Dear Delegates,

Welcome to the 2020 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 Zachary Parker and Assistant Director Alexis Evans. Zachary holds a Bachelor of Commerce Degree in Supply Chain Management, and works as a Supply Chain Planner for a major international machine and equipment distributor. Alexis is a Senior at the University of California, Berkeley, where she is pursuing her Bachelor of Arts Degree in Political Science.

The topics under discussion for the SC are:

I. Protection of Civilians in Armed Conflict
II. Addressing Security Challenges in Northern Africa and the Sahel

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 Adam Wolf at usgadam.dc@nmun.org or Secretary-General Daniel Sweeney at secgen.dc@nmun.org.

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

Sincerely,

Zachary Parker, Director
Alexis Evans, Assistant Director
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## I. Protection of Civilians in Armed Conflict

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Committee Overview

Introduction

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

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

Traditionally, the Security Council discusses issues related to peacekeeping missions, political processes, as well as the protection of human rights, disarmament, and humanitarian crises. However, with the adoption of the 2030 Agenda for Sustainable Development by the UN General Assembly in 2015, the Security Council has begun to increasingly focus on the intersection between sustainability, peace, and security. Some important crosscutting issues the Council is currently addressing include human rights and the protection of civilians for conflict prevention and sustainable development; Women, Peace and Security; and the prevention of conflict and sustaining peace.

Governance, Structure, and Membership

The Security Council is the only UN body that has the power to adopt legally binding resolutions, which place an obligation on Member States to accept and carry out the Council’s decisions under Article 25 of the Charter of the United Nations (1945). The Security Council also has a variety of other tools to address issues on its agenda. For example, the President of the Security Council may issue press statements or presidential statements to communicate the Council’s position. Although these are not legally binding, such statements are used to bring attention to important issues and to recommend solutions to ongoing conflicts.

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3 Ibid.
4 Ibid.
8 Ibid.
11 Ibid.
12 Ibid; Ibid.
15 Ibid.
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.”

Every year, the General Assembly elects five of the 10 non-permanent members for a two-year term. Elections for non-permanent seats on the Council can be competitive, with states expressing interest and campaigning years in advance. 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. Each member of the Security Council has the ability to be represented at all meetings.

In the Provisional Rules of Procedure, Rule 13 allows for Members to be represented by an “accredited representative,” such as a Head of Government.

Belgium, Dominican Republic, Estonia, Germany, Indonesia, Niger, Saint Vincent and the Grenadines, South Africa, Tunisia, and Vietnam are the current non-permanent members for the 2020-2021 term.

Security Council elections are held six months before the term starts in June. This change allows Member States sufficient time to prepare for their new role. 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.

Every Member State of the Security Council has one vote. Votes on all matters require supermajority of nine Member States. 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. This is known as “veto power.”

In the 1950s, Security Council Member States made frequent use of their veto power, but its usage declined in the 1960s—rising again in the 1970s and 1980s. In the last decades, the use of the veto power has been comparatively rare. In recent years, the Council has adopted many resolutions by consensus and has only been divided on a very limited number of issues.

The issue of reform arose in a debate on 2018 November 20, during which members of the UN General Assembly suggested the Security Council must adapt, reform, and expand its membership to include underrepresented regions to meet emerging challenges in the continually-changing and complex international peace and security architecture. Delegates called for expanding the number of permanent members and abolishing the permanent member’s use of veto power.

Each member of the Security Council holds the presidency of the Council for one month, rotating according to alphabetical order. Security Council meetings can be held at any time when convened by

16 Ibid, p. 15.
17 Ibid, p. 15.
18 UN DGC, Ahead of Security Council elections, General Assembly President explains how a country can get a non-permanent seat, 2016.
19 Ibid.
20 Ibid.
24 Ibid.
26 Ibid.
27 Ibid.
28 Ibid.
29 Ibid.
31 Ibid.
33 Nastranis, UN Security Council Reform Back on the Table Again, 2019.
34 Ibid.
the President and by the request of any Member State. 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. Due to this, the Security Council meets regularly throughout the year in the UN Conference Building. However, in 2020, due to the coronavirus disease (COVID-19), the Security Council have resorted to meeting online through video conferences. Any Member State may attend the Council’s sessions if the body decides to extend an invitation. Member States are invited if the Security Council is discussing an issue that directly concerns the interests of the Member State. Invited Member States do not have the right to vote but are allowed to submit proposals and draft resolutions. Furthermore, invited Member States can inform the Council about a current crisis in their region. However, such proposals may only be put to a vote at the request of a member of the Council.

