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Security Council Background Guide 2019

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Dear Delegates,

Welcome to the 2019 National Model United Nations Conference in Washington, DC (NMUN•DC)! We are pleased to introduce you to our committee, the Security Council (SC). This year's staff is: Director Estefani Morales and Assistant Director Alliyah Edwards. Estefani has a B.A. in International Relations from San Francisco State University and a M.Sc. in Environment, Politics, and Globalization from King's College London. She works as a Public Information Officer for the City of San Francisco. Alliyah is currently finishing up her B.A. in both political science and criminology. She currently works for non-profit legal aid firm as a Legal Administrative Assistant.

The topics under discussion for the SC are:

- I. Strengthening Peacebuilding to Mitigate Conflict
- II. The Impact of Climate-Related Disasters on International Peace and Security

As one of the six main organs of the United Nations, the Security Council is mandated with the charge of maintaining international peace and security. The Security Council is made up of 15 Member States with 5 permanent members and 10 rotating members elected for 2 year memberships. It is the only body within the UN system to hold the powers of passing legally binding resolutions, the ability to impose sanctions, and deploy, or mandate the deployment of, UN Peacekeeping troops and missions. To accurately simulate the Security Council, delegates should strive to emulate the Security Council's often consensus-based decision making processes and take heed of its ultimate charge, to maintain and restore peace in the face of threats to international peace and security.

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

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

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

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

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

Sincerely,
Estefani Morales, Director
Alliyah Edwards, Assistant Director



Committee Overview

Introduction

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

The Security Council 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 City.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 place.⁶ In 1965, the number of non-permanent members increased to 10, and, although membership has not changed since then, discussions regarding a change in configuration take place frequently.⁷ The Council on Foreign Relations (CFR) works to support reform initiatives from a western perspective and is actively in favor of restructuring the Security Council.⁸ Groups like CFR have little to no influence on UN bodies in terms of advocating for reform, rather they spend time and resources developing what new systems could look like in hopes of redesigning methods for achieving peace and security.⁹

Traditionally, the Security Council discusses issues related to peacekeeping missions, political processes, the protection of human rights, disarmament, and humanitarian crises.¹⁰ However, with the adoption of the *2030 Agenda for Sustainable Development* by the UN General Assembly in 2015, the Security Council began to increasingly focus on the intersection between sustainability and peace and security.¹¹ Some important cross-cutting issues the Council is currently addressing include human rights and the protection of civilians for conflict prevention and sustainable development; Women, Peace and Security; and the prevention of conflict and sustaining peace.¹² At a meeting on 17 November 2015, members of the Security Council highlighted that the goals outlined in the post-2015 development agenda, particularly Sustainable Development Goal (SDG) 16 on achieving peaceful and inclusive societies, cannot be attained without the promotion of peace and security.¹³

Governance, Structure, and Membership

The Security Council is the only UN body that has the power to adopt legally binding resolutions, which places an obligation on Member States to accept and carry out the Council's decisions under Article 25 of the *Charter of the United Nations* (1945).¹⁴ The Security Council also has a variety of other tools to

¹ *Charter of the United Nations*, 1945.

² UN Security Council, *What is the Security Council?*, 2018.

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 Council on Foreign Relations, *The UN Security Council*, 2018.

⁹ *Ibid.*

¹⁰ Council on Foreign Relations, *CFR Backgrounders: The UN Security Council*, 2015; Encyclopedia Britannica, *United Nations Security Council*, 2014.

¹¹ UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015; UN DPA, Politically Speaking, *Sustaining peace, Conflict Prevention, Human Rights and Sustainable Development High on Agenda for New Security Council Members*, 2018.

¹² UN DPA, Politically Speaking, *Sustaining Peace, Conflict Prevention, Human Rights and Sustainable Development High on Agenda for New Security Council Members*, 2018.

¹³ Lebeda, *UN Security Council Discusses Links with 2030 Agenda, SDG Knowledge Hub*, 2015.

¹⁴ UN Security Council, *What is the Security Council?*, 2018; *Charter of the United Nations*, 1945.

address issues on its agenda.¹⁵ For example, the President of the Security Council may issue press statements or presidential statements to communicate the Council's position.¹⁶ Although these are not legally binding, such statements are used to bring attention to important issues and to recommend solutions to ongoing conflicts.¹⁷

The Security Council is comprised of five permanent members and 10 non-permanent members.¹⁸ The five permanent members of the Security Council are: China, France, the Russian Federation, the United Kingdom of Great Britain and Northern Ireland, and the United States of America, often colloquially referred to as the "P5."¹⁹ Every year, the General Assembly elects five of the 10 non-permanent members for a two-year term.²⁰ Elections for non-permanent seats on the Council can be competitive, with states expressing interest and campaigning years in advance.²¹ States elected to serve on the Security Council are expected to represent the interests of their region; they usually have an influence at the international level and demonstrate leadership in specific areas of interest to their foreign policy.²² Each member of the Security Council has the ability to be represented at all meetings.²³ In the Provisional Rules and Procedure, Rule 13 allows for Members to be represented by an 'accredited representative', such as a Head of Government.²⁴

Belgium, Cote d'Ivoire, Dominican Republic, Equatorial Guinea, Germany, Indonesia, Kuwait, Peru, Poland, and South Africa are the current non-permanent members for the term 2019-2020.²⁵ Security Council elections are held in June, six months before the term starts.²⁶ This change allows Member States sufficient time to prepare for their new role.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, and Western European and Other.²⁸

Every Member State of the Security Council has one vote.²⁹ Votes on all matters require supermajority of nine Member States.³⁰ However, if one of the five permanent members of the Security Council votes "no" on a matter of substance, such as a draft resolution, it does not pass.³¹ This is known as "veto power."³² In the 1950s, Security Council 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.³³ In the last decades, the use of the veto power has been a comparatively rare.³⁴ In recent years, the Council has

¹⁵ UN Security Council, *Functions and Powers*, 2018.

¹⁶ NGO Working Group on Women, Peace and Security, *Mapping Women, Peace and Security in the United Nations Security Council: Report of the NGOWG Monthly Action Points, 2009-2010*, 2010, p. 11.

¹⁷ *Ibid.*, p. 15.

¹⁸ UN Security Council, *Current members*, 2019.

¹⁹ *Ibid.*

²⁰ *Ibid.*

²¹ UN DPI, *Ahead of Security Council elections, General Assembly President explains how a country can get a non-permanent seat*, 2016.

²² Bourantonis, *The History and Politics of UN Security Council Reform*, 2005, p. 6.

²³ *Charter of the United Nations*, 1945.

²⁴ UN Security Council, *Highlights of the Security Council Practice*, 2018

²⁵ UN Security Council, *Current Members*, 2019.

²⁶ UN General Assembly, *Revitalization of the work of the General Assembly (A/RES/68/307)*, 2014, p. 4.

²⁷ UN DPI, *Ahead of Security Council elections, General Assembly President explains how a country can get a non-permanent seat*, 2016.

²⁸ UN General Assembly, *Rules of procedure*, 2017.

²⁹ *Charter of the United Nations*, 1945.

³⁰ *Ibid.*

³¹ Hanhimäki, *The United Nations: A Very Short Introduction*, 2008, p. 52.

³² *Ibid.*

³³ Security Council Report, *In Hindsight: The Veto*, 2013; Security Council Report, *The Permanent Members and the Use of the Veto: An Abridged History*, 2013.

³⁴ Security Council Report, *The Permanent Members and the Use of the Veto: An Abridged History*, 2013.



adopted many resolutions by consensus and has only been divided on a very limited number of issues, a prominent recent example being the case of Syria.³⁵

Each member of the Security Council holds the presidency of the Council for one month, rotating according to alphabetical order.³⁶ Security Council meetings can be held at any time when convened by the President and by the request of any Member State.³⁷ Under Rule 3 of the Provisional Rules of Procedure of the Security Council, the President shall call a meeting if a dispute or situation requires the Council's attention.³⁸ In accordance with the mandate of the Security Council and the *Charter of the United Nations*, the President shall call a meeting if a dispute or situation requires the Council's attention.³⁹

Any Member State may attend the Council's sessions if the body decides to extend an invitation.⁴⁰ Member States are invited if the Security Council is discussing an issue that directly concerns the interests of the Member State.⁴¹ Invited Member States do not have the right to vote, but are allowed to submit proposals and draft resolutions.⁴² Furthermore, invited Member States can inform the Council about a current crisis in their region.⁴³ However, such proposals may only be put to a vote at the request of a member of the Council.⁴⁴

The Security Council oversees many subsidiary bodies established under Article 29 of the Charter, including: the International Criminal Tribunal for the Former Yugoslavia, the International Criminal Tribunal for Rwanda, sanctions committees, and ad hoc committees, such as the Ad Hoc Sub-Committee on Namibia.⁴⁵ Aside from these subsidiary bodies, the Security Council also works with the General Assembly to oversee the work of the Peacebuilding Commission (PBC).⁴⁶ Additionally, Security Council Member States participate in various working groups, which discuss topics of concern for the Security Council.⁴⁷ These working groups consist of some or all of the Security Council Member States and focus on regional issues, as well as improving the working methods of the Security Council itself.⁴⁸ For example, established by Security Council resolution 1612 (2005), the Working Group on Children and Armed Conflict recommends possible measures to the Council on promoting the protection of children affected by armed conflict.⁴⁹

Mandate, Functions, and Powers

The mandate of the Security Council is to maintain international peace and security and to take action whenever peace and security are threatened.⁵⁰ 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*: maintaining international peace and security; developing friendly relations among nations; cooperating in solving international problems; and promoting respect for human rights, as well as being a center for harmonizing the actions of nations.⁵¹ Chapters VI and VII of the Charter specifically concern the Security Council and

³⁵ Security Council Report, *In Hindsight: Consensus in the Security Council*, 2014; Security Council Report, *In Hindsight: The Veto*, 2013.

³⁶ UN Security Council, *Provisional Rules of Procedure of the Security Council (S/96/Rev.7)*, 1982.

³⁷ UN Security Council, *Repertoire of the practice of the Security Council*, 2018.

³⁸ Ibid.

³⁹ Ibid.

⁴⁰ Ibid.

⁴¹ *Charter of the United Nations*, 1945.

⁴² UN Security Council, *Provisional Rules of Procedure of the Security Council (S/96/Rev.7)*, 1982.

⁴³ Ibid.

⁴⁴ Ibid.

⁴⁵ UN Security Council, *Structure*, 2018.

⁴⁶ Ibid.

⁴⁷ UN Security Council, *Repertoire of the practice of the Security Council*, 2018.

⁴⁸ Ibid.

⁴⁹ UN Security Council, *Working Group on Children and Armed Conflict*, 2018.

⁵⁰ UN Security Council, *What is the Security Council?*, 2018.

⁵¹ *Charter of the United Nations*, 1945.

the range of actions that can be taken when settling disputes.⁵² Chapter VI by itself aims to settle disputes through peaceful means, such as negotiation and judicial settlement. Additionally, according to Chapter VI, the role of the Security Council is to determine the severity of the dispute brought before the body and the impact of the dispute internationally.⁵³ Chapter VII explores further actions that can be taken in regard to threats to peace, branches of peace, and acts of aggression.⁵⁴ This chapter also authorizes the Security Council to implement provisional measures aimed to de-escalate the situation.⁵⁵

The Charter also provides the Security Council with several powers to guarantee international security, which include sanctions, diplomatic tools, military action, and international and regional partnerships.⁵⁶ Under Article 41 in the Charter, the Council can call on its members to apply economic sanctions and other measures not involving the use of force to prevent or end violence.⁵⁷ Some of these measures include arms embargos, enforcing disarmament, or calling upon international criminal mechanisms to become active.⁵⁸ Regarding diplomatic tools, the Council is mandated to investigate any dispute or situation that might lead to aggression between states, with other non-state groups, or within states' territories.⁵⁹ Aside from 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.⁶⁰ Article 39 of the Charter states that the Council "shall determine the existence of any threat to the peace, breach of the peace, or act of aggression."⁶¹ The Council may also decide upon the deployment of new UN peacekeeping operations to be led by the Department of Peacekeeping Operations (DPKO).⁶² The Security Council is responsible for determining if, when, and where a peacekeeping operation is needed.⁶³ The Security Council creates a peacekeeping operation by adopting a resolution that outlines the mandate and size of a particular mission.⁶⁴ The Council also cooperates with a number of international and regional organizations as well as non-governmental organizations to implement its decisions.⁶⁵ Cooperation between the Security Council and other entities, such as the Organization for the Prohibition of Chemical Weapon and International Atomic Energy Agency, is significant.⁶⁶ Partnerships with independent regional organizations, such as the European Union and the African Union, are also of paramount importance for addressing a broad range of issues such as terrorism, disarmament, nuclear non-proliferation, and extreme violence from non-state actors.⁶⁷

Recent Sessions and Current Priorities

The Security Council continues to consider the country-specific situations on its agenda.⁶⁸ In 2018, the Security Council unanimously adopted resolution 2423 (2018) to extend the mandate of the UN Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) until 30 June 2019.⁶⁹ Some priorities of MINUSMA include: assisting with the implementation of the Agreement on Peace and Reconciliation in Mali; providing support for the Government of Mali to re-establish state authority; strengthening efforts to enhance coordination between civil, military and police components; and creating a secure environment

⁵² Ibid.

⁵³ Ibid.

⁵⁴ Ibid.

⁵⁵ Ibid.

⁵⁶ Ibid; UN Security Council, *Functions and Powers*, 2018.

⁵⁷ *Charter of the United Nations*, 1945.

⁵⁸ Malone, *The UN Security Council: From the Cold War to the 21st Century*, 2004, p. 111.

⁵⁹ UN Security Council, *Functions and Powers*, 2018.

⁶⁰ *Charter of the United Nations*, 1945.

⁶¹ Ibid.

⁶² UN DPKO, *Forming a New Operation*.

⁶³ UN Peacekeeping, *Role of the Security Council*.

⁶⁴ Ibid.

⁶⁵ UN Security Council, *Repertoire of the practice of the Security Council*, 2018.

⁶⁶ UN Security Council, *Structure*, 2018; UN Security Council, *Middle East (S/RES/2118(2013))*, 2013.

⁶⁷ Ibid.

⁶⁸ UN DPI, *Highlights of the Security Council Practice 2018*, 2017.

⁶⁹ UN MINUSMA, *Mandate*, 2018.

for the delivery of humanitarian assistance.⁷⁰ The Council also adopted resolution 2428 (2018) on 13 July 2018 to strengthen the South Sudan sanctions regime.⁷¹ This resolution calls on all Member States to enforce the arms embargo against South Sudan until 31 May 2019 by taking necessary measures to prevent the direct or indirect supply of arms and other types of weapons and military-related equipment.⁷² The resolution also notes that the Council may impose targeted sanctions on any individuals or entities who directly or indirectly threaten the peace, security, or stability of South Sudan.⁷³ Most recently, the Council adopted resolution 2467 (2019), which calls for further cooperation involving the implementation of the Joint Border Verification and Monitoring Mechanism, a tracking & documentation system meant to enforce arms embargoes against South Sudan.⁷⁴

Discussions on the Middle East are also ongoing in the Security Council, including the fundamental right of the Palestinian people to self-determination and independence; the right of Israelis and Palestinians to coexist side by side in peace, based on a two-state solution that results from direct, peaceful dialogue between all parties involved; and the importance of a multilateral approach to the issue.⁷⁵ Further, many Member States on the Security Council remain concerned about the escalation of violence and deteriorating humanitarian situation in Gaza, which may threaten regional stability and prevent progress toward a peaceful solution.⁷⁶ To address the ongoing conflict in Yemen the Council adopted resolution 2451 (2018), 'to establish and deploy . . . an advance team to begin monitoring, supporting, and facilitating the implementation of the Stockholm Agreement, resolution 1134 (2018)'.⁷⁷ In February of 2019, the Council received briefings and held consultations over threats to international peace and security caused by terrorist acts.⁷⁸ In March of 2019 the Council received a briefing on Syria and held consultation sessions on the Middle East and Syria.⁷⁹

In addition to state- and region-specific issues, the Security Council has discussed cross-cutting and thematic issues, such as women, peace and security, and climate change, peace, and security.⁸⁰ On 16 April 2018, the Security Council held an Open Debate on "Preventing sexual violence in conflict through empowerment, gender equality and access to justice."⁸¹ At this session, the Council stressed that prevention of sexual violence requires addressing the root causes of conflict; strengthening security services and judicial systems; promoting gender equality; and involving all stakeholders in finding solutions to conflict-related sexual violence.⁸² On 11 July 2018, the Council convened a session to discuss the impacts of climate change on peace and security.⁸³ At this session, members of the Security Council recognized climate change as a cause of and exacerbating factor in humanitarian crises and conflicts.⁸⁴ Despite this recognition of the seriousness of climate change and its impacts, the Security Council was unable to agree on the degree to which the Council should be involved in this issue.⁸⁵ Specifically, some Member States argued that the Council must address climate change as a risk to peace and security, while others worried that involvement may unnecessarily expand the mandate of the

⁷⁰ UN Security Council, *The situation in Mali (S/RES/2423 (2018))*, 2018, pp. 8-12.

⁷¹ UNDPI, *Security Council Decides to Renew Sanctions against Officials in South Sudan by Vote of 9 in Favor, with 6 abstentions (SC/13361)*, 2018.

⁷² UN Security Council, *Reports of the Secretary-General on the Sudan and South Sudan (S/RES/2428 (2018))*, 2018, p. 2.

⁷³ *Ibid.*, pp. 3-4.

⁷⁴ *Ibid.*

⁷⁵ UN Security Council, *Summary Record of the 8167th meeting (S/PV.8167)*, 2018, p. 44.

⁷⁶ *Ibid.*

⁷⁷ UN Security Council, *Highlights of the Security Council Practice*, 2018.

⁷⁸ UN Security Council, *Provisional Programme of Work of the Security Council – February 2019*, 2019.

⁷⁹ UN Security Council, *Provisional Programme of Work of the Security Council – March 2019*, 2019.

⁸⁰ UN DPA, *Security Council Reporting and Mandate Cycles*, 2018; Security Council Report, *Thematic and General Issues*, 2018.

⁸¹ *Ibid.*

⁸² UN Security Council, *Summary Record of the 8234th meeting (S/PV. 8234)*, 2018.

⁸³ Mead, UN Security Council Addresses Climate Change as a Security Risk, *SDG Knowledge Hub*, 2018.

⁸⁴ UN DPI, *Addressing Security Council, Pacific Island President Calls Climate Change Defining Issue of Next Century, Calls for Special Representative on Issue (SC/13417)*, 2018.

⁸⁵ Mead, UN Security Council Addresses Climate Change as a Security Risk, *SDG Knowledge Hub*, 2018.

Council or interfere with the work of other UN entities.⁸⁶ In January 2019, the Council had Open Debate over the maintenance of international peace and security: addressing the impacts of climate related disasters on peace and security.⁸⁷

Conclusion

The Security Council plays an important role in international affairs, especially in matters related to peace and security.⁸⁸ The Council also has a unique and impactful mandate to set norms and govern state actions, as all Member States are required to comply with the Security Council's legally-binding decisions under Chapter VII of the Charter.⁸⁹ The Council is the only UN body that has the ability to create legally binding decisions.⁹⁰ Although the Security Council is first and foremost the primary UN entity responsible for the maintenance of international peace and security, the adoption of the post-2015 development agenda signaled the increasing need to also discuss the linkages between peace and security, and issues of human security and development.⁹¹ The Security Council also continues to address regional and country issues, as well as thematic issues, such as climate change and gender.⁹²

Annotated Bibliography

Charter of the United Nations. (1945). Retrieved 13 September 2018 from: <http://www.un.org/en/charter-united-nations/index.html>

As the fundamental principles of the Security Council are written down in the Charter, this document should be the first resource for delegates to consider. Article 23, which set the membership structure, and articles 23 to 26, which discuss its basic functions and powers, are important for understanding both the structure and function of the Security Council. In addition, articles 27 to 32 explain the Council's voting procedure and its overall structure. The Charter can also be particularly helpful for delegates in understanding the powers and limitations of the body. Delegates will find Chapters VI and VII most helpful when researching the mandate of the Security Council, and proposing actions and solutions.

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 UN 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 contents, this book may serve delegates as a first starting point for further research on the Security Council as well as on international multilateralism.

⁸⁶ UN DPI, *Addressing Security Council, Pacific Island President Calls Climate Change Defining Issue of Next Century, Calls for Special Representative on Issue (SC/13417)*, 2018.

⁸⁷ UN Security Council, *Provisional Programme of Work of the Security Council – January 2019*, 2019.

⁸⁸ UN Security Council, *What is the Security Council?*, 2018.

⁸⁹ *Charter of the United Nations*, 1945.

⁹⁰ Ibid.

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

⁹² UN DPI, *Fragile countries risk being 'stuck in a cycle of conflict and climate disaster,' Security Council told*, 2018; UN DPI, *Women vital for 'new paradigm' in Africa's Sahel region, Security Council hears*, 2018.



Lebada, A.M. (2015, November 25). *UN Security Council Discusses Links with 2030 Agenda*. SDG Knowledge Hub. Retrieved 13 September 2018 from: <http://sdg.iisd.org/news/un-security-council-discusses-links-with-2030-agenda/>

This news article highlights the debate held by the Security Council on 17 November 2015 on the links between the post-2015 development agenda, and peace and security. The article also provides perspectives on the links between development and the security of individual members of the Security Council. Additionally, this source will provide delegates themselves with the opportunity to think about the relationship between the post-2015 development agenda and peace and security. In particular, the source may further help delegates analyze the ways in which the cross-cutting issues that the Security Council discusses connect to goals outlined in the post-2015 development agenda.

United Nations Department of Political Affairs. (2018). *Security Council Reporting and Mandate Cycles* [Report]. Retrieved 8 June 2019 from: https://www.un.org/securitycouncil/sites/www.un.org.securitycouncil/files/general/reportingandmandatecycles_122018.pdf

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

United Nations, Department of Public Information. (2017). *Highlights of the Security Council Practice 2018* [Report]. Retrieved 8 June 2019 from: <https://unite.un.org/sites/unite.un.org/files/app-schighlights-2018/index.html>

This document provides data on the work of the Security Council for the year 2018. The report primarily consists of graphs and diagrams, which provide data on the number of meetings of the Security Council, number of Security Council missions by region, and voting records of the committee. With these graphs and diagrams, delegates will find this document easy to read and understand. Delegates will also find this document helpful as they learn about the ways in which the Security Council functions. Moreover, the data provided in the report can help delegates visualize the practice and work of the Security Council.

United Nations, Security Council. (2017). *What is the Security Council?* [Website]. Retrieved 13 September 2018 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 for delegates' further research, since it provides detailed information about how the Security Council works in practice. The website also 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 relevant outputs, which will aid in further research.

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Security Council Report. (2018). *Thematic and General Issues* [Website]. Retrieved 8 August 2018 from: <https://www.securitycouncilreport.org/thematic-general-issues.php>

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United Nations, Security Council, 8509th Meeting. (2019). *Reports of the Secretary-General on the Sudan and South Sudan (S/RES/2465 (2019))* [Resolution]. Retrieved 8 June 2019 from [https://undocs.org/S/RES/2465\(2019\)](https://undocs.org/S/RES/2465(2019))

I. Strengthening Peacebuilding to Prevent and Mitigate Conflict

*“Peacebuilding and sustaining peace are first and foremost about enhancing our strategic coherence to support efforts by national governments and their people to prevent the outbreak, escalation, continuation and reoccurrence of conflict.”*⁹³

Introduction

The concept of peacebuilding was first introduced in the United Nations (UN) system by former Secretary-General Boutros Boutros-Ghali’s *An Agenda for Peace* in 1992.⁹⁴ The report defines peacebuilding as “action to identify and support structures which will tend to strengthen and solidify peace in order to avoid a relapse into conflict”; it outlines peacebuilding efforts as actions including: diplomacy, peacekeeping missions, rebuilding institutions and infrastructure, and working to address the root causes of conflict.⁹⁵ Initially, peacebuilding was considered mostly post-conflict work.⁹⁶ However, in 1995, a supplement to the report added the concept of peacebuilding as something to be considered for other stages of conflict.⁹⁷

Peacebuilding is part of the UN’s larger work towards maintaining and building international peace.⁹⁸ Maintaining peace and preventing conflict is one of the main reasons for the establishment of the United Nations as outlined in the *Charter of the United Nations*, and is the rationale behind the Security Council.⁹⁹ In 2016, Security Council resolution 2282 and General Assembly resolution 70/262, “Review of the United Nations peacebuilding architecture,” reiterated and emphasized the importance of efforts to sustain peace as vital to preventing and ending conflict.¹⁰⁰ They also provided definitions for ‘sustaining peace’ and strengthened the concept of peacebuilding in the UN system.¹⁰¹ The Security Council’s work on building and maintaining peace remains timely, as violent conflict is widely prevalent, with more countries experiencing conflict now than in the last three decades.¹⁰² As peacebuilding is a political process, it requires negotiations and debate and includes a range of political, human rights, and development processes.¹⁰³ Institution building, national security reforms, and building partnerships within conflict zones to achieve lasting and sustained peace, and addressing the root causes of conflict remain priorities for the Security Council, including engaging UN agencies and other stakeholders in economic and social development.¹⁰⁴ The Security Council recognized the increasing role of women and youth in peacebuilding efforts through resolutions 2250 (2015) and 2419 (2018), both on their potential role for maintaining peace and security post-conflict and combatting extremism.¹⁰⁵

International and Regional Framework

In 2000, UN Secretary-General Kofi Annan asked the Panel on United Nations Peace Operations for a report assessing the deficiencies of peacekeeping operations (PKOs).¹⁰⁶ This report, the *Brahimi Report*, provided concrete conclusions assessing the state of PKO capabilities and recommendations for further

⁹³ UN Security Council, *Peacebuilding and sustaining peace (S/PV.8243)*, 2018.

⁹⁴ International Association for Humanitarian Policy and Conflict Research, *Introduction to Peacebuilding*, 2008; UN Security Council, *An Agenda for Peace (S/24111)*, 1992.

⁹⁵ UN Security Council, *An Agenda for Peace (S/24111)*, 1992, p. 6.

⁹⁶ Peacebuilding Initiative, *Introduction to Peacebuilding*, 2008.

⁹⁷ UN Security Council, *Supplement to an Agenda for Peace: Position paper of the Secretary-General on the occasion of the fiftieth anniversary of the United Nations (S/1995/1)*, 1995.

⁹⁸ Global Peace Operations Review, *Peacebuilding*; UN Security Council, *Post-conflict peacebuilding (S/RES/2282 (2016))*, 2016.

⁹⁹ *Charter of the United Nations*, 1945.

¹⁰⁰ UN Security Council, *Post-conflict peacebuilding (S/RES/2282 (2016))*, 2016; UN General Assembly, *Review of the United Nations peacebuilding architecture (A/RES/70/262)*, 2016.

¹⁰¹ *Ibid.*

¹⁰² UN Security Council, *Peacebuilding and Sustaining Peace (S/2018/43)*, 2018.

¹⁰³ UN Security Council, *Peacebuilding and Sustaining Peace (S/PRST/2016/12)*, 2016, p. 1.

¹⁰⁴ UN DPI, *Presidential Statement Stresses Inclusivity of National Processes (SC/10868)*, 2012.

¹⁰⁵ UN Security Council, *Maintenance of International Peace and Security (S/RES/2250 (2015))*, 2015; UN Security Council, *Maintenance of International Peace and Security (S/RES/2419 (2018))*, 2018.

¹⁰⁶ UN Security Council, *Report of the Panel on United Nations Peace Operations (S/2000/809)*, 2000.

reform to enhance effectiveness.¹⁰⁷ This report also describes peacebuilding as an effective means to create, establish, and promote peace within conflict and post-conflict zones.¹⁰⁸

To centralize peacebuilding efforts, the UN created the Peacebuilding Commission (PBC) in 2005 through the *2005 World Summit Outcome* and Security Council resolution 1645.¹⁰⁹ These resolutions also established the Peacebuilding Fund and the Peacebuilding Support Office, which support the PBC's work.¹¹⁰ In 2015, the General Assembly adopted the *2030 Agenda for Sustainable Development*, including Sustainable Development Goal 16: Peace, Justice, and Strong Institutions, which is frequently referenced in peacebuilding efforts.¹¹¹ Also in 2015, the Security Council and General Assembly mandated a review of the peacebuilding architecture and, in 2016, the General Assembly adopted resolution 70/262 and the Security Council adopted its counterpart, resolution 2282, on post-conflict peacebuilding.¹¹² These resolutions established that peacebuilding takes place throughout the entire cycle of conflict, including in efforts to prevent and mitigate violence.¹¹³

Role of the International System

Since the adoption of *An Agenda for Peace*, the Security Council has incorporated peacebuilding within its work and has broadened it to not only assist Member States transition from war to peace but also to prevent conflict.¹¹⁴ The Council debated the 2015 report, "Challenges of sustaining peace" (S/2015/490), which expanded the idea that traditionally activities to promote peace, including rebuilding government institutions, addressing the root causes of conflict, and ensuring economic development, should also be undertaken to prevent conflict.¹¹⁵ To that end, the Security Council works with the PBC to enhance ways to prevent and mitigate conflict, including asking the PBC for recommendations on enhancing peacekeeping operation mandates.¹¹⁶ In 2018, for example, the Council took specific note of the PBC's call for an update to the UN Mission in the Central African Republic's mandate.¹¹⁷ The Council considers its role to encompass the national peacebuilding priorities of those Member States or regions within the Council's peacekeeping operation mandates, which informs PKO and special political missions mandates.¹¹⁸

In recent years, the Secretariat and UN system have sought to streamline peacebuilding efforts.¹¹⁹ Secretary-General Antonio Guterres established UN system-wide reforms to streamline the work of the UN as one of his primary goals, with a particular focus on the peace and security architecture.¹²⁰ Therefore, the Secretary-General recently reformed key offices, namely consolidating the Department for PKOs into the Department of Peace Operations (DPO) and combining the Department of Political Affairs

¹⁰⁷ Ibid.

¹⁰⁸ Ibid.

¹⁰⁹ UN General Assembly, *2005 World Summit Outcome (A/RES/60/1)*, 2005.

¹¹⁰ Ibid; UN Security Council, *Post-conflict peacebuilding (S/RES/1645 (2005))*, 2005.

¹¹¹ UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.

¹¹² UN Security Council, *Challenges of sustaining peace (S/2015/490)*, 2015; UN General Assembly, *Review of the United Nations peacebuilding architecture (A/RES/70/262)*, 2016; UN Security Council, *Post-conflict peacebuilding (S/RES/2282 (2016))*, 2016.

¹¹³ UN General Assembly, *Review of the United Nations peacebuilding architecture (A/RES/70/262)*, 2016; UN Security Council, *Post-conflict peacebuilding (S/RES/2282 (2016))*, 2016.

¹¹⁴ UN Security Council, *An Agenda for Peace (S/24111)*, 1992;

¹¹⁵ Security Council Report, *The Peacebuilding Commission and the Security Council: From Cynicism to Synergy?*, 2017; UN Security Council, *Challenges of sustaining peace (S/2015/490)*, 2015, p. 9.

¹¹⁶ UN Department of Global Communications, *Security Council Presidential Statement Encourages Peacebuilding Commission to Present Recommendations on Sustaining Peace Ahead of Mandate Reviews (SC/13630)*, 2018;

¹¹⁷ Ibid.

¹¹⁸ Ibid.

¹¹⁹ UN General Assembly, *Report of the Secretary-General on the work of the Organization (A/73/1)*, 2018, p. 7.

¹²⁰ Ibid.

and Peacebuilding Support Office into the Department of Political and Peacebuilding Affairs (DPPA).¹²¹ The DPO provides political and executive direction for PKOs and liaises with key actors, such as the Security Council and troop-contributing countries.¹²² The DPPA monitors and assesses global political developments and aims to identify potential crises and devise effective responses.¹²³ The Secretary-General's 2018 report on peacebuilding also highlights the role of civil society, the private sector, and regional organizations in sustaining peace, calls for sustained financial support for peacebuilding initiatives, and makes other recommendations to further advance peacebuilding work.¹²⁴

Regional institutions also enhance peacebuilding efforts that prevent and mitigate conflict.¹²⁵ The African Union (AU) remains actively engaged in peace negotiations and political discussions throughout conflict-affected areas to help broker peace agreements and hold credible elections.¹²⁶ This type of institution-strengthening and building work is widely recognized by the UN as a form of peacebuilding that can help prevent conflict.¹²⁷ Through partnerships with other regional bodies, including the European Union and the Economic Community of West African States, peacebuilding efforts, including sustaining political discussions with governmental institutions, financing economic developmental projects, and tackling social inequities, can be done more effectively.¹²⁸ Civil society organizations (CSO) also play a role within peacebuilding processes.¹²⁹ In particular, CSO's can create spaces for public engagement that can increase civic participation in local governance.¹³⁰ The AU-UN Hybrid Operation in Darfur engaged CSO's to help provide input for ongoing peace negotiations and elections.¹³¹ CSO's can partner with UN entities in poverty reduction strategies, economic development strategies, security reform processes, and justice reform, as part of conflict prevention.¹³²

Strengthening Partnerships to Achieve Sustainable Peace

The Security Council strengthens peacebuilding by building and enhancing partnerships with other UN agencies, NGOs, CSOs, and regional bodies that contribute to the creation and maintenance of peace.¹³³ Through security architecture reforms, holding meetings for dialogue between the body and other organizations, and in engaging on the ground with partners during PKO's or Special Political Missions, the Security Council improves partnerships that can create space for peacebuilding work to take place by establishing peace in conflict zones or creating peacebuilding initiatives that contribute to lasting peace.¹³⁴ The United Nations Assistance Mission in Somalia (UNSOM), a special political mission, works with the government of Somalia and the AU's Mission in Somalia, which has resulted in an update to UNSOM's mandate.¹³⁵ This update highlighted Somali ownership for implementing national security reforms, and improving government capacity to promote child welfare, strengthen justice institutions, and empower women.¹³⁶ Strengthening national ownership and helping increase local capacity allows host governments

¹²¹ Ibid.

¹²² UN DPO, *Department of Peace Operations*.

¹²³ UN DPPA, (n.d.). *About Us*.

¹²⁴ UN Security Council, *Peacebuilding and sustaining peace (S/2018/43)*, 2018.

¹²⁵ UN Department of Global Communications, *Security Council Presidential Statement Encourages Peacebuilding Commission to Present Recommendations on Sustaining Peace Ahead of Mandate Reviews (SC/13630)*, 2018.

¹²⁶ UN Security Council, *Developments in Guinea-Bissau and the activities of the United Nations Integrated Peacebuilding Office in Guinea-Bissau (S/2019/115)*, 2019.

¹²⁷ UN Security Council, *Peacebuilding in the aftermath of conflict (S/2012/746)*, 2012.

¹²⁸ Ibid; UN Security Council, *Developments in Guinea-Bissau and the activities of the United Nations Integrated Peacebuilding Office in Guinea-Bissau (S/2019/115)*, 2019.

¹²⁹ Peacebuilding Initiative, *Civil Society: Civil Society & Peacebuilding Processes*, 2008.

¹³⁰ Ibid.

¹³¹ UN Security Council, *African Union-United Nations Hybrid Operation in Darfur (S/2019/305)*, 2019.

¹³² Peacebuilding Initiative, *Civil Society: Civil Society & Peacebuilding Processes*, 2008.

¹³³ Cheng-Hopkins, *Peacebuilding: An Orientation*, 2010.

¹³⁴ UN Department of Global Communications, *Delegates in Security Council Call for Using United Nations Assessed Contributions as Means to Strengthen PKOs in Africa (SC/13952)*, 2018.

¹³⁵ UN DPA, *UN Assistance Mission in Somalia*.

¹³⁶ Ibid.

to keep the peace through peacebuilding processes.¹³⁷ Additionally, the Security Council's ability to request work from other UN entities allows it to bring multiple actors together quickly to implement peacebuilding strategies.¹³⁸ The Council, for instance, requested in resolution 2333 (2016) that the Secretary-General deliver a report within 90 days that included a well-developed peacebuilding plan to mobilize UN and other multilateral actors to assist the government of Liberia with peaceful transition.¹³⁹ Due to continued and increased dialogue, the UN and AU signed a memorandum of understanding on working together to strengthen peacebuilding efforts in Africa.¹⁴⁰ This focus on effective dialogue between partners, like the AU and PBC, have also resulted in more cohesive response strategies to conflict and peacebuilding initiatives, which increase the chances of establishing lasting peace.¹⁴¹

Quick Impact Projects

The Security Council also strengthens peacebuilding work through programmatic cooperation between PKOs, local CSOs, and regional partners within conflict zones.¹⁴² Quick Impact Projects for communities (QIPs) are an example of a mechanism in which the Security Council's work programmatically contributes to peacebuilding initiatives.¹⁴³ QIPs are small-scale community projects funded by PKOs up to a maximum of \$50,000.¹⁴⁴ They are projects to build confidence in the peacekeeping mission's mandate and the peace process.¹⁴⁵ The projects strengthen the political process, provide basic safety, help to enhance the political process, or work on economic revitalization.¹⁴⁶ These projects have included providing adult literacy education programs through refurbishing classrooms, creating safe water access points for women, funding basic infrastructure rehabilitation and construction of town halls and courts, improving electricity distribution, and constructing roads.¹⁴⁷ They are applied for and implemented by local authorities, NGOs, and other CSOs, who often know what the community needs for continuing peace.¹⁴⁸

During 2018, the UN Mission in South Sudan QIPs established a weapons free zone around a Protection of Civilians site in Juba.¹⁴⁹ This led to the reopening of a community school for girls and boys who had not attended school since 2016, due to violence.¹⁵⁰ This QIP not only established safety in a previously violent area in the short term, it also created an environment from which long lasting impacts could grow.¹⁵¹ UN peacebuilding initiatives include providing safety and political and economic reforms, and education strengthens these.¹⁵² Projects like QIPs strengthen partnerships because they are a collaboration between the Security Council's work and local actors, and provide short-term and long-lasting positive effects to the community.¹⁵³ They also increase trust with UN's partners and its mission to protect civilians.¹⁵⁴

¹³⁷ What's in Blue, *Arria-Formula Meeting on the Impact of Peacekeeping on Peacebuilding & Sustaining Peace*, 2019.

¹³⁸ Ibid.

¹³⁹ Ibid; UN Security Council, *Situation in Liberia (S/RES/2333 (2016))*, 2016, p. 6.

¹⁴⁰ UN Security Council, *Strengthening the partnership between the United Nations and the African Union on issues of peace and security in Africa (S/2018/678)*, 2018.

¹⁴¹ UN Security Council, *Peace and Security in Africa: strengthening peacekeeping operations in Africa (S/PV.8407)*, 2018.

¹⁴² Ibid, p. 25.

¹⁴³ UN Peacekeeping, *Quick Impact Projects for Communities*.

¹⁴⁴ Ibid; MINUSMA, *Quick Impact Projects (QIPS)*.

¹⁴⁵ Ibid.

¹⁴⁶ UN Peacebuilding Fund, *What is Peacebuilding?: Definitions and Policy Development*.

¹⁴⁷ UN Peacekeeping, *Quick Impact Projects for Communities*; MINUSMA, *Quick Impact Projects (QIPS)*, 2019.

¹⁴⁸ UN Peacekeeping, *Quick Impact Projects for Communities*.

¹⁴⁹ Ibid.

¹⁵⁰ Andersson, *Weapons-Free Zone Enables Reopening of Community School Outside Juba Protection Site*, 2018.

¹⁵¹ Ibid; UNICEF, *The Role of Education in Peacebuilding*, 2011.

¹⁵² UNICEF, *The Role of Education in Peacebuilding*, 2011, p. 40.

¹⁵³ UN Peacekeeping, *Quick Impact Projects for Communities*.

¹⁵⁴ Ibid.

The Inclusion of Youth in Peacemaking and Peacekeeping Processes

In 2015 the Security Council adopted resolution 2250 (2015), which not only acknowledges the enormity of the youth population, at 1.8 billion, but also establishes the Council's belief that youth perspectives and integration within the peace process are critical to creating lasting peace and preventing conflict.¹⁵⁵ The resolution calls on Member States and other international actors to consider the voices of youth in peacebuilding initiatives to prevent conflict, and notes that they should be considered in creating policies to prevent conflict.¹⁵⁶ Youth are often not included in creating solutions for establishing long term peace, which can lead lacking their perspectives and participation.¹⁵⁷ Youth are often some of the most impacted by conflict and solutions to provide economic stability and growth opportunities and access to education acutely impact the lives of youth.¹⁵⁸ When these types of solutions are missing, it can create conditions where youth feel marginalized and risk of relapse into conflict increases.¹⁵⁹

Involving youth in peacebuilding processes can include lowering the voting age to boost engagement in governmental leadership and institutions and ensuring youth voices are included in decision-making processes on economic growth and sustainability, establishing or restoring health services, and managing natural resources.¹⁶⁰ Council dialogues emphasize the role youth can play in combatting the rise of extremism, which can be a factor in the initiation of conflict.¹⁶¹ Security Council resolution 2419 (2019) further underlines the Council's resolve to include youth, recognizes the role they play in conflict prevention, and acknowledges that it is essential to include youth voices through international youth organizations, including within peacekeeping mandates.¹⁶² Involving youth in peacebuilding processes can be difficult, as they are often the most susceptible to either becoming victims of violence or combatants.¹⁶³ Many youth either are displaced or killed by the conflict, with many unable or unwilling to rejoin society.¹⁶⁴

Conclusion

The concept of peacebuilding and peacebuilding work, is complex and expanding.¹⁶⁵ The amount of work under the purview of the Security Council through its PKOs and its partnerships has grown since the introduction of the concept in 1992.¹⁶⁶ While there are many peacebuilding initiatives, the Security Council is directly involved in providing a platform for dialogue to strengthen partnerships, engaging in political missions, updating PKO mandates, and providing focus on where peacebuilding efforts to prevent conflict are lacking.¹⁶⁷ In these ways, the Security Council continues to try and increase its capacity and streamline its efforts to effectively contribute to peacebuilding to prevent and mitigate conflict.¹⁶⁸

Further Research

Delegates are encouraged to go beyond this background guide and expand their knowledge on this issue. The following questions can help delegates in furthering their research on this topic: Has your Member State played a part in peacebuilding initiatives aimed at preventing conflict? How can the Security Council play a larger role in enhancing peacebuilding efforts to prevent conflict? How can the

¹⁵⁵ UN Security Council, *Maintenance of International Peace and Security (S/RES/2250 (2015))*, 2015.

¹⁵⁶ *Ibid.*, p. 4.

¹⁵⁷ *Ibid.*

¹⁵⁸ *Ibid.*

¹⁵⁹ *Ibid.*

¹⁶⁰ United Network of Young Peacebuilders, *A Guide to UN Security Council Resolution 2250*;

¹⁶¹ Security Council Report, *April 2018 Monthly Forecast: Youth, Peace, and Security*, 2018.

¹⁶² UN Security Council, *Maintenance of International Peace and Security (S/RES/2419 (2018))*, 2018, p. 3.

¹⁶³ UN DESA, *Youth and Armed Conflict*.

¹⁶⁴ *Ibid.*

¹⁶⁵ World Bank, *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*, 2017.

¹⁶⁶ UN Security Council, *An Agenda for Peace (S/24111)*, 1992.

¹⁶⁷ Security Council Report, *The Peacebuilding Commission and the Security Council: From Cynicism to Synergy?*, 2017; UN Security Council, *Challenges of sustaining peace (S/2015/490)*, 2015.

¹⁶⁸ *Ibid.*



Security Council continue to use partnerships to build and sustain these efforts? Where does the role of the Security Council end in being directly involved in the peacebuilding process? How can the Security Council further engage youth in the formation of mandates for peacekeeping missions and other peacebuilding work?

Annotated Bibliography

United Nations, Security Council. (1992). *An Agenda for Peace (S/24111)* [Report]. Retrieved 26 April 2019 from: <https://undocs.org/S/24111>

This is the landmark report which introduced the concept of peacebuilding within the United Nations system. The report highlights the importance of peacebuilding, provides a definition, and outlines the various things that can be considered peacebuilding. It originally limited peacebuilding as a mechanism to be used during post-conflict strategizing but laid the groundwork for the evolution of the concept within the Security Council and broader UN system. Delegates should be familiar with this foundational document, as it is often referenced within new UN work on peacebuilding and serves as an important starting point in understanding the complexities of peacebuilding and how it has evolved today.

United Nations, Security Council. (2015). *Challenges of sustaining peace (S/2015/490)*. [Report]. Retrieved 27 April 2019 from: <https://undocs.org/S/2015/490>

This report is a review of the effectiveness of the Peacebuilding Commission and its subsidiary organs, the Peacebuilding Fund and Peace Support Office. The report highlights the fragmentation within the PBC as it works with the Security Council, General Assembly, Economic and Social Council, and Secretariat. The report underscores the issues with UN systems' ability to work in silos and how this can be detrimental to the peacebuilding process. The report also asserts that the understanding of peacebuilding is too narrow and should include activities and efforts made to address building peace as a preventative method, not simply during post-conflict. Finally, the report also points to the critical importance of the Security Council and that further work should be done by the Council to streamline its partnership with the PBC so they are mutually supportive of each other's work to prevent and mitigate conflict. Delegates will find this document helpful in providing a more recent review of the work the PBC is doing and how the Council can further develop practices to enhance its abilities to mitigate conflict.

United Nations, Security Council. (2000). *Report of the Panel on United Nations Peace Operations (S/2000/809)* [Report]. Retrieved 25 February 2019 from: <https://undocs.org/S/2000/809>

This is the Brahimi Report, created by the Panel on the United Nations Peace Operations that was appointed by Secretary-General Kofi Annan. The panel was created in response to the genocide in Rwanda in 1994 and the violence in Srebrenica in 1995 to assess the shortcomings of the UN's PKOs and provided concrete ways in which to strengthen them. Additionally, this report also provides many different examples of what the Security Council could consider as actions or ways in which peacebuilding can be strengthened. This document is vital for delegates to understand some of the earlier context under which peacebuilding was being discussed and is also extremely helpful in being able to see what kinds of actions are possible ways to enhance peacebuilding.

The World Bank. (2017). *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*. Retrieved 16 February 2019 from:

<https://openknowledge.worldbank.org/bitstream/handle/10986/28337/211162mm.pdf?sequence=2&isAllowed=y>

This recent report, with input from the World Bank and the United Nations, is on how to prevent violent conflict through the use of approaches to peacebuilding with inclusivity in mind. The document outlines some of the major reasons for conflict seen in recent years. It focuses mainly on the prevention of conflict and how development programs and initiatives can interact with public institutions, the private sector, and other bodies to prevent conflict from arising. Delegates will find this report helpful in understanding



further ways that international institutions can work with other agencies and bodies to prevent violence.

Cheng-Hopkins. (2010). *Peacebuilding: An Orientation*. [Report]. Retrieved 1 June 2019 from: https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/peacebuilding_orientation.pdf

This report by the United Nations Peacebuilding Support Office is a very easy to understand report on what peacebuilding work is and how it is carried out within the UN system. The report notes the various UN agencies that play a role, as well as outlines how each body impacts peacebuilding work. This document describes the ways in which UN agencies work with other actors to engage in peacebuilding activities and points out some of the challenges UN agencies have faced when attempting to engage in this work. Delegates will find this document very useful in understanding simplified definitions and concepts used when discussing peacebuilding and the kind of work that entails. Delegates will also benefit from the concrete examples provided on how this work is carried out.

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I. The Impact of Climate-Related Disasters on International Peace and Security

Introduction

Climate-related disasters are increasing in frequency and severity.¹⁶⁹ These disasters include flooding, storms, droughts, and heat waves, which affect human security and can disrupt peace and security at the regional and international levels, especially by displacing large populations or causing a breakdown in social order.¹⁷⁰ Climate-related disasters can also cause resource scarcity, which can strain resources and worsen conflict, especially food insecurity, which disasters worsened for over 39 million people in 23 different countries in 2017 conflict.¹⁷¹ Disasters compound socioeconomic exclusion that degrades ongoing conflict, disrupts fragile peace processes, and is being increasingly viewed as a threat multiplier by the international community.¹⁷²

Findings from a report from the World Meteorological Organization (WMO) presented at a Security Council debate concluded that climate change, extreme weather, natural disasters, and water crises were the top four global existential threats.¹⁷³ The Under-Secretary-General for Political and Peacebuilding Affairs, Rosemary DiCarlo, cited climate-related effects as a reason for the prolonged instability in Haiti and in the Latin American/Caribbean region.¹⁷⁴ The Security Council held another debate in January 2019, during which many in attendance acknowledged that climate change is a threat to international security.¹⁷⁵ The Security Council has also addressed climate-related issues by recognizing that climate change can impact the stability of a region in resolutions addressing specific conflict situations including the Lake Chad Basin, Somalia, West Africa and the Sahel, Mali, and Darfur.¹⁷⁶ The Security Council has held several formal debates on the extent of the impacts climate-related disasters and climate change have on the environment, and acknowledged that climate change and climate-related disasters can exacerbate conflict and threaten global peace and security.¹⁷⁷

International and Regional Framework

Climate change has been a major priority in the United Nations (UN) for the past few decades and the 1992 *United Nations Framework Convention on Climate Change* (UNFCCC) was the first international framework to systematically address the issue of climate change.¹⁷⁸ UNFCCC established a commitment, from all parties who are signatories to the Convention, to work together to prevent, mitigate, and minimize the effects of climate change.¹⁷⁹ The Conference of Parties (COP) is the governing body of UNFCCC, which meets regularly to discuss progress on the goals of UNFCCC and propose proactive measures the international community can take to confront climate change and lower greenhouse gas emissions.¹⁸⁰ As

¹⁶⁹ World Meteorological Society, *Atlas of Mortality and Economic Losses from Weather, Climate, and Water Extremes*, 2014; Thomas & Lopez, *Global Increase in Climate-Related Disasters*, 2015.

¹⁷⁰ Thomas & Lopez, *Global Increase in Climate-Related Disasters*, 2015.

¹⁷¹ World Economic Forum, *Global Risks Report 14th Edition*, 2019, p. 15.

¹⁷² *Ibid.*

¹⁷³ UN, Department of Global Communications, *Massive Displacement, Greater Competition for Scarce Resources Cited as Major Risks in Security Council Debate on Climate-Related Threats*, 2019.

¹⁷⁴ *Ibid.*; UN Security Council, *Concept note for the Security Council open debate on the theme, "Addressing the impacts of climate-related disasters on international peace and security", to be held on 25 January 2019*, 2019.

¹⁷⁵ UN, Department of Global Communications, *Massive Displacement, Greater Competition for Scarce Resources Cited as Major Risks in Security Council Debate on Climate-Related Threats*, 2019.

¹⁷⁶ UN Security Council, *Concept note for the Security Council open debate on the theme, "Addressing the impacts of climate-related disasters on international peace and security", to be held on 25 January 2019*, 2019, p. 3.

¹⁷⁷ *Ibid.*, p. 2; UN Department of Global Communications, *Massive Displacement, Greater Competition for Scarce Resources Cited as Major Risks in Security Council Debate on Climate-Related Threats*, 2019; Schaller & Pohl, *Security Council Debates how Climate Disasters Threaten International Peace and Security*, 2019.

¹⁷⁸ UN Security Council, *Concept note for the Security Council open debate on the theme, "Addressing the impacts of climate-related disasters on international peace and security", to be held on 25 January 2019*, 2019, p. 2.

¹⁷⁹ UNFCCC, *What is the United Nations Framework Convention on Climate Change?*, 2019.

¹⁸⁰ *Ibid.*; UNFCCC, *Climate-related risks and extreme events*, 2019.

the associated security risks to climate change became more recognized, the UN Secretary-General released a report entitled “Climate change and its possible security implications” in 2009.¹⁸¹ The report specifically elaborates on how climate change affects security through five channels that are outlined as vulnerability, development, coping, statelessness, and international conflict.¹⁸²

The 2015 *Sendai Framework for Disaster Risk Reduction*, under the UN Office for the Coordination of Humanitarian Affairs, outlined measures to mitigate disaster risk and aiding affected people and communities.¹⁸³ The 21st session of COP established the *Paris Agreement* on 12 December 2015.¹⁸⁴ One of the main goals of the *Paris Agreement* is to prohibit global temperature rise exceeding 2 degrees Celsius with an additional goal of preventing global temperature rising more than 1.5 degrees Celsius.¹⁸⁵ This is a globally recognized threshold for global temperature rise before climate change causes severe effects that could impact food supplies.¹⁸⁶ Food scarcity and insecurity can cause instability in food pricing, which can lead, and has led, to violent conflicts including war.¹⁸⁷ Shortly after the adoption of the *Paris Agreement*, UN Member States, climate experts, and civil society, convened in The Hague for the third annual Planetary Security Conference, which produced *The Hague Declaration on Planetary Security* (2019).¹⁸⁸ The declaration outlined an agenda for action to address risks and current implications associated with climate change and security.¹⁸⁹

Role of the International System

In 2007, the Security Council first discussed the role of climate change and its impacts on international peace and security.¹⁹⁰ The meeting presented a range of perspectives on the ways in which climate change affects international peace and security and how, and whether, the Security Council has an active role in mitigating it.¹⁹¹ Some remarks noted that “climate change exacerbates a multitude of non-military threats” and described resource scarcity and increased migration as a result of climate change.¹⁹² In July 2011, the Security Council again discussed the impacts of climate change.¹⁹³ This meeting recognized climate-related disasters and the resulting environmental degradation occurring in the Asian, African, and Central Asian regions.¹⁹⁴ Security Council resolution 2349 (2017) established that climate change and ecological change affect regional stability and impact the recognized factors of food insecurity, water scarcity, desertification, depletion of land, and drought.¹⁹⁵ The resolution also highlights humanitarian crises due to depleted natural resources, such as terrorist recruitment and migration.¹⁹⁶ In December of 2017, the UN Secretary-General briefed the Security Council on the role of natural resources as a root

¹⁸¹ UN General Assembly, *Climate change and its possible security implications: Report of the Secretary-General (A/64/350)*, 2009.

¹⁸² Ibid.

¹⁸³ UN, OCHA, *Sendai Framework for Disaster Risk Reduction*, 2015.

¹⁸⁴ UNFCCC, *The Paris Agreement*, 2019; UNFCCC, *What is the Paris Agreement?*, 2019.

¹⁸⁵ Ibid.

¹⁸⁶ Ibid.

¹⁸⁷ FAO, *Food Security and Conflict: Empirical challenges and future opportunities for research and policy making on food security and conflict*, 2018.

¹⁸⁸ Planetary Security Initiative, *The Hague Declaration on Planetary Security*, 2018.

¹⁸⁹ Ibid.

¹⁹⁰ UN Security Council, *Summary of the 5663rd meeting (S/PV.5663)*, 2007; UN Global Communications Department, *Security Council holds first-ever debate on impact of Climate Change on Peace, Security, Hearing over 50 speakers*, 2007.

¹⁹¹ UN Department of Global Communications, *Security Council holds first-ever debate on impact of Climate Change on Peace, Security, Hearing over 50 speakers*, 2007.

¹⁹² UN Security Council, *Summary of the 5663rd meeting (S/PV.5663)*, 2007, pp. 2 & 5.

¹⁹³ UN Security Council, *Summary of the 6587th meeting (S/PV.6587)*, 2011.

¹⁹⁴ Ibid.

¹⁹⁵ UN Security Council, *Resolution 2349 (2017) (S/RES/2349 (2017))*, 2017, p. 7; Schaller & Pohl, *Security Council Debates how Climate Disasters Threaten International Peace and Security*, 2019.

¹⁹⁶ Ibid, p. 1.

cause of conflict, and emphasized the UN needed to strengthen its own capacities against climate-related security risks.¹⁹⁷

In July 2018, the Security Council held another debate on “understanding and addressing climate-related risks” and also held an Arria-formula meeting on water, peace and security in October of 2018.¹⁹⁸ It was in the Arria-formula meeting that council members further stressed the need to monitor climate-related security risks, especially in terms of water-stressed areas that are fragile and prone to conflict.¹⁹⁹ At the initiative of the Federal Republic of Germany, 27 UN Member States joined together to form the Group of Friends on Climate and Security which aims “to develop solutions for the impact of climate change on security policy, raise public awareness and boost the involvement of the UN in this area.”²⁰⁰ In response to the rising concern of climate change and security, the UN established a pilot initiative in 2019 called the Climate Security Mechanism housed in the Department for Political and Peacebuilding Affairs.²⁰¹ With technical input from the UN Development Programme (UNDP) and UN Environment, the mechanism provides “integrated climate risk assessments to the Security Council and other UN bodies through synthesizing first-hand insight from different UN agencies and external experts.”²⁰²

The Security Council collaborates with other UN agencies, such as the UNDP, to combat climate-related disasters and the security risks they exacerbate.²⁰³ UNDP collects data, including carbon emission reports, and shares it with UN bodies, including the Security Council, so that action plans and humanitarian efforts can be developed in regions facing conflict.²⁰⁴ In 2019, UNDP proposed a three-part plan to the Security Council, which included Member States taking a more ambitious approach when pledging to combat economic, social, and political turmoil; better ways to promote reducing emissions; and more investment for people at risk.²⁰⁵ Another UN actor that addresses this issue is UN Office for Disaster Risk Reduction (UNDRR), which is an entity that helps with natural disaster responses and monitors the threat they pose to international peace and security.²⁰⁶

The Effects of Climate-Related Disasters on Conflict Prone Areas

The Security Council works on climate-related disasters in the context of international peace and security.²⁰⁷ In January 2019, the Council held an annual debate discussing climate change and the effects it has on disasters.²⁰⁸ The Council recognized that climate-related disasters, such as hurricanes and earthquakes, lead to drought, as they tend to deplete the water supply in the regions they strike.²⁰⁹ In 2017, over 18 million displaced persons had to migrate due to hurricanes, heat waves, flooding, and drought, as climate-related disasters affect natural resources which then impact people.²¹⁰ Areas under consideration by the Council for climate-related disasters include Somalia, Darfur, Mali, the Central African Republic, Japan, and the Lake Chad Basin.²¹¹ According to the Security Council and other UN

¹⁹⁷ Security Council Report, *The Role of Natural Resources as a Root Cause of Conflict Briefing*, 2018.

¹⁹⁸ UN DPI, *Climate change recognized as ‘threat multiplier’, UN Security Council debates its impact on peace*, 2019; Security Council Report, *Water, Peace and Security Arria-formula meeting*, (2018).

¹⁹⁹ Security Council Report, *Water, Peace and Security Arria-formula meeting*, (2018).

²⁰⁰ Federal Republic of Germany, Federal Foreign Office, *United Nations: Germany initiates Group of Friends on Climate and Security*, (2019).

²⁰¹ UN DPPA, *This Week in DPPA, 6 – 10 May 2019*, 2019.

²⁰² Smith, D. et al., *Climate Security: Making it #Doable*, Netherlands Institute of International Relations, 2019. p. 15.

²⁰³ UNDP, *UN Development Chief to Security Council: Climate change’ aggravates fragile situations, feeds insecurity and conflict*, 2019.

²⁰⁴ Ibid.

²⁰⁵ Ibid.

²⁰⁶ UNDRR, *About UNDRR*, 2019.

²⁰⁷ Security Council Report, *Climate Change and Security*, 2018.

²⁰⁸ Ibid.

²⁰⁹ UN, Security Council, *Maintenance of International Peace and Security (S/PV.8451)*, 2019.

²¹⁰ Ibid.

²¹¹ Ibid

entities, “the risks [to] international security posed by the impacts of the climate change must become a central element of the conflict prevention agenda.”²¹²

Worsening of Instability in Conflict Prone Regions

Water scarcity is becoming a leading factor in malnutrition and the recruitment of child soldiers.²¹³ In places like Yemen and Afghanistan, water tables have lowered significantly.²¹⁴ Water scarcity often leads to migration in search of a new water source and causes open conflict.²¹⁵ The concerns surrounding international peace and security include food and water insecurity, with climate change as a threat multiplier to human security.²¹⁶ When these means are low, individuals become desperate and either migrate or do whatever is necessary to obtain these resources.²¹⁷ Alongside the Security Council, Small Island and Developing States (SIDS) have led efforts to conserve lands and natural resources that often are depleted during climate-related disasters.²¹⁸ SIDS spoke at the January 2019 UN Security Council debate on, “the need to enhance understanding about the security implications of climate change-related natural disasters ... [and] the need to determine how the Security Council, the peace operations it mandates, and the UN Country Teams can best collaborate to address such risks.”²¹⁹

Case Study: Climate-Related Disasters and The Lake Chad Basin

The Security Council has taken a special regional interest in security issues associated with climate-related disasters in the Lake Chad Basin.²²⁰ The Lake Chad Basin is in a state of crisis due to the aftermath of many disasters, including the decimation of the water and nutrients of the lake and the surrounding areas.²²¹ Considering that Lake Chad is one of Africa’s largest lakes, it is a frequently used food and water resource for cooking and fishing.²²² It is also under duress due to climate change.²²³ The Lake Chad Basin is shared with Niger, Nigeria, Chad, and Cameroon, and it extends as far as Libya and Sudan.²²⁴ Over the last 60 years, the size of Lake Chad had decreased over 90%, from 26,000 square kilometers in 1963 to about 1500 square kilometers in 2018.²²⁵ As citizens of the surrounding areas continue to pull resources from the lake, with no water source to replenish it due to drought, they deplete the main water source in the region.²²⁶ The Executive Director of UN Environment stated that, “with around 4.5 million people in the basin severely food insecure, there is a need to rigorously address [the] cause and effect relationship between the environment and human security.”²²⁷

Much of the degradation of the lake is due to climate change through rising temperatures, leading to drought.²²⁸ This degradation increased migration from West Africa to southern Africa.²²⁹ Due to high migration rates in the Lake Chad Basin, many people, including children, are at increased risk of terrorist

²¹² Ibid, p. 19.

²¹³ Ibid, p. 12.

²¹⁴ Ibid.

²¹⁵ Ibid, p. 17.

²¹⁶ IISD, *Assessing the security implications of climate change for West Africa*, 2008. p. 2; UNFCCC, *Climate-related risks and extreme events*, 2019.

²¹⁷ IISD, *Assessing the security implications of climate change for West Africa*, 2008. p. 2.

²¹⁸ Climate Diplomacy, *Climate change to return to UN Security Council agenda under Dominican Republic presidency*, 2019.

²¹⁹ Ibid.

²²⁰ UN, Security Council, *Statement by the President of the Security Council (S/PRST/2018/3 (2018))*, 2018.

²²¹ UNEP, *The tale of the disappearing lake*, 2018.

²²² Ibid.

²²³ Ibid.

²²⁴ Ibid.

²²⁵ Ibid.

²²⁶ Ibid.

²²⁷ Ibid.

²²⁸ UN Department of Global Communications, *Security Council wrap up Lake Chad Basin Visit; stops in ‘epicentre’ of Boko Haram violence*, 2017.

²²⁹ Ibid.

recruitment.²³⁰ Boko Haram, alongside many other terrorist groups, target vulnerable children looking for both social and financial stability, which has steadily eroded and been exacerbated by the effects of drought in the region.²³¹ Over 14 million people have been affected by Boko Haram, and, of that 14 million, 8.5 million people were in need of humanitarian aid.²³²

In 2017, the Security Council decided to visit the area to understand what policies and humanitarian aid gaps existed in the region.²³³ The Council found there was a need for more economic opportunity for displaced persons, more educational resources, and more services for areas affected by drought due to climate change.²³⁴ The Security Council further discussed collaborative efforts with the Economic Community of West African States (ECOWAS) and the acting Nigerian president on more efficient ways to collect and share data on climate change and its effects on peace and security.²³⁵

Following the trip to the Lake Chad Basin, the Security Council deemed the area, as well as the effects of climate change and depleted water resources, a crisis.²³⁶ The Security Council then adopted resolution 2349, which focused on the root causes of insecurity and the development of the region.²³⁷ The resolution not only discussed the crisis of Boko Haram but also the climate-related disasters that the terrorist group is exploiting.²³⁸ The Security Council addressed the insecurities that climate-related disasters cause, such as drought, erosion, and depleting natural resources in the Basin, by calling for more risk assessments on water and water management, better ways to address the impact of water on society, and more proactive solutions focused on human security as part of international peace and security.²³⁹

Conclusion

Although the topic is a relatively recent addition to its agenda, the Security Council continues to address the detrimental impacts of climate-related disasters on international peace and security.²⁴⁰ The Council collaborates with other UN entities on the causes of international humanitarian crisis and threats to peace and security as it expands its focus on the issue.²⁴¹ The Security Council also internally considers causes of climate change and its link to peace and security, but has yet to adopt a resolution officially recognizing climate change as a direct threat to international peace and security, including climate-related disasters.²⁴²

Further Research

Delegates are encouraged to expand their knowledge on the topic beyond this background guide and consider the following questions: How does the peace and security mandate of the Security Council cover or not cover climate-related disasters? How can the Council expand its current work on the topic effectively and work with other UN entities? What role to peacekeeping and political missions have in addressing climate-related disasters and how can they be leveraged moving forward and how can they respond quickly and efficiently respond? As climate changed continues to impact land and resource

²³⁰ Ibid.

²³¹ Ibid.

²³² Ibid.

²³³ Ibid.

²³⁴ Ibid.

²³⁵ Ibid.

²³⁶ Security Council Report, *Lake Chad Basin Briefing*, 2018.

²³⁷ Ibid.

²³⁸ Ibid.

²³⁹ Ibid.

²⁴⁰ Schaller & Pohl, *Security Council Debates how Climate Disasters Threaten International Peace and Security*, 2019; Climate Diplomacy, *Climate change to return to UN Security Council agenda under Dominican Republic presidency*, 2019.

²⁴¹ Climate Diplomacy, *Climate change to return to UN Security Council agenda under Dominican Republic presidency*, 2019.

²⁴² Ibid.

management, what role could UN entities, such as the DPPA, play in managing resource conflict between groups?

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Planetary Security Initiative. (2018). *The Hague Declaration on Planetary Security*. Retrieved 23 July 2019 from: https://www.planetarysecurityinitiative.org/sites/default/files/2017-12/The_Hague_Declaration.pdf.pagespeed.ce.QjTUYj13f.pdf

The following declaration provides a recent comprehensive overview and action items of how the international community, namely Member States, climate experts, and civil society, aim to alleviate climate change's impact on global security. The report provides six detailed topic areas for the international community to address that include both thematic issues, such as urban resilience and migration, and country-specific and regional issues, such as the Lake Chad Basin, Mali, and Iraq. This source is useful in practically identifying potential solutions UN actors can take in addressing climate change's impact on peace and security.

Smith, D. et al. (2019, February). *Climate Security: Making it #Doable*. Netherlands Institute of International Relations. Retrieved 23 July 2019 from: https://www.sipri.org/sites/default/files/2019-02/climatesecurity_makingit_doable_latest.pdf.pagespeed.ce.naqctbogs7.pdf

The following report from the Netherlands Institute of International Relations provides a very recent, comprehensive, and thorough review of the state of climate change and its impacts on global security. More importantly, the source succinctly outlines the current efforts and initiatives taken by the UN in addressing this topic, outlining what specific actors are doing. Delegates will find this review useful in understanding the current state of the topic and what the Security Council has done to address it.

United Nations, Department of Global Communications. (2019). *Massive Displacement, greater Competition for Scarce Resources Cited as Major Risks in Security Council Debate on Climate-Related Threats*. [Article]. Retrieved 28 April 2019 from: <https://www.un.org/press/en/2019/sc13677.doc.htm>

This source provides a summary of the debate the Security Council had on the topic of climate change and the threats that pose a potential threat to international security. The debate discussed climate change and its effects on the economy, the social status of citizens, and the potential for war due to weakened infrastructure. The article includes testimony from other NGOs and IGOs the Security Council has collaborated with and shares the outcome of research and implementation of programs as mandated by the Council. Delegates will find this source helpful when researching the most recent actions and discussions of the Security Council on climate-related disasters.

United Nations, General Assembly, Sixty-fourth session. (September 2009). *Climate change and its possible security implications: Report of the Secretary-General (A/64/350)*. Retrieved 22 July 2019 from: <https://undocs.org/A/64/350>

The Secretary-General's report on climate change and its possible security implications outlines key channels on how climate change can potential impact global security. Though the topic of climate change has shifted in its focus since 2009, the report still provides substance that helps conceptualize the topic. This resource is of benefit to delegates who wish to better understand how the UN and other actors view climate change as a threat to international peace and security.

United Nations, Security Council, 7911th meeting. (2017). *Resolution 2349 (2017) (S/RES/2349 (2017))*. [Resolution]. Retrieved 2 June 2019 from: [https://undocs.org/S/RES/2349\(2017\)](https://undocs.org/S/RES/2349(2017))

This source is the resolution adopted by the United Nations Security Council where the Council discussed climate-related disasters as a threat to international peace and security, and the links between climate change, climate-related disasters, and degradation of the environments in various regions. The resolutions details root causes of threats to international peace and security, and challenges that are facing the central



Asian, Asian, and African regions, such as terrorism recruitment, socio-economic depletion, and scarcity of water and nutrients. The resolution also mentions the efforts of collaboration between governments and local aids in the respective regions to aid those impacted by climate-related disasters and climate change.

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