SECURITY COUNCIL
BACKGROUND GUIDE 2011

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Official Welcome

On behalf of the 2011 National Model United Nations-DC Conference team, especially your committee staff Kristina Mader and Nyla Langford, we would like to welcome you to the Security Council. Everyone at NMUN-DC has worked diligently throughout the year to prepare for this conference, and we sincerely hope that you will conclude the weekend at the conference with a greater appreciation for global politics.

Model UN provides an excellent environment for delegates to learn and improve important life skills and academic knowledge. To begin, we have prepared this background guide to help you start your search in your country’s policies and to understand the committee topics. During the conference, the intimate nature of this committee will ensure that you will rely not only on your knowledge but also your tact, oration and negotiation skills to fulfill your country’s positions.

The United Nations Security Council plays a central role in the maintenance of international peace and security, and as such is one of the most interesting and powerful bodies within the United Nations system. It is extremely important that delegates understand not only the issues under consideration, but the tools available as delegates to the Security Council in order to have a robust and accurate simulation.

We are privileged to play a role in your education experience here at NMUN-DC and look forward to working with all of you.

History of the United Nations Security Council

The United Nations Security Council (SC) met for the first time on 17 January 1946 in London. Charged with maintaining international peace and security, the SC is one of the primary bodies within the United Nations, whose mandate is laid out within Chapter V of the Charter of the United Nations. The Security Council consists of 15 representatives from UN Member States, including five permanent members (China, France, Russian Federation, the United Kingdom, and the United States), and 10 non-permanent members based on geographic distribution. All permanent members of the Security Council are empowered to veto any resolution. This means a single “no” vote from any permanent members of the Security Council will cause the resolution to fail. While veto power was once exercised more commonly, the use of the veto has become increasingly infrequent in recent years, and representatives to the UN have become much more adept at identifying specific clauses and courses of action that conflict with their national policy, and working with the committee to reach a compromise.

The powers and responsibilities of the Security Council have evolved over its 66 years of existence, thus in response the working methods of the Council have also changed. From the very beginning, it has had the distinction of being the sole organ of the United Nations with the power to make legally binding resolutions. To this end, it has the power to take action ranging from investigating any situation threatening international peace, recommending procedures for the peaceful resolution of a dispute, calling upon member nations to implement economic sanctions on other nations, and enforcing its decisions through the use of military force. In choosing the course of action to take, Security Council representatives are guided by the UN Charter, specifically chapters VI (Pacific Settlement of Disputes) and VII (Action with respect to threats to the peace, breaches of the peace, and acts of aggression).

Subsidiary bodies and working groups are established by Security Council resolutions, and exist to focus UN resources on enacting a UN mandate in regards to peace and security. Essentially, when the top-level policymakers in the Security Council decide upon a course of action, subsidiary bodies are the next level in the organizational structure of the UN that is set up to make that decision a reality. The United Nations and other international organizations routinely cooperate in issues of international importance. In cases where an existing international organization is already working towards a goal the Security Council has decided to pursue, the UN will sometimes work to integrate its efforts with the existing organizations rather than mandating the creation of an entirely new organization.

The Security Council considers issues ranging from ongoing, protracted conflicts in the Middle East to thematic issues, such as Women, peace and security. To this day, the ability of the Council to be flexible and responsive to conflicts when they arise, allows it to maintain its importance globally in the protection of peace and security.
I. The Situation in the Middle East

- What role can the Security Council (SC) play in the ongoing peace process in the Middle East?
- How can the Security Council assist stakeholders in developing a plan for future negotiations?
- What options are there for the Security Council in supporting the promotion and protection of human rights in all parties’ attempts to maintain security?
- How can the Security Council enforce its previous decisions and resolutions regarding the situation in the Middle East which have not been adhered to?

The situation in the Middle East concerning the conflict between Israel and Palestine is a long-standing component of the broader Arab-Israeli conflict. The United Nations (UN) has been working on this situation since 1947, and it remains a complex topic with security and human rights implications for not only Palestinians, but the larger international community. This topic is grounded in the normative framework provided by the Geneva Conventions of August 12, 1949, specifically the Fourth Convention, and the 1977 Additional Protocols I and II, as well as numerous other important legal instruments, such as the Universal Declaration on Human Rights and a multitude of previous Security Council, General Assembly and Human Rights Council Resolutions on this situation.

Following the defeat of the Ottoman Empire in the early 20th century, Palestine was one of the Mandated Territories placed under the governance of the United Kingdom (UK) in accordance with Article 22 of the Covenant of the League of Nations. However, while the other Mandated Territories, including Iran, Syria and Jordan, eventually became independent states, Palestine was chosen by the UK to be the site of “a national home for the Jewish people” per the Balfour Declaration of 1917. This accelerated massive Jewish immigration to the British Mandate for Palestine, which was met with resistance by the Palestinian Arab residents. After over two decades of increasing tension, the United Kingdom terminated its mandate and the Question of Palestine was placed on the agenda of the General Assembly in 1947.

In response to the Declaration of Establishment of the State of Israel on May 14, 1948, in which Israel declared itself its own sovereign entity, Egypt, Iraq, Lebanon, and Syria attacked Israel, igniting the 1948 Arab-Israeli War, the first of many battles to be fought between the Arabs and Israelis. The Security Council ordered a ceasefire in Resolution 54 (1948), but peace has since been evasive and a permanent solution has yet to be found. The violence has continued throughout the years, particularly over the occupied territories of the West Bank, Gaza Strip and East Jerusalem, resulting in heavy casualties and an ever-increasing volume of forcibly displaced Palestinians due to Israeli construction and settlement activities.

Reconciliation efforts are currently driven by cooperation between the UN Security Council (SC), the Committee on the Exercise of the Inalienable Rights of the Palestinian People (CEIRPP), and the Quartet, which consists of representatives from the United States, European Union, Russian Federation, and the UN Special Coordinator for the Middle East Peace Process (UNSCO). Additionally, the UN has a peacekeeping mission in the region that, although not focused on this particular crisis, has served as observers, called the UN Truce Supervision Organization (UNTSO). Unfortunately, attempted agreements, such as the Oslo Accords of 1993 and the Road Map presented by the Quartet and endorsed by the SC in 2003, have failed to move beyond the first step, which is to withdraw armed forces and end violence.

Another barrier within the peace process is Palestine’s categorization as a non-state observer in the UN, a status that it has held since 1974, even after the General Assembly acknowledged “the proclamation of the State of Palestine” in 1988. Palestine has made attempts to achieve statehood, but has yet to achieve the two-thirds majority of recognition that is required. This, in turn, has impeded Palestine’s ability to apply for UN membership, since the Charter of the United Nations specifies that only states may submit applications. However, Palestinian President Mahmoud Abbas is expected to present a bid for statehood to the UN in September, despite disapproval by many states at what is considered an attempt to circumvent reconciliation through unilateral actions.

Today the two-state vision remains one of the central issues under discussion, in spite of the fact that dialogue has stagnated as the parties involved have rejected recent proposals without agreeing on new negotiation parameters. Special Coordinator Robert Serry noted in his Security Council briefing on June 23, 2011, Israel and Palestine currently lack a framework to move forward with negotiations—a view that is illustrated by the inconclusive end to the July meeting. Clearly, the peace process requires enhanced structure, specifically regarding borders, security,
refugees, and the dispute over Jerusalem. Unfortunately, there is currently no end in sight to this stalemate, and every day that passes without progress leads to increasing unrest in the occupied Palestinian Territories.

II. Food Insecurity and Conflict

- How can the Security Council (SC) create an enabling environment for the successful provision of humanitarian aid in conflict situations under its purview?
- Considering the reciprocal relationship between food insecurity and conflict, how can the SC’s efforts to prevent conflict support the achievement of a comprehensive security, including food security?

Although the Security Council (SC) has faced criticism in its attention to the subject of climate change ever since it was placed on the agenda in April, 2007, many now agree that climate change is directly intertwined with several aspects of human security and international security as a whole. Food insecurity in particular, is a facet of human security that has been exacerbated by climate change and continues to become increasingly widespread, particularly due to the global economic crisis and the resulting food price crisis, which reached a historic peak in January 2011. In his September 2009 report “Climate change and its possible security implications,” United Nations Secretary-General Ban Ki-moon noted the “mutual interdependence between the security of individuals and communities and the security of nation States.” Food insecurity is a pervasive threat to the security of individuals, and comprehensive measures are needed to reduce its aggravating effect on conflict.

In a July 2011 Security Council open debate on the impact of climate change on security, the Secretary-General further stated that a shortage of food and water “undermines the most essential foundations of local, national, and global stability. Competition between communities and countries for scarce resources… is increasing, exacerbating old security dilemmas and creating new ones.” In particular, he called attention to famine in Somalia, which is being called “the most serious food insecurity situation in the world.” This situation most clearly illustrates the nexus between conflict, instability, and food insecurity, both with its devastating effects and the challenges it poses to international aid and is a clear example of a situation in which the Security Council must consider food insecurity in its discussions.

The crisis in Somalia has been “exacerbated by difficulties in humanitarian access” to areas held by Al-Shabaab, which denies the existence of a famine. For example, threats and demands against agency staff forced the World Food Programme to suspend operations in Shabaab-held territory in 2010. At the March 2011 open debate on Somalia, the President of the Security Council stated that “the Security Council strongly condemns the targeting and obstruction of the delivery of humanitarian aid by Al-Shabaab and other armed groups in Somalia and demands that all parties ensure full, safe and unhindered access for the timely delivery of humanitarian aid.” Considering the threat to humanitarian relief, it is evident that efforts to alleviate hunger and establish security in Somalia will continue to be unsuccessful until the political conflict with Al-Shabaab and the violent conflict which is ongoing, is addressed. Food insecurity remains a fatal component of the situation in Somalia so long as Al-Shabaab maintains control of certain areas and internal conflicts persist. In turn, as food insecurity deepens it is likely that conflict will also swell as competitors struggle for control over natural resources.

Security Council Presidential Statement 2011/6 called for “a comprehensive strategy to encourage the establishment of peace and stability in Somalia through the collaborative efforts of all stakeholders.” Somalia is a clear case where a comprehensive strategy is necessary, and that strategy must include efforts to address food insecurity. As the body responsible for maintaining peace and security, the Security Council must address this issue at a broad thematic level and identify ways in which efforts to bring an end to conflicts across the world can integrate consideration for the issue of food insecurity. Without moving towards comprehensive, human security-focused solutions, the SC will not be able to effectively take action on situations such as Somalia, as well as others in years to come.

III. Protection of Civilians in Armed Conflict

- How can the Security Council address situations where there are concerns regarding the safety of civilians in a consistent manner?
- How can the Security Council strengthen and enhance compliance with international legal obligations by parties to conflict, as well as accountability mechanisms?
• How can protection issues be “operationalized” better to ensure peacekeepers are fulfilling their mandate?
• How can protection efforts better focus on the situation of the most vulnerable groups, specifically women? How can women be empowered to take part in their own protection efforts?

Globally, civilians are disproportionately impacted by conflict, with millions of “men, women and children threatened, injured, killed, raped, displaced, recruited by force, and deprived of safe water and food” in the last year alone. Protection of civilians in armed conflict (POC) deals primarily with these threats civilians face in conflict-affected situations, and is guided by the normative framework provided by the Geneva Conventions of August 12, 1949, specifically the Fourth Convention, and the 1977 Additional Protocols I and II, as well as numerous other important legal instruments, such as the Universal Declaration on Human Rights. The issue has been formally on the UNSC agenda for more than ten years, following the adoption of Resolution 1265 (1999). Subsequent resolutions specifically on POC include resolutions 1296 (2000), 1502 (2003), 1674 (2006), 1738 (2006) and now resolution 1894 (2010). There have been a number of efforts to systematize the Council’s work on POC, including an Aide-Memoire, developed to provide the Council with good practice language for use in resolutions. The first Aide-Memoire was adopted in a 2002 presidential statement (S/PRST/2002/6) with the most recent revision in a PRST in 2010 (S/PRST/2010/25). Another measure has been the formation of informal protection of civilians group in early 2009, in which UN experts provide specific information on protection concerns to Security Council members in advance of mandate renewals.

There are multiple situations that have arisen in the last year with significant protection of civilians issues. Cote d’Ivoire and Libya, in particular, represent the range of actions and consideration by the Security Council and will serve as case studies to examine the ways in which the SC can take action when civilians are threatened.

The situation in Libya “provides an example of swift and decisive protection action by the Council. The Council first condemned the violations against civilians, demanded compliance with international law, imposed an arms embargo and targeted sanctions and referred the situation to the International Criminal Court (ICC),” within resolution 1970 (2011). Subsequent to this, via resolution 1973 (2011), the Security Council established a no-fly zone. However, as a result of the protracted civil war which has led to the deaths of thousands of civilians and displaced many others, “questions about the use of military force to protect civilians” as well as the “future implications for the wider protection of civilians agenda” could potentially change how the Security Council discusses this and similar issues.

The situation in Cote d’Ivoire is unique, due to the existing presence of a peacekeeping operation - the United Nations Mission in Cote d’Ivoire (UNOCI), which is mandated to protect civilians under “imminent threat of physical violence.” In Cote d’Ivoire, the political crisis, which led to violent conflict, was over a more extended period of time, thus “opening the window for the Council to use wider tools, such as sub-regional and regional mediation rather than coercive efforts to solve the post-electoral crisis at the outset.” Despite these tools being applied and supported by sub-regional and regional organizations, they failed to produce results, triggering the adoption of resolution 1975 (2011) which signaled to “UNOCI that its longstanding mandate to use force if necessary to protect civilians should be implemented so as to stop heavy weapons being used against civilian targets.” This was significant within the Council’s consideration of protection of civilians, “because it marked a new and robust implementation role for UN peacekeeping in clear contrast to the inability of the Council, the UN and troop contributors to find the political will to act robustly in 1994 in Rwanda” when a situation with similar elements arose. As present, the situation in Cote d’Ivoire is still fragile, and protection of civilians is still a concern. Additional concerns include the best ways to promote “reconciliation and ensure accountability for the violence committed against civilians,” as well as how best UNOCI can continue to protect civilians.

These two recent crises highlight key differences within the Security Council in its consideration of protection of civilian issues. These differences, which include the credible, imminent threat of mass atrocities (posed by Qaddafi) and the second being the regional dimension, which in the case of Libya, was represented by an unanimous request from the Arab League for action. These case studies demonstrate the need for the Security Council to strengthen its ability to work cohesively and closely with regional bodies, and enhance compliance with international legal obligations, as well as strengthen accountability mechanisms as laid out within previous resolutions on protection of civilians. Overall, this topic is central to the ability of the Security Council to ensure its mandate to maintain international peace and security is met. By strengthening the normative and operational framework for protection of
civilians, the Security Council can continue to respond to these situations, as well as move to prevent such similar situations.

Annotated Bibliography

History of the Security Council


The Charter of the United Nations was signed on June 26, 1945 in San Francisco, California, and came into force on October 24, 1945. The Charter constitutes a treaty, thus all members of the United Nations are bound by its articles, and it furthermore takes precedence over all other treaty obligations. This document is an important one to read for historical perspective, as well as a thorough understanding of the Security Council in particular, which is contained within Chapter V.


This webpage, within the official Security Council website, provides an overview of the membership of the Council, both past and present, as well as the rotation of the presidency of the Security Council. This resource contains fundamental information for all delegates to be aware of when serving on the Council at NMUN-DC.


This Note by the President of the Security Council contains an annex which outlines recent practices and measures which should serve as guidance for the Council’s work. The note builds on previous documents, including S/2006/507, S/2007/749, and S/2008/847, all of which attempt to provide similarly transparent accounts of the general working methods. This document is an important source for delegates who seek to maximize their ability to take action as a member of the Security Council and will provide a thorough understanding of the options available.


This webpage, contained within the comprehensive and valuable Security Council Report website, provide links to all work done by this independent non-profit organization on the Council’s procedure and process. Issues addressed include admission of new UN members, the appointment of the Secretary-General, and Security Council working methods.


As the homepage for the United Nations Security Council, this site should serve as the first stop for any delegate serving on the Council. Comprehensive and wide ranging, all resolutions, presidential statements, reports by the Secretary-General and other outcome documents, as well as links to webpages for subsidiary bodies can be found within this site.

II. The Situation in the Middle East
This short letter marks the creation of a home for the Jewish people in Palestine, when the territory was still governed by Great Britain, as well as the desire that no change be forced upon the non-Jewish residents of Palestine.

This document contains the opinion of the ICJ on Israel's construction of a separation wall in Occupied Palestinian Territory (OPT). However, it also provides an objective overview of the events and opinions leading up to the construction, including application of certain international agreements—such as the Fourth Geneva Convention—as well as actions by both the Security Council and the General Assembly.

This is the homepage for the UN Special Coordinator for the Middle East Peace Process, who “represents the Secretary-General and leads the UN system in all political and diplomatic efforts related to the peace process.” From here, one can access Security Council briefings and statements by both the Special Coordinator and the Secretary-General.

This website is a valuable resource for everything you need to know about the Israeli-Palestinian conflict and is home to the United Nations Information System on the Question of Palestine (UNISPAL) Documents Collection. It provides documents that are easily browsed by date, subject, or UN entity.

Resolution that emerged from the 10th emergency special session of the General Assembly ordering Israel to cease construction of the separation wall in Occupied Palestinian Territory (OPT). The emergency special session was convened after the Security Council rejected a similar resolution due to opposition from a permanent member.

This is the homepage for human rights issues within the Occupied Palestinian Territory (OPT). It provides a collection of documents by the Human Rights Council, Commission on Human Rights, and the Special Rapporteur on the situation of human rights in the Palestinian territories.

This document, created by the Quartet and presented to the Security Council by Secretary-General Kofi Annan, outlined a plan to achieve peace between Israel and Palestine by 2005. Although the intended deadline has passed without the Road Map being completed, the international community continues to look to it as guidance for resolution of the conflict.

II. Food Insecurity and Conflict


This background paper discusses the aspects of food security that affect or are affected by conflict. Particular emphasis is placed on the possibilities and limitations of food aid in creating stable societies.


This background paper addresses the link between food insecurity and conflict as well as actions that have been taken in the past to mitigate the consequences. Particular attention is paid to the ability of domestic and international entities to combat food insecurity.


Security Council Report is an independent non-profit organization that provides an in-depth look at what is going on in the Security Council as well as past debates and resolutions.


Chapter One of this report focuses on the situation of food insecurity amidst violence, while the rest of the report discusses other aspects of conflict resolution and international development.


In June 2009, the General Assembly requested (A/RES/63/281) the Secretary-General to prepare a comprehensive report on the possible security implications of climate change. This is the report that was submitted.


This is a statement released on behalf of the Security Council concerning the situation in Somalia. This statement stresses the need for a comprehensive strategy for Somalia.

The open debate illustrates the opinions of the Secretary-General and several Member States on the impact of climate change on security as well as whether or not it falls under the scope of the Security Council.

III. Protection of Civilians in Armed Conflict


The International Committee of the Red Cross (ICRC), established in 1863, is an independent and neutral organization considered an expert on the laws that protect victims of war. This website provides an overview of the Geneva Conventions of 1949 and their Additional Protocols, the grounding documents for the ICRC’s work, as well as the protection of civilians issue area.


This report provides a review of the impact of conflict on civilians in 2010 and “explores the response” of the Security Council to these situations. Published by Oxfam, the document highlights challenges for the Security Council to overcome and address in future years.


Published by Security Council Report, this is the fourth Cross-Cutting report on Protection of Civilians released by the organization. The crisis in Libya and the post-electoral violence in Côte d’Ivoire stand out as two of the most important protection challenges for the Security Council, which are covered by this report. Additional areas discussed include the Democratic Republic of the Congo, Haiti, Somalia and Sudan, and the recent situations in Syria and Yemen. This document is absolutely essential for delegates to read in considering this topic.


This website serves as the hub for all of Security Council Reports publications on the issue of Protection of Civilians in Armed Conflict. Security Council Report is an independent non-profit which publishes objective analysis of the Council’s work. This page should be a starting point for research by all delegates, as not only are the publications of Security Council Report available, many relevant UN documents are also easily accessible via this page.


As the central agency within the UN system charged with addressing issues related to humanitarian assistance, the Office for the Coordination of Humanitarian Affairs (OCHA) is an important resource for information related to protection of civilians in armed conflict. This page provides an overview of the issue, including definitions and OCHA produced resources, and is an excellent source for delegates.

This report, presented by the United Nations Secretary-General to the Security Council, provides an update on the ways in which the UN has responded to core challenges regarding protection of civilians. Called for within Security Council resolution 1894 (2009), the report takes “stock of positive developments and ongoing or new concerns affecting civilians in today’s conflicts and makes additional recommendations for responding to the core challenges.” This report is highly recommended for all delegates as a key source on this issue.


Adopted unanimously on November 11, 2009, this resolution “demands strict compliance with international humanitarian, human rights and refugee law” as well as marks the tenth anniversary of the Councils work on the issue of protection of civilians. Recognizing the need to consider protection when developing peacekeeping mandates, Security Council resolution 1895 (2009) emphasizes the need for “comprehensive guidance” on the issue. This resolution set out a lot of the Council’s work on this issue for the coming years, thus it is an important and highly relevant document for delegates to read when preparing for the conference.


Adopted by the UN Security Council on November 22, 2010, this presidential statement reaffirms its” own commitment to addressing the impact of armed conflict on civilians.” Additionally, the Council adopted an updated version of its aide memoire, which it aims to use on a more consistent basis. This presidential statement is the most recent outcome document focused on this issue thus it should be read by all delegates.