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. The Security Council also works with the General Assembly to oversee the work of the Peacebuilding Commission (PBC). Additionally, Security Council Member States participate in various working groups, which consist of some or all of the Security Council Member States and focus on regional issues, as well as improving the working methods of the Council itself.

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

**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. The Council’s authority is particularly relevant with respect to the UN’s four primary purposes, as specified in the Charter: maintaining international peace and security; developing friendly relations among nations; cooperating in solving international problems; and promoting respect for human rights. The capabilities of the Security Council are highlighted in Chapters V–VIII. Chapter V establishes the structure, membership, functions, and powers of the Security Council. Chapters VI and VII of the Charter specifically concern the Security Council and the range of actions that can be taken when settling disputes. Chapter VI of the Charter by itself aims to settle disputes through peaceful means, such as negotiation and judicial settlement.

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37 Ibid.
38 Ibid.
40 Ibid.
41 Ibid.
42 Ibid.
43 Ibid.
44 Ibid.
46 Ibid.
47 Ibid.
48 Ibid.
50 Ibid; Ibid.
51 Ibid.
52 Ibid.
53 Ibid.
54 Ibid.
55 Ibid.
explores further actions that can be taken in regard to threats to peace, branches of peace, and acts of aggression. This chapter also authorizes the Security Council to implement provisional measures aimed to de-escalate the situation. Chapter VIII of the Charter allows the Security Council to call upon other regional agencies or arrangements to enforce appropriate operations and intervene if necessary.

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. Some of these measures include arms embargos, enforcing disarmament, or calling upon international criminal mechanisms to become active. 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. 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. The Council may also decide upon the deployment of new UN peacekeeping operations to be led by the Department of Peace Operations (DPO). The Security Council creates a peacekeeping operation by adopting a resolution that outlines the mandate and size of a particular mission, and UN peacekeepers are assigned to appropriate regions to address conflicts. The Council also cooperates with a number of international and regional organizations as well as non-governmental organizations to implement its decisions.

**Recent Sessions and Current Priorities**

In 2019, the Security Council held 285 meetings, issued 15 presidential statements, and adopted 26 resolutions. The Security Council has focused efforts to consider the country and region specific situations in its agenda. With a particular focus on the Middle East region, the Council has drafted several resolutions to address the situation in Mali, Yemen, and Syria.

Mali has been struggling with issues of safety of its citizens, ineffective governance, and economic and political instability, which has been exacerbated by nepotism and corruption in government. In 2019, the Security Council adopted resolution 2480, which urges the Malian government to accelerate the implementation of the Agreement on Peace and Reconciliation in Mali within a realistic and binding timeline. The Council also adopted resolution 2478 on 26 June 2019, renewing its sanctions regime against individuals and entities in the Democratic Republic of the Congo until 1 July 2020.

Yemen is the poorest country in the Middle East and suffers from corruption, poverty and unrest from Houthi militia. To address the ongoing conflict in Yemen, the Security Council adopted resolution 2481 on 15 July 2019 to extend the mandate of the UN Mission to support the Hodeidah Agreement (UNMHA)

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56 Ibid.
57 Ibid.
58 Ibid.
59 Ibid.
60 Ibid.
61 Ibid.
62 Ibid.
63 UN Peacekeeping, *Forming a New Operation*.
64 UN Peacekeeping, *Role of the Security Council*.
65 Ibid.
66 Ibid.
68 Ibid.
69 UN DGC, Mali, 2020.
until 15 January 2020. However, since mid-January, the bouts of violence and instability continue to persist throughout the region.

The conflict in Syria has led to over 5.6 million refugees and 6.1 internally displaced people. Security Council resolution 2477 on the situation in the Middle East, adopted 26 June 2019, calls on all parties in Syria to cooperate with and support the operations of the UN Disengagement Observer Forces (UNDOC) and urges parties to exercise restraint and prevent breaches of ceasefires in the region. The Council encouraged all parties to comply to a ceasefire and have started joint patrols from Russian and Turkish officials to enforce any opposition from Syrian rebels.

In addition to state and region-specific issues, the Security Council has discussed cross-cutting and thematic issues, such as threats to international peace and security, the financing of terrorism, and climate change, peace, and security. In 2019, the Security Council adopted resolution 2482 (2019) on “threats to international peace and security caused by international terrorism and organized crime” and 2462 (2019) which outlined measures to suppress the financing of terrorism. Resolution 2482 called upon Member States to enhance coordination towards a global response to international terrorism and organized crime. The resolution also urges Member States to investigate and dismantle organized crime networks involved in trafficking, and to review and implement legislation on issues such as sexual and gender-based violence in armed conflict by ensuring that domestic laws and regulations are in line with Member States’ obligations under international law. Resolution 2462 calls for the UN Office of Counter-Terrorism (UNOCT) to play a leading role in identifying ways to suppress terrorist financing through expanding its focus and working closely with the Financial Action Task Force, an inter-governmental body that sets standards for combating money laundering and terrorist financing. The Secretary-General, in his tenth report (S/2020/95), provided updates about the threats posed by the Islamic State in Iraq and the Levant (ISIL or Da’esh) in February 2020 to urge Member States to assist in efforts to counter the threat to international security and peace.


In 2020, the Council stressed the importance of protecting children impacted by armed conflicts. The Security Council also urged for a conflict prevention strategy to target the younger population and called upon other Member States to incorporate additional provisions in peace negotiations and agreements to

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75 UN DGC, Syria, 2020.
79 Ibid.
81 Ibid.
82 Ibid.
83 UN Security Council, Tenth report of the Secretary-General on the threat posed by ISIL (Da’esh) to international peace and security and the range of United Nations efforts in support of Member States in countering the threat (S/2020/95), 2020.
84 Ibid.
85 Ibid.
86 Ibid.
protect the children.\textsuperscript{68} Resolution 2419 (2018) outlines the role of youth in conflict prevention.\textsuperscript{69} Security Council resolution 2250 on Youth, Peace and Security in 2015, which highlights specific instances where youth participation and inclusion can occur, such as in civil and political engagement, humanitarian assistance, and civil society.\textsuperscript{90} This will help integrate and enable young individuals in decision processes and promote international peace and security.\textsuperscript{91}

Conclusion

The Security Council is one of the main bodies of the UN that ensures international peace and security, overseeing the admission of new members to the UN General Assembly, and changes to the UN Charter.\textsuperscript{92} 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, the only UN body to have legally-binding decisions.\textsuperscript{93} The Council is the only UN body that has the ability to create legally binding decisions.\textsuperscript{94} 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.\textsuperscript{95} The Council has begun looking at the intersection between the SDGs and international peace and security, namely through discussion and debates on climate change.\textsuperscript{96} The Security Council also continues to address regional and country issues, as well as thematic issues, such as climate change, terrorism, and gender.\textsuperscript{97}

Annotated Bibliography


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


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

\textsuperscript{68} Ibid.
\textsuperscript{90} Ibid.
\textsuperscript{91} Ibid.
\textsuperscript{92} Ibid.
\textsuperscript{93} Ibid.
\textsuperscript{94} Ibid.
\textsuperscript{95} Ibid.
\textsuperscript{96} Mead, *UN Security Council Addresses Climate Change as a Security Risk*, 2019.
\textsuperscript{97} UN DGC, *Fragile countries risk being ‘stuck in a cycle of conflict and climate disaster,’ Security Council told, 2018.*
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.


This article reviews the activities and resolutions passed of the Security Council during the last year. This is a useful recap of all the issues that the Security Council has addressed or currently still needs to resolve. The Security Council highlights for the previous years are also available. For a more detailed report, the Security Council also reports monthly updates. There are many charts and graphics depicting the activity of the Council within 2019, even detailing number of meetings, regional focuses, and decisions by geographical regions.

**Bibliography**


I. Protection of Civilians in Armed Conflict

Introduction

Armed conflict continues to be a pressing issue which impacts livelihoods, and because of the severe lack of regard for International Humanitarian Law (IHL), civilians continue to be most affected by armed conflicts. In 2018, the International Committee of the Red Cross identified that 2 billion people worldwide were affected by armed conflict. As outlined in the Secretary-General’s 2019 report on “Protection of Civilians Affected by Armed Conflict”, some of the challenges of armed conflict include environmental protection, forced migration, and food security. Among addressing these challenges, United Nations (UN) Secretary-General António Guterres mentioned the need to promote accountability for not protecting civilians in areas of armed conflict. The Fourth Geneva Convention Relative to the Protection of Civilian Persons in Time of War (1949), defines the protection of civilians as “persons taking no active part in the hostilities” and calls for prohibiting of: violence, the use of hostages, impacts to personal dignity, or improper persecution.

The Security Council works to maintain international peace and security, which includes reviewing threats to peace, disputes that may lead to hostilities, or other challenges in maintaining international security. Measures the Security Council can use for protection measures include the review and recommendation of dispute resolution, the use of sanctions against countries who fail to prevent violence that impacts civilians, or the ability to call for military action in order to reduce the threat of an aggressor. The protection of civilians in armed conflict remains a relevant and essential aspect of this mandate. Armed conflicts contribute to disproportionate impacts on civilians, especially those vulnerable groups such as persons with disabilities, youth, and women, and may impact their human rights, and have physical, emotional, and psychological effects. The gaps in fully enforcing protection of civilians include lack of a streamlined protection strategy, leadership, resources, and information. One challenge that the Security Council faces in this matter is that often their response is acute and typically only to immediate threats, rather than through the development of a long term strategy, either in reducing the number of conflicts, or in terms of protecting civilians. In recent years, topics pertaining to the role of the Responsibility to Protect (R2P) and protections of vulnerable persons continue to play a key role in better reducing the impact of armed conflict on civilians.

International and Regional Framework

The Security Council began detailed discussion on the protection of civilians in armed conflict in 1994, and through resolution 918 on “The expansion of the mandate of the UN Assistance Mission for Rwanda and imposition of an arms embargo on Rwanda,” in which sanctions were imposed against Rwanda for widespread violence, including the condemnation of killings against innocent civilians. In 1996, Security Council Resolution 918 imposed an arms embargo on Rwanda.

101 Ibid.
105 Ibid.
Council resolution 1080 on “The situation in the Great Lakes region” also called for states to increase their efforts to improve the situation for humanitarian organizations to operate and provide aid to persons affected by armed conflict, specifically vulnerable groups including “displaced persons, refugees and civilians at risk” in Zaire.¹¹¹ In 1999, Security Council resolution 1265 on “The protection of civilians in armed conflict” strongly condemning the intentional targeting of civilians, including the importance for states to resolve potential conflicts, including “genocide, crimes against humanity, and serious violations of international humanitarian law.”¹¹² The resolution also emphasized the importance of protection measures for humanitarian personnel, the importance of peacebuilding and peacekeeping, and the impacts of conflict on children.¹¹³ Security Council resolution 1502 (2003) on “Protection of United Nations personnel, associated personnel and humanitarian personnel in conflict zones” further elaborates on how Member States can protect civilians and humanitarian personnel trying to assist them.¹¹⁴ Adopted as part of the proceedings of the 2005 World Summit, R2P was identified to address the concept that states have a responsibility to protect both its own and other citizens during times of conflict, genocide, or other crimes against humanity as outlined in chapters VI and VIII of the Charter of the United Nations. Security Council resolution 2150 (2014) on “Threats to international peace and security” identified the importance of the role of states in preventing genocide, and other offences to international law, including R2P.¹¹⁵

With pressures to increase protection of health and medical workers impacted by armed conflict, the Security Council adopted resolution 2286 in 2016 on “Protection of civilians in armed conflict,” which called upon states to ensure they have adequate armed forces to protect these groups, increased investigations into these violations of IHL, and need to develop adequate protection measures for these groups.¹¹⁶ In 2018, due to rising food insecurity and its impacts on stability, another Security Council resolution 2417 on “Protection of civilians in armed conflict” was adopted and identified the link between armed conflict and food security, including the disruptions to food supply chains, and denial of food related to humanitarian operations.¹¹⁷ Most recently in 2019, the Security Council adopted two resolutions pertaining to the protection of civilians; resolution 2474 talked about the impacts of armed conflict and resulting missing persons, while resolution 2475 spoke about the inherent challenges for the protection of persons with disabilities during armed conflict.¹¹⁸ Current issues that remain under discussion for the Security Council include compliance with IHL, protection of vulnerable persons such as women, and the protection of health workers and associated facilities.¹¹⁹

Regionally, the Organization for American States (OAS) has adopted a number of conventions pertaining to protection, including the American Convention on Human Rights “Pact of San Jose, Costa Rica” (1969) which outlined a number of human rights, including the right to protection, right to life, and right to humane treatment.¹²⁰ OAS also adopted the Convention to Prevent and Punish the Acts of Terrorism Taking the Forms of Crimes Against Persons and Related Extortion that are of International Significance (1971) that outlines states should take adequate measures to ensure the protection of persons from various crimes.¹²¹ Recently, the African Union has taken measures to develop better regional cooperation through the adoption of Agenda 2063: The Africa We Want (2013).¹²² Specifically, Article 39 of agenda

¹¹¹ UN Security Council, Resolution 1080 (S/RES/1080), 1996.
¹¹² UN Security Council, Resolution 1265 (S/RES/1265), 1999.
¹¹³ Ibid.
¹¹⁵ UN Security Council, Resolution 2415 (S/RES/2415), 2014.
¹¹⁶ UN Security Council, Resolution 2286 (S/RES/2286), 2016, p. 4.
¹¹⁷ UN Security Council, Resolution 2417 (S/RES/2417), 2018, p. 3.
¹¹⁸ UN Security Council, Resolution 2474 (S/RES/2474), 2019; Ibid.
2063 focuses on developing the capacity for the African region to develop measures to improve peace and security, and ensure the protection of citizens.\textsuperscript{123}

**Role of the International System**

The protection of civilians in armed conflict remains a relevant and essential aspect of the Security Council’s mandate.\textsuperscript{124} In the case of dispute resolution, chapter VI of the *Charter of the United Nations* outlines disputes and allows the Security Council to address disputes that are likely to put international peace and security at risk.\textsuperscript{125} While the Security Council addresses issues related to protection of civilians in a number of ways, a key aspect that they use to discuss is through Arria-Formula Meetings – informal meetings of members of the Security Council used in cases where not all members agree to meet, may include confidential discussion, or to hear from others involved in pressing security related matters.\textsuperscript{126}

The UN Department of Peace Operations (DPO) plays a key role in the tactical protection of civilians, with more than 95\% of peacekeepers mandated with the protection of civilians.\textsuperscript{127} In the 1999 Security Council resolution 1265 on “Protection of civilians in armed conflict” identified the role and mandate for peacekeeping operations for the protection of civilians was defined, and was first used through Security Council resolution 1270 in relationship to the mission to Sierra Leone.\textsuperscript{128} UN peace missions fall under three support areas: protection through political process; providing protection from physical violence; and establishing a protective environment.\textsuperscript{129} In partnership with UN DPO, the UN Police also play a key role in order to meet aforementioned areas for peace operations, working in areas of prevention, pre-emption, response, and consolidation for the protection of civilians.\textsuperscript{130} UN Police also work with local police forces in areas of identifying and creating core protection policies, strengthening the role of local police in liaising with local communities, and ensuring the adherence to the rule of law; this work also must comply with UN Human Rights Due Diligence Policy (HRDDP).\textsuperscript{131}

The UN Office for the Coordination of Humanitarian Affairs (OCHA) plays a key role in ensuring inter-agency policy development on protection, and streamlining protection initiatives to align with all United Nations work.\textsuperscript{132} UN OCHA also works on a global level to support policy development, capacity building, the effective cooperation of UN peacekeeping missions, and at the country level to ensure protections are being met for all peoples, including the needs of IDPs.\textsuperscript{133} Created by the General Assembly in 1991, the Inter-Agency Standing Committee (IASC) also works towards the protection of civilians through improving the coordination of humanitarian response within the UN system.\textsuperscript{134} Their work includes discussion around creating definitions related to protection, address varying intersectional topics on protection, data collection, and situation evaluation.\textsuperscript{135} The NGO Working Group on Women, Peace and Security also plays a key role in advocating for the Security Council to take into consideration the many ways women are impacted by armed conflict.\textsuperscript{136}

\textsuperscript{123} Ibid.
\textsuperscript{124} Ibid.
\textsuperscript{125} Charter of the United Nations, 1945, Ch. VI.
\textsuperscript{127} UN DPO, Protecting Civilians, 2020.
\textsuperscript{129} UN DPO, Civil Affairs Handbook, 2012.
\textsuperscript{130} UN Police, Protection of Civilians, 2020.
\textsuperscript{131} Ibid.
\textsuperscript{132} UN OCHA, Protection, 2020.
\textsuperscript{133} Ibid.
\textsuperscript{135} Inter-Agency Standing Committee, Protection in Humanitarian Action, 2016.
R2P and the Protection of Civilians

R2P has been addressed in a number of conflicts including the Central African Republic, Libya, Yemen, Mali, Syria, and most recently in regards to the situation in South Sudan. Security Council resolution 1973 (2011) on “The situation in Libya” provides a strong example of the use of R2P in regards to the council’s response in the Libya Civil War against Muammar Gaddafi’s regime. The resolution authorized Member States to, excluding occupation, use all means necessary to protect civilians who were impacted by the ongoing conflict and also established a “no fly zone,” which effectively banned most flights in Libya’s airspace. With use of force authorized, a NATO-led coalition was formed with the objective to police the arms embargo, enforce a no-fly zone, and protect civilians. Throughout the course several months, the coalition targeted Libyan regime forces, perceiving their advancements and actions as threats to civilians. This crippled the regime, and eventually led to the rebel groups defeating Gaddafi’s forces and with Gaddafi himself being captured and killed. This has led to considerable debate amongst Member States about the legitimacy of R2P, and if authorizing the use of force violates state sovereignty and Article 2.1 of the Charter of the United Nations.

Another argument as to why R2P has not been as successful as intended is it often is only used where the wider international community must take action, sometimes through the use of military intervention. This means addressing additional pillars of R2P, which includes prevention and ensuring crimes against humanity do not occur, but also to help societies rebuild following the fallout of a conflict. In 2019, the use of R2P was identified as a strong policy tool to allow for the reduction of crimes and has a strong link to the protection of civilians. It has been argued that the role of R2P has been less impactful in recent years as its scope has narrowed. This narrowing has been done in order to increase the potential use in other applications and increase international support for the concept, however even with the reduced scope, there has not been much growth in its utilization or acceptability. A more robust relationship between the Security Council and Human Rights Council could lead to increased understanding of potential security challenges, and lead to the actual prevention of crimes against humanity, rather than acutely responded to security issues once they have already escalated.

Protection of Vulnerable Groups

Many civilians who experience conflict are prone to increