *Hundreds of children released by armed groups in Central African Republic*, 2015.

²⁹⁶ *Ibid.*

²⁹⁷ *Ibid.*

²⁹⁸ UN DPI, *UN rights chief urges inquiry into violations by international forces in Central African Republic*, 2015.

²⁹⁹ UN Security Council, *Children and armed conflict: Report of the Secretary-General (S/2015/409)*, 2015.

³⁰⁰ UN DPI, *Central African Republic: UN investigation into sexual abuse allegations continues*, 2015.

³⁰¹ Amnesty International, *CAR: UN troops implicated in rape of girl and indiscriminate killings must be investigated*, 2015, UN DPI, *UN mission vows full investigation into allegations of abuse by peacekeepers in Central African Republic*, 2015.

³⁰² UN DPI, *Central African Republic: Ban appoints panel to investigate UN response to sexual abuse allegations*, 2015.

³⁰³ UN DPI, *New allegation of sexual exploitation received by UN mission in Central African Republic*, 2015.

³⁰⁴ UN DPI, *Secretary-General Tells Troop Contributors No one with Past Record of Abuse Can Ever Serve United Nations, Outlining Plans for Victim Trust Fund (SG/SM/17081)*, 2015.



Conclusion

The conflict in the CAR presents a complex situation to the international community. The socio-political history of the conflict paired with the state of humanitarian affairs throughout the country requires a multifaceted solution from all relevant stakeholders. The Republican Pact and DDR agreement show promise; however Bangui's fragile security situation threatens progress in the peace process. The upcoming elections have the ability to usher in a stronger, more unified government in the CAR if they are completed in a timely manner. The SC and MINUSCA are vital actors in the CAR's peace process and as a result it is imperative that they should play a key role in the transition and continue strong support for the future of peace and security in the CAR.

Further Research

Delegates should stay abreast of information regarding the CAR, as this is an ongoing event. While following the situation and in beginning research, delegates should consider the role that the SC and the UN system should play. How can the SC and MINUSCA quell recent violence in order to hold the national elections? What is the next step in enforcing the zero-tolerance policy for abuse by peacekeeping forces? Should the mandate of MINUSCA be revisited and revised? Aside from MINUSCA, how else can the SC help to ameliorate the situation in the CAR? How can the SC partner with other UN agencies to foster long-lasting peace and healthy political transition? How can the SC ensure the full and equal participation of women in the political transition process?

Annotated Bibliography

Central African Republic profile – Timeline. (2015). BBC News. Retrieved 17 August 2015 from: <http://www.bbc.com/news/world-africa-13150044>

This timeline gives a thorough and comprehensive history of the events leading up to the current situation in CAR. The current situation is the culmination of decades of coups, civil wars, and sustained instability in the country. It is important to see where the conflict arose from as it is not simply a religious conflict, but includes many other political and social factors. Delegates should use this source to gain a background on this history of the CAR and understand the root causes of the current conflict. It is also important to note the popular actors in the conflict and their history in prior uprisings, which this timeline details.

Copley, A & A. Sy. (2015). Five takeaways from the Bangui Forum for National Reconciliation in the Central African Republic. *The Brookings Institution*. Retrieved 20 August 2015 from:

<http://www.brookings.edu/blogs/africa-in-focus/posts/2015/05/15-bangui-forum-central-african-republic-copley-sy>

With optimism about the CAR's future, the authors explore the reality of the Republican Pact and its true enforceability; the CAR has had peace pacts in the past that did not amount to much in terms of the actual cessation of violence. This article explains five major developments from the Bangui National Forum. Delegates can gain a good overview of the current climate in the CAR after the Bangui National Forum and what can be expected of the country's leadership in the coming years.

International Rescue Committee. (2015). *Too Soon to Turn Away: Security, Governance and Humanitarian Need in the Central African Republic* [Website]. Retrieved 21 July 2015 from:

<http://feature.rescue.org/carreport/#introduction>

This website offers a wealth of background information on the conflict in the CAR, including a timeline of events from the CAR's independence from France until the present. Along with the link for the full report on the conflict in the CAR, the International Rescue Committee offers facts and figures, key recommendations, and risks associated with the conflict. Delegates should use this source as a foundation in learning about the history of violence in the CAR. The full report gives more details on governance, security, and humanitarian issues.

International Rescue Committee. (2015). *Too Soon to Turn Away: Security, Governance and Humanitarian Need in the Central African Republic*. New York: International Rescue Committee. Retrieved 18 August 2015 from:

<http://feature.rescue.org/carreport/carreport.pdf>

This report, a more detailed look at the situation in CAR from an NGO's point of view, focuses on insecurity, governance, and the humanitarian situation. Supporting its statements with facts and figures, this report discusses various aspects in depth, including the effects of MINUSCA and the problems with the delivery of humanitarian aid. Several in-depth recommendations are made by the IRC to all actors in the situation, from the transitional government to potential donors. Delegates should consider these recommendations along with the IRC's findings in their research and in writing. This report is the detailed version of the interaction website previously cited.

Mattioli-Zeltner, G. (2015). Taking Justice to a New Level: The Special Criminal Court in the Central African Republic. *Jurist*. Retrieved 21 July 2015 from: <http://jurist.org/hotline/2015/07/G%C3%A9raldine-Mattioli-Zeltner-CAR-Special-Court.php>

This article explains the creation of the new Special Criminal Court. This court, which will be a hybrid court of national and international lawyers and judges, was created at a pivotal time in the CAR's history. This source provides the timeline for the creation of the Special Criminal Court, outlining key elements such as the International Criminal Court's involvement and the signing of the Memorandum of Understanding that discussed creating a hybrid justice system. Delegates can use this source to familiarize themselves with this new court and its function in ending impunity and promoting peace in the CAR.

United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic. (2015). *United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic* [Website]. Retrieved 21 July 2015 from: <http://www.un.org/en/peacekeeping/missions/minusca/>

The United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic website is a vital source of information on the ground. The mission's background, mandate, resources, and facts and figures serve as a foundation for learning about UN Peacekeeping operations in the CAR. This website also contains a link to the local mission site, which provides more information on relevant resolutions, documents, and statements regarding the peace and security situation in the CAR.

United Nations, Office for the Coordination of Humanitarian Affairs. (2015). *Humanitarian Bulletin: Central African Republic*. Retrieved 20 August 2015 from: http://reliefweb.int/sites/reliefweb.int/files/resources/HUMANITARIAN_BULLETIN_JULY_2015%20-%20FINAL.pdf

This bulletin describes the dire humanitarian situation in the CAR. The humanitarian situation is an important aspect that is heavily affected by the political and social conflict. The bulletin outlines how many are in need of humanitarian assistance, how many suffer from food insecurity, and how many people have been displaced. The funding for the CAR's humanitarian appeal is broken down into requirements, current funding, and unmet needs. Delegates should regard this resource as a primer for the humanitarian aspect of the situation in the CAR.

United Nations, Security Council. (2015). *Letter dated 15 May 2015 from the Chargé d'affaires a.i. of the Permanent Mission of the Central African Republic to the United Nations addressed to the President of the Security Council (S/2015/344)*. Retrieved 18 August 2015 from: <http://undocs.org/s/2015/344>

This letter contains the text of the Republican Pact for Peace, National Reconciliation and Reconstruction and the DDR agreement between the armed groups and the Transitional Authorities. The text is important as it details the direction in which the CAR officials intend to take the country. The names of the 10 leaders of the armed groups are listed at the end of the DDR agreement, showing unilateral support for change in the CAR. Delegates will find this document important to the current political climate in the CAR.

United Nations, Security Council. (2015). *Report of the Secretary-General on the situation in the Central African Republic (S/2015/576)*. Retrieved 17 August 2015 from: <http://undocs.org/s/2015/576>

This most recent report from the UN Secretary-General on the situation in the CAR describes major developments in the country since his previous report in 2015. All major events are listed in detail, notably the Bangui National Forum, election preparations, human rights and humanitarian aid, and the security climate. The recent actions of MINUSCA are also detailed within the report. It also gives many details of events that will affect the transitional period in the CAR. Delegates will find this report comprehensive in its explanation of the current situation in the CAR.

United Nations, Security Council, 7434th Meeting. (2015). *Central African Republic (S/RES/2217 (2015))*. Retrieved 17 August 2015 from: [http://undocs.org/s/res/2217\(2015\)](http://undocs.org/s/res/2217(2015))

This resolution is the most recent resolution that the SC has adopted on the situation in the CAR, as of November 2015. Notably, it discusses DDR, acceleration of election preparations, security sector reform, and the role of the Economic Community of Central African States (ECCAS) and other regional organizations in the stabilization of the CAR. This report is important as it shows the SC's priorities in the CAR. Delegates should reference this as they research the SC's position and recent developments concerning the CAR.

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III. Threats to International Peace and Security Caused by Terrorist Acts

“Missiles may kill terrorists, but good governance kills terrorism.”³⁰⁵

Introduction

Terrorism continues to threaten the entire international community, as barely a week passes without news reports of terrorist acts committed in different parts of the globe.³⁰⁶ It endangers innocent civilians, and no one is secure from this risk.³⁰⁷ Since 1934, terrorism has been discussed internationally, when the League of Nations wrote a document on terrorism; it was adopted in 1937, but was never ratified.³⁰⁸ As of 2015 the United Nations (UN) has not adopted a universal definition of terrorism, which limits the ability for Member States and the international community in creating a world free from terrorism.³⁰⁹ However, different definitions may be found in the documents of the Security Council (SC) and other UN bodies.³¹⁰ SC resolution 1566 (2004) condemns:

"criminal acts, including against civilians, committed with the intent to cause death or serious bodily injury, or taking of hostages, with the purpose to provoke a state of terror in the general public or in a group of persons or particular persons, intimidate a population or compel a government or an international organization to do or to abstain from doing any act, which constitute offences within the scope of and as defined in the international conventions and protocols relating to terrorism, are under no circumstances justifiable by considerations of a political, philosophical, ideological, racial, ethnic, religious or other similar nature."³¹¹

Since 2001, the SC has taken greater measures to address the issue of terrorism and has encouraged Member States to suppress the methods and means to commit terrorist acts, criminalize terrorist activities, and to cooperate with one another in investigation process, detection and prosecution of terrorists.³¹² More recently, the issues of foreign terrorist fighters and youth extremism have become particularly challenging for the international community.³¹³ The number of recruited fighters who have joined the Islamic State in Iraq and the Levant (ISIL), Al-Qaida, and other groups has increased to over 25,000 individuals this year, and terrorist groups are actively recruiting young, disenfranchised people into their ranks via internet and particularly social media portals making the ability to inhibit these challenges difficult.³¹⁴

International and Regional Framework

Since 1963, the international community has created 18 universal legal instruments on counter-terrorism, including 14 initial documents and 4 substantive amendments.³¹⁵ These addressed the problem of terrorism and specific types of terroristic activities and their targets, such as civil aviation, maritime navigation, hostages, nuclear materials, platforms located on the continental shelf, and financing of terrorism.³¹⁶ Since the terrorist attacks on 11 September 2001 in New York, at least 10 of 16 conventions have been ratified or acceded to by two-thirds of Member States.³¹⁷ The most recent legal instruments relating to anti-terrorism were adopted in 2010.³¹⁸ These are: the *Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation* (2010), which has not yet come into force,

³⁰⁵ Ban, *Secretary-General's remarks to Security Council High-Level Summit on Foreign Terrorist Fighters*, 2014.

³⁰⁶ UN DPI, *United Nations Action to Counter Terrorism: Background*, 2015.

³⁰⁷ *Ibid.*

³⁰⁸ UN DPI, *United Nations Action to Counter Terrorism: International legal instruments*, 2015.

³⁰⁹ UN High-level Panel on Threats, Challenges and Change, *A More Secure World: our Shared Responsibility*, 2004, p. 47.

³¹⁰ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/1566 (2004))*, 2004.

³¹¹ *Ibid.*

³¹² UN Security Council, *About the Counter-Terrorism Committee*.

³¹³ UN DPI, *Action against Threat of Foreign Terrorist Fighters Must Be Ramped Up, Security Council Urges in High-Level Meeting*, 2015.

³¹⁴ *Ibid.*; UN DPI, *'Stop Feeding Terrorism with Blood of Our Youth,' Jordan's Crown Prince Tells Security Council during Debate on Violent Extremism*, 2015.

³¹⁵ UN DPI, *United Nations Action to Counter Terrorism: International legal instruments*, 2015.

³¹⁶ *Ibid.*

³¹⁷ UN Security Council Counter-Terrorism Committee, *International Laws*, 2011.

³¹⁸ UN DPI, *United Nations Action to Counter Terrorism: International legal instruments*, 2015.

and the *Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft* (2010).³¹⁹ Both the Convention and the Protocol criminalize the usage of civil aviation as means to conduct terroristic attacks including placing an explosive device on an aircraft and authorizing the aircraft commander to take reasonable measures against an individual that poses a threat to the safety of the aircraft.³²⁰

Since 2000, within the framework of the Ad Hoc Committee established pursuant to the General Assembly (GA) resolution on “measures to eliminate international terrorism,” Member States have worked towards a convention on international terrorism.³²¹ This would supplement the existing framework and adhere to the guiding principles of international anti-terrorism conventions.³²² The draft includes the criminalization of terrorist acts, prosecution or extradition for perpetrators, exclusion of the exceptions to such criminalization on various grounds from legislation, and calls on Member States to cooperate, exchange information, assist in the processes of investigation, and take all necessary measures to prevent terroristic acts.³²³ However, the convention has been delayed by the inability of Member States to agree upon a common definition of terrorism.³²⁴ While the proposed definition itself is not seen as controversial by Member States, the debate falters on two arguments: that this definition should include the use of armed forces against civilians by the state and that people under foreign occupation have a right to armed struggle against the oppressors, which means that any definition can not contradict this right.³²⁵

United Nations Global Counter-Terrorism Strategy

In December 2004, the High-level Panel on Threats, Challenges and Change first stated the need for a global counter-terrorism strategy to target the factors that contribute to the outspread of international terrorism, reinforce the rule of law, and promote human rights.³²⁶ In his report on 27 April 2006, UN Secretary-General Kofi Annan presented five pillars for the future common strategy, which includes deterring groups from resorting to terrorism, preventing terrorist groups from acquiring means to carry out terroristic attacks, have states refrain from supporting terrorist groups, strengthening the capacity of Member States to combat counter-terrorism, and defending human rights in relation to terrorism and counter-terrorism activities.³²⁷ On 8 September 2006 the Global Counter-Terrorism Strategy was adopted.³²⁸ This global instrument provides a framework for both the UN system and Member States to strengthen capacity to prevent and combat terrorism, ensuring the respect to human rights and rule of law.³²⁹ It also reiterates that terrorism may be defeated only if the UN focuses on prevention rather than reaction to terrorist activities.³³⁰ Secretary-General Ban Ki-moon has announced his intention to present a comprehensive plan of action to prevent violent extremism to the GA in 2016.³³¹ This plan will build upon the Global Counter-Terrorism Strategy to establish a system-wide approach for addressing the root causes of terrorism, as well as recommending individual and collective action to counter the spread of extremism.³³²

Security Council

The SC did not focus on the issue of terrorism until the adoption of resolution 1373 (2001), which called upon Member States to become parties to these conventions and established the Counter-Terrorism Committee (CTC) as a subsidiary body of the SC.³³³ Resolution 1373 criminalized financing of terrorism, called upon Member States to

³¹⁹ *Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation*, 2010; *Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft*, 2010.

³²⁰ UN DPI, *United Nations Action to Counter Terrorism: International legal instruments*, 2015.

³²¹ UN Security Council Counter-Terrorism Committee, *International Laws*, 2011; UN General Assembly, *Measures to eliminate international terrorism (A/RES/51/210)*, 1996.

³²² UN, DPI, *United Nations Action to Counter Terrorism: International legal instruments*, 2015.

³²³ *Ibid.*

³²⁴ UN High-level Panel on Threats, Challenges and Change, *A More Secure World: our Shared Responsibility*, 2004, p. 47.

³²⁵ *Ibid.*

³²⁶ *Ibid.*

³²⁷ UN General Assembly, *Uniting against terrorism: recommendations for a global counter-terrorism strategy: Report of the Secretary-General (A/60/825)*, 2006.

³²⁸ UN DPI, *United Nations Action to Counter Terrorism, United Nations General Assembly adopts Global Counter-Terrorism Strategy*, 2015; UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)*, 2006.

³²⁹ *Ibid.*

³³⁰ UN General Assembly, *The United Nations Global Counter-Terrorism Strategy Review (A/RES/68/276)*, 2014.

³³¹ UN DPI, *Secretary-General, at Leaders' Summit, Highlights New Plan for Collective Action to Combat Violent Extremism (SG/SM/17148)*, 2015.

³³² *Ibid.*

³³³ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/1373 (2001))*, 2001.

freeze all assets related to those involved in terrorist activities, to cease any sources of financial support for terrorists, cooperate with other states in fighting terrorism, and demanded that Member States implement specific measures aimed at strengthening their capacity to prevent terrorist activities.³³⁴

In September 2005, resolution 1624 (2005) on incitement to commit acts of terrorism was adopted by the SC.³³⁵ The resolution required Member States to include the prohibition of incitement in their legislation and ensure the prosecution of those, "with respect to whom there is credible and relevant information giving serious reasons for considering that they have been guilty of such conduct."³³⁶ Finally, the most recent resolution on the agenda item of the "threat to international peace and security caused by terrorist acts" was adopted by the SC on 12 February 2015.³³⁷ In resolution 2199 (2015) the SC encouraged a number of financial measures to counter terrorism, such as assets freezing, closure of any sources of financing for terrorist organizations, condemned any trade relations with Al-Qaida associated groups and urged Member States take all necessary measures to prevent terrorists in Iraq and Syria from benefiting from oil, hostages, and antiques trade.³³⁸ To note, according to the provisions of this resolution, Member States have to report to Al-Qaida Sanctions Committee within 120 days of the implementation of the resolution.³³⁹

Regional and sub-regional instruments

Many legal frameworks for combating terrorism have been adopted by regional organizations.³⁴⁰ These documents include the organizations' own definitions of terrorism, measures to prevent and combat terrorist crimes, legal basis of the issue, including the extradition of the criminals, and the framework for cooperation among Member States, such as information exchange.³⁴¹ The Organization of American States was the first to adopt its regional *Convention To Prevent And Punish The Acts Of Terrorism Taking The Form Of Crimes Against Persons And Related Extortion That Are Of International Significance* (1971).³⁴² It was followed by the *South Asian Association for Regional Cooperation Regional Convention on Suppression of Terrorism* (1987), *European Convention on the Suppression of Terrorism* (1977) and *Arab Convention on the Suppression of Terrorism* (1998).³⁴³ In 1999, the *Convention of the Organization of the Islamic Conference on Combating International Terrorism* (1999), *Organisation of the African Unity Convention on the Prevention and Combating of Terrorism* (1999), and *Treaty on Cooperation among the States Members of the Commonwealth of Independent States in Combating Terrorism* (1999) were all adopted.³⁴⁴

Role of the International System

In 1996, the UN General Assembly created the Ad Hoc Committee on Terrorism, which works with the GA Sixth Committee on the international legal aspects of strengthening the efforts of Member States in countering terrorism.³⁴⁵ The body conducts biannual reviews of Global Counter-Terrorism Strategy, the most recent of which was introduced in June 2014.³⁴⁶ The UN Office on Drugs and Crime (UNODC) and the Counter-Terrorism Implementation Task Force (CTITF) provide technical assistance to the Member States.³⁴⁷ UNODC helps Member States with implementing legal frameworks on terrorism and terrorist financing, while CTITF implements the UN's

³³⁴ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/1373 (2001))*, 2001.

³³⁵ UN Security Council, *Threats to international peace and security caused by terrorist acts (Security Council Summit 2005) (S/RES/1624 (2005))*, 2005.

³³⁶ *Ibid.*

³³⁷ UN DPI, *Unanimously Adopting Resolution 2199 (2015), Security Council Condemns Trade with Al-Qaida Associated Groups, Threatens Further Targeted Sanctions*, 2015.

³³⁸ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/2199 (2015))*, 2015.

³³⁹ *Ibid.*

³⁴⁰ UNODC, *Frequently Asked Questions on International Law Aspects of Countering Terrorism*, 2009.

³⁴¹ *Ibid.*

³⁴² Organisation of American States, *Convention To Prevent And Punish The Acts Of Terrorism Taking The Form Of Crimes Against Persons And Related Extortion That Are Of International Significance*, 1971.

³⁴³ South Asian Association for Regional Cooperation, *South Asian Association for Regional Cooperation Regional Convention on Suppression of Terrorism*, 1987; Council of Europe, *European Convention on the Suppression of Terrorism*, 1977.

³⁴⁴ Organization of the Islamic Conference, *Convention of the Organization of the Islamic Conference on Combating International Terrorism*, 1999; Organisation of African Unity, *Convention on the Prevention and Combatting of Terrorism*, (1999).

³⁴⁵ UN DPI, *United Nations Action to Counter Terrorism: General Assembly Actions to Counter Terrorism 2015*.

³⁴⁶ *Ibid.*

³⁴⁷ UNODC, *Mandate of the Terrorism Prevention Branch*, 2014.

counter-terrorism efforts and provides support to all Member States.³⁴⁸ In October 1999 through resolution 1267 (1999) the SC established the Sanctions Committee and introduced the sanctions regime for individuals and entities associated with Al-Qaida and the Taliban.³⁴⁹ These sanctions included assets freeze, arm embargo and travel ban.³⁵⁰ In 2011, with resolutions 1988 (2011) and 1989 (2011), the SC separated Al-Qaeda and the Taliban sanctions list.³⁵¹ After establishing the CTC, in 2004 the SC established the CTC Executive Directorate to facilitate technical assistance to Member States and monitor the implementation of Resolution 1373.³⁵² Also in 2004, the SC established the 1540 Committee to monitor the implementation of resolution 1540.³⁵³

The subject of human rights in the context of terrorism and counter-terrorism has been an issue since the establishment of the CTC in 2001 and from then has paid more attention to its human rights policy.³⁵⁴ Specifically, the Executive Directorate was mandated to liaise with the UN Office of the High Commissioner for Human Rights and other human rights organizations in the context of counter-terrorism.³⁵⁵ In 2005, Member States affirmed their commitment to protect human rights in the process of the fight against international terrorism through the establishment of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism.³⁵⁶ Among the tasks of the Special Rapporteur are identifying and exchanging best practices in countering terrorism with respect to human rights, maintaining dialogue with the governments on the possible areas of cooperation, and making specific recommendations on promotion and protection of human rights while countering terrorism.³⁵⁷ Through resolution 1566, the SC established a Working Group to recommend possible measures against individuals and groups involved in terrorist activities as well to discuss the creation of fund to assist the victims of terrorism.³⁵⁸ On 28 July 2015, the SC held its most recent debate on threats to international peace and security caused by terrorist acts and issued a presidential statement in which it expressed its condemnation of all terroristic attacks and violations of international law by Boko Haram in West Africa and underlined the importance of sustained national and regional efforts to assist the conflict-affected population and provide it with all possible support.³⁵⁹

Counter-Terrorism Implementation Task Force

The CTITF was created by the Secretary-General in 2005 and approved by the GA through the Global Counter-Terrorism Strategy.³⁶⁰ In June 2013, the CTITF held a high-level “International Counter-Terrorism Focal Points Conference on Addressing Conditions Conducive to the Spread of Terrorism and Promoting Regional Cooperation,” which gathered experts and official representatives from more than 100 Member States and regional and international organizations.³⁶¹ The participants of the Conference identified the key challenges, priorities and ways to successfully implement Pillar I of the UN Global Counter-Terrorism Strategy – addressing conditions conducive to the spread of terrorism - at the global, regional, and local levels.³⁶² Participants expressed their support for socioeconomic development, conflict prevention and peaceful resolution, supporting victims of terrorism, and elaborating counter-radicalization programs.³⁶³ Attendees further reiterated the importance of regional and international cooperation among the Member States, and underlined that respect for human rights and liberties and countering extremism may not be considered mutually exclusive.³⁶⁴

³⁴⁸ UN DPI, *Counter-Terrorism Implementation Task Force*, 2015.

³⁴⁹ UN Security Council, *Afghanistan (S/RES/1267 (1999))*, 1999.

³⁵⁰ UN Security Council, *Security Council Committee Pursuant to resolution 1267 (1999) and 1989 (2011) concerning Al-Qaida and associated individuals and entities*.

³⁵¹ *Ibid.*

³⁵² UN DPI, *United Nations Action to Counter Terrorism: Security Council Actions to Counter Terrorism*, 2015.

³⁵³ *Ibid.*

³⁵⁴ UN DPI, *United Nations Action to Counter Terrorism: Protecting Human Rights while countering terrorism*, 2013.

³⁵⁵ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/1535 (2004))*, 2004.

³⁵⁶ UN DPI, *United Nations Action to Counter Terrorism: Protecting Human Rights while countering terrorism*, 2013.

³⁵⁷ *Ibid.*

³⁵⁸ UN DPI, *United Nations Action to Counter Terrorism: Security Council Actions to Counter Terrorism*, 2015.

³⁵⁹ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/PRST/2015/14)*, 2015.

³⁶⁰ UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)*, 2006.

³⁶¹ UN General Assembly, *Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy: Report of the Secretary-General (A/68/841)*, 2014.

³⁶² *Ibid.*

³⁶³ *Ibid.*

³⁶⁴ *Ibid.*

Role of the Regional Organizations

In 2004 the African Union (AU) established the African Centre for the Study and Research on Terrorism (ACSRT) with the aim to accumulate information and analyses on terrorism, provide cooperation between AU Member States and expand the Counter-Terrorism capacity building programs for the region.³⁶⁵ The Director of ACSRT holds the position of AU Special Representative for Counter-Terrorism Cooperation.³⁶⁶ The position was established in 2010 to provide support to the AU in assessing the situation within Member States and identifying major steps to counter terrorism.³⁶⁷ Similarly, Counter-terrorism initiatives of the Organization of American States are mostly provided through the Inter-American Committee against Terrorism (CICTE), created in 1999.³⁶⁸ With the help of CICTE American states have enhanced their cooperation in financial control against money laundering and financing of terrorism, and improved the quality of identification and travel documents control.³⁶⁹ The Council of Europe has also organized many international conferences related to terrorism on topics such as: preventing terrorist acts, bringing terrorists to justice, and protecting victims.³⁷⁰ Additionally, the Organization for Security and Cooperation in Europe works actively on suppressing money-laundering and ensuring border security, while also assisting participating countries to elaborate and implement counter-terrorism measures that also follow human rights standards.³⁷¹

Foreign Terrorist Fighters

The threat to international peace and security caused by the foreign terrorist fighters (FTF) has become one of the most crucial issues to be addressed by the international community.³⁷² Since the beginning of the conflict in Syria, over 25,000 FTF from more than 80 Member States have joined ISIL and the Al-Nusra Front.³⁷³ For the first time, the SC addressed this issue by unanimously adopting resolution 2178 on 24 September 2014, defining FTF as “individuals who travel abroad to a State rather than their States of residence or nationality to engage in, undertake, plan, prepare, carry out or otherwise support terrorist activity or to provide or receive training to do so.” The SC also condemned violent extremism and reiterated the necessity to prevent travel and support for FTF.³⁷⁴ The resolution further demands that Member States amend their legislation to enable the prosecution of those travelling or attempting to travel for terrorism purposes.³⁷⁵ On 23 September 2014 the Global Counterterrorism Forum adopted the “Hague-Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon.”³⁷⁶ The document included good practices in four parts of the FTF issue: radicalization to violent extremism, recruitment and facilitation, travel and fighting, as well as return and reintegration.³⁷⁷ The memorandum was aimed at helping the governments elaborate their policies in regard to counter-terrorism.³⁷⁸

On 29 May 2015 the SC held a meeting, to which for the first time the Ministers of the Interior were specifically invited, to discuss the first report of the CTC on the implementation of the SC resolution 2178 by states affected by the FTF problem.³⁷⁹ The first report underlined the necessity to enhance the information exchange among the states, which drew attention to the significant risks posed by returning terrorist fighters and discussed the issue of human

³⁶⁵ Africa Union, *The African Union Counter Terrorism Framework*, 2014.

³⁶⁶ Ibid.

³⁶⁷ Ibid.

³⁶⁸ Rosand, et al., *Implementing the UN Global Counter-Terrorism Strategy in the Latin America and Caribbean Region*, 2008.

³⁶⁹ Ibid.

³⁷⁰ UN General Assembly, *Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy: Report of the Secretary-General (A/68/841)*, 2014.

³⁷¹ Ibid.

³⁷² Global Counterterrorism Forum, *The Hague–Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon*, 2014.

³⁷³ UN DPI, *Security Council Unanimously Adopts Resolution Condemning Violent Extremism, Underscoring Need to Prevent Travel, Support for Foreign Terrorist Fighters*, 2014.

³⁷⁴ Ibid.; UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/2178 (2014))*, 2014.

³⁷⁵ Davis, *Responding to Foreign Terrorist Fighters: A Risk-Based Playbook for States and the International Community*, 2014, p. 1.

³⁷⁶ Global Counterterrorism Forum, *The Hague–Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon*, 2014.

³⁷⁷ Ibid.

³⁷⁸ Ibid.

³⁷⁹ UN DPI, *Action against Threat of Foreign Terrorist Fighters Must Be Ramped Up, Security Council Urges in High-Level Meeting*, 2015; UN Security Council, *Implementation of Security Council resolution 2178 (2014) by States affected by foreign terrorist fighters (S/2015/338)*, 2015.

rights in the context of countering terrorism.³⁸⁰ In a Presidential Statement, adopted at this meeting, the SC stressed the need for Member States to establish laws criminalizing recruitment, transportation and provision of FTF with weapons and financing; strengthen border management; and more effectively address radicalization particularly among youth.³⁸¹ The Statement also urged the better cooperation, exchange of information, and use of terrorist database with the International Criminal Police Organization (INTERPOL).³⁸² The Secretary-General of INTERPOL, Mr. Jurgen Stock stressed the necessity of making more information available to personnel working directly at the border, particularly to the border screeners.³⁸³

In resolution 2178, the SC also urged Member States to create new or strengthen the existing legal basis to address the flow of FTFs into Syria and Iraq.³⁸⁴ Member States have so far implemented their multi-dimensional responses to the threat posed by FTFs, thus already showing the potential of Resolution 2178 to bring major impact towards resolving this issue.³⁸⁵ Nevertheless, according to the report released by the CTC, the amount of FTFs continues to grow rapidly.³⁸⁶ In his statement Mr. Jean-Paul Laborde, Assistant Secretary-General of CTC Executive Directorate said that despite all the measures taken by Member States it is still easy for any person wishing to join terrorist groups to contact a recruiter unanimously.³⁸⁷ He underlined the importance of advance passenger aviation system to enhance border and aviation security and once again reiterated the importance terrorist financing issue.³⁸⁸

Youth and Extremism

The interest of extremist groups in youth has increased in the past decade, with the majority of FTFs being young males aged 15-25.³⁸⁹ On 23 April 2015, the SC held its first open debate on the role of youth in countering violent extremism and promoting peace.³⁹⁰ Factors leading to the radicalization of youth include unemployment, personal trauma, and unmet expectations of their future.³⁹¹ This threat may be mitigated by push factors for youth radicalization such as strengthening public-private cooperation, educating youth, and supporting youth initiatives and organizations.³⁹² During the briefing the Secretary-General claimed “the role of youth lies at the heart of international peace and security.”³⁹³ During the debate representatives of Member States also stressed attention on the necessity to target the issue of incitement to violent extremism and the use of the Internet by terrorist groups to recruit youth.³⁹⁴ Youth are recruited into joining such causes through different means, but it is most heavily done via the Internet.³⁹⁵

³⁸⁰ UN DPI, *Action against Threat of Foreign Terrorist Fighters Must Be Ramped Up, Security Council Urges in High-Level Meeting*, 2015; UN Security Council, *Implementation of Security Council resolution 2178 (2014) by States affected by foreign terrorist fighters (S/2015/338)*, 2015.

³⁸¹ UN Security Council, *Statement by the president of the Security Council (S/PRST/2015/11)*, 2015.

³⁸² *Ibid.*

³⁸³ UN DPI, *Action against Threat of Foreign Terrorist Fighters Must Be Ramped Up, Security Council Urges in High-Level Meeting*, 2015.

³⁸⁴ *Ibid.*; UN Security Council, *Implementation of Security Council resolution 2178 (2014) by States affected by foreign terrorist fighters (S/2015/338)*, 2015.

³⁸⁵ UN DPI, *Action against Threat of Foreign Terrorist Fighters Must Be Ramped Up, Security Council Urges in High-Level Meeting*, 2015; UN Security Council, *Implementation of Security Council resolution 2178 (2014) by States affected by foreign terrorist fighters (S/2015/338)*, 2015.

³⁸⁶ UN DPI, *Foreign terrorist fighters pose ‘significant and evolving’ global threat, warns new UN report*, 2015.

³⁸⁷ *Ibid.*

³⁸⁸ *Ibid.*

³⁸⁹ UN Security Council, *Annex to the letter dated 27 March 2015 from the Permanent Representative of Jordan to the United Nations addressed to the Secretary-General: The role of youth in countering violent extremism and promoting peace (S/2015/231)*, 2015.

³⁹⁰ UN DPI, *‘Stop Feeding Terrorism with Blood of Our Youth,’ Jordan’s Crown Prince Tells Security Council during Debate on Violent Extremism*, 2015.

³⁹¹ UN Security Council, *Annex to the letter dated 27 March 2015 from the Permanent Representative of Jordan to the United Nations addressed to the Secretary-General: The role of youth in countering violent extremism and promoting peace (S/2015/231)*, 2015.

³⁹² *Ibid.*

³⁹³ UN Office of the Secretary-General’s Envoy on Youth, *Secretary-General’s remarks at Open Debate of the Security Council on the Role of Youth in Countering Violent Extremism and Promoting Peace*, 2015.

³⁹⁴ UN DPI, *‘Stop Feeding Terrorism with Blood of Our Youth,’ Jordan’s Crown Prince Tells Security Council during Debate on Violent Extremism*, 2015.

³⁹⁵ *Ibid.*

Radicalized youth have been shown to be a major threat to international peace, stability, and development as they will abandon their education and derail the community's development endeavors.³⁹⁶ In June 2015 a conference entitled "Youth and the Internet: Fighting Radicalization and Extremism" was held at the UN Educational, Scientific and Cultural Organization (UNESCO) headquarters in Paris.³⁹⁷ The role of the Internet in youth radicalization, the experiences of Member States, and research on the issue were all discussed in an attempt to understand the issue.³⁹⁸ UNESCO specifically presented its proposal for multidimensional pilot projects aimed at empowering youth and addressing the spread of extremism among youth online.³⁹⁹ Not only does this threaten international security, but it is also detrimental to the sustainability of development and the future of the world's next generation.⁴⁰⁰

Case Study: Capacity-Building in the Horn of Africa Region

The Horn of Africa remains one of the most complex and problematic regions in the world. Countries within the region suffer from political instability, ongoing conflicts and humanitarian crises.⁴⁰¹ Moreover, since the attacks of 11 September 2001, the region has been considered a major source of terrorism.⁴⁰² In order to address these issues, the Horn of Africa Region Capacity Building working group was established within the Global Counterterrorism Forum.⁴⁰³ The working group identifies the current counter-terrorism challenges, capacity gaps of the state and seeks for measures to address these gaps, involving financial resource, expertise, and mobilizing political will.⁴⁰⁴ For the Horn of Africa, the working group identified 5 major capacity-building directions, which are: "law enforcement, criminal justice and rule of law, border management, countering violent extremism [CVE], and countering terrorist financing."⁴⁰⁵ During their most recent plenary session on 11-14 March 2014 the Working Group noted that countering violent extremism is strongly interconnected with development, and especially underlined the importance of stability in Somalia for security in the region.⁴⁰⁶ They also discussed the necessity to increase the amount of trainings for the growing number of law enforcement officers, judges, and prosecutors in frames of Anti-Money Laundering/ Countering the Financing of Terrorism.⁴⁰⁷ At the latest plenary meeting of the Working Group, INTERPOL shared its plans to expand the use of its databases through cooperation with the International Organization for Migration and combining their databases on one platform, with a pilot program in Tanzania and Djibouti.⁴⁰⁸

Conclusion

International terrorism and terrorist groups, such as ISIL, Al-Qaida, and their affiliates, pose a serious threat to international peace and security. The crimes committed by these groups continue to cause enormous human suffering around the globe. In order to combat terrorism and restore peace and security in the affected regions, Member States must address the issue considering all existing challenges, including the incitement of terrorism, recruitment of foreign terrorist fighters, radicalization of youth, and the financing of terrorist groups activities through trade. In 2001, Secretary-General Kofi Annan stressed the necessity for the UN to change a "culture of reaction to a culture of prevention" as the only way to counter terrorism.⁴⁰⁹ In the UN system, the SC plays the most important role in facilitating this change, but it also depends on the endeavors and resolve of all Member States on national, regional, sub-regional, and international levels, as well as their ability to reach consensus to achieve this.

³⁹⁶ Ibid.

³⁹⁷ UNESCO, *Youth and the Internet: Fighting Radicalization and Extremism*.

³⁹⁸ Ibid.

³⁹⁹ Ibid.

⁴⁰⁰ UN DPI, 'Stop Feeding Terrorism with Blood of Our Youth,' *Jordan's Crown Prince Tells Security Council during Debate on Violent Extremism*, 2015.

⁴⁰¹ Social Science Research Council, *Crisis in the Horn of Africa*.

⁴⁰² United States Institute of Peace, *Terrorism in the Horn of Africa*.

⁴⁰³ Global Counterterrorism Forum, *Horn of Africa Region Capacity Building*.

⁴⁰⁴ Ibid.

⁴⁰⁵ Ibid.

⁴⁰⁶ Ibid.

⁴⁰⁷ Ibid.

⁴⁰⁸ Global Counterterrorism Forum, *Horn of Africa Region Capacity-Building Working Group Plenary Meeting Summary*, 2014.

⁴⁰⁹ Fink, *Preventing conflict and terrorism: what role for the Security Council?* 2013, p. 2.



Further Research

While the issues pertaining to terrorism and counter-terrorism are complex, there are a few questions which delegates should consider as they continue their research. How can the international community ensure the respect of human rights while countering terrorism? How can the process of creating a universal terrorism definition be facilitated? Acting under its mandate, how can the SC address the issue of youth radicalization and its root causes, especially online recruitment? What else can Member States do to address the issue of terrorist groups financing? How can the Member States control the recruitment of foreign terrorist fighters from their states through direct contact with recruiters as well as via social media? How can capacity be increased among Member States for combatting terrorism?

Annotated Bibliography

Global Counterterrorism Forum. (2013). *The Hague – Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon*. Retrieved 21 July from:

https://www.thegctf.org/documents/10162/140201/14Sept19_The+Hague-Marrakech+FTF+Memorandum.pdf

The Hague – Marrakech Memorandum was adopted during the Fifth Ministerial Plenary of the Global Counterterrorism Forum. This document is useful for the delegates as it introduces a set of good practices to address the phenomenon of foreign terrorist fighters. The document includes recommendations on detecting and intervening against violent extremism, travel and fighting, as well as preventing, detecting, and intervening against recruitment and facilitation.

Fink, N. (2014). Countering Terrorism and Violent Extremism. The Role of the United Nations Today and the Impact of Security Council Resolution 2178. *Global Center on Cooperative Security*. Retrieved 21 July from:

http://www.globalcenter.org/wp-content/uploads/2014/11/Nov2014_UNSCR2178_CVE_NCF.pdf

This publication explores the evolution of the UN's response to transnational terrorism since 2001, including the emergence of new international actors and new focuses within the issue. The brief publication analyzes the impact of SC resolution 2178 and particularly focuses on countering violent extremism. The key principles and recommendations that can help to respond to the current threat landscape are outlined in the publication.

United Nations, Department of Public Information. (2015). *United Nations Action to Counter Terrorism: International legal instruments* [Website]. Retrieved 23 August 2015 from:

<http://www.un.org/en/terrorism/instruments.shtml>

This website lists all the universal legal instruments, elaborated by the international community in relation to terrorism. It gives a good understanding of the existing legal counter-terrorism framework. It will be helpful for the delegates as a source to refer to while researching on the legal basis of the counter-terrorism agenda.

United Nations, General Assembly, Sixtieth session. (2006). *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)*. [Resolution]. Retrieved 21 July 2015 from: <http://undocs.org/A/RES/60/288>

The UN Global Counter-Terrorism Strategy is the first common strategic approach to fight terrorism agreed to by all Member States. The Strategy integrates four main pillars to combat and prevent international terrorism. They are: measures to address the conditions conducive to the spread of terrorism; measures to prevent and combat terrorism; measures to build States' capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in this regard; and measures to ensure respect for human rights for all and the rule of law as the fundamental basis of the fight against terrorism. The document is the main UN framework and plan of action on the issue of terrorism and should be consulted at the start of delegates research.

United Nations, General Assembly, Sixty-sixth session. (2012). *United Nations Global Counter-Terrorism Strategy: activities of the United Nations system in implementing the Strategy: Report of the Secretary-General (A/66/762)*.

Retrieved 13 August 2015 from: <http://undocs.org/A/66/762>

This report was written in connection with the 2010 review of the Global Counter-Terrorism Strategy and is a response to the request of the Member States for the Secretary-General to report on progress made towards strategy implementation. The document importantly contains the recommendations for future actions. This source is useful as the latest analyses of the implementation international counter-terrorism main framework.

United Nations, High-level Panel on Threats, Challenges and Change. (2004). *A More Secure World: Our Shared Responsibility* [Report]. Retrieved 13 August 2015 from:

http://www.un.org/en/peacebuilding/pdf/historical/hlp_more_secure_world.pdf

The purpose of this report is to suggest how Member States can work together to meet the challenge of the 21st century. Chapter VI of the publication, addresses the issue of terrorism and outlines the main tasks for combating terrorism. In particular, the report underlines the necessity of elaborating on the common definition of terrorism and explains why this definition still has not been adopted. This source is vital for delegates to review to understand the state of a common

definition of terrorism and the opinions and disagreements between those in the international peace and security regime.

United Nations, Office of the United Nations High Commissioner for Human Rights. (2007). *Human Rights, Terrorism and Counter-Terrorism, Fact Sheet No. 32*. Retrieved 23 August 2015 from: <http://www.ohchr.org/Documents/Publications/Factsheet32EN.pdf>

The publication describes the issue of human rights protection in the context of terrorism and counter-terrorism. It explains why it is important to take into account human rights, as well as detailing why humanitarian and refugee law while implementing measures to combat terrorism is vital and the challenges face in so doing. It also describes the existing problems in this realm regarding cooperation and why the issue has yet to be resolved by Member States.

United Nations, Security Council. (2015). *Annex to the letter dated 27 March 2015 from the Permanent Representative of Jordan to the United Nations addressed to the Secretary-General: The role of youth in countering violent extremism and promoting peace (S/2015/231)* [Concept paper]. Retrieved 20 July from: <http://undocs.org/S/2015/231>

This concept paper from the Permanent Representative of Jordan to the United Nations underlines the role of youth in combating violent extremism. It outlines the factors leading to the radicalization of youth, reasons of the terrorists' interest in young people, and the possible ways to mitigate this problem. It also describes the role that the UN should play in the abovementioned efforts. Currently this concept note gives the broadest information on the ways to address this relatively new agenda.

United Nations, Security Council. (2015). *Implementation of Security Council resolution 2178 (2014) by States affected by foreign terrorist fighters (S/2015/338)* [Report]. Retrieved 20 July 2015 from: <http://undocs.org/S/2015/338>

This is the first report analyzing the ability of Member States to counter the threat posed to national and international peace and security by foreign terrorist fighters. The document reviews the major risks related to the issue, reiterates the importance of information exchange, and also touches on the issues of law enforcement, terrorist finances, and different ways of incitement to terrorism. The report is useful for research on the issue of countering foreign terrorist fighters to get the information about the actions, recently implemented by Member States.

United Nations, Security Council, 7453rd Meeting. (2015). *Threats to international peace and security (S/PRST/2015/11)* [Presidential Statement]. Retrieved 20 July 2015 from: <http://undocs.org/S/PRST/2015/11>

This statement by the SC reiterates the dangers posed by foreign terrorist fighters, both in zones of combat and their country of origin. Member States defined the priority actions to cease the flow of foreign terrorist fighters through the improvement of prevention and enforcement measures and strengthening the international and regional endeavors. This document is important for the delegates as it includes the information about the actions undertaken by the SC to address the issue of foreign terrorist fighters.

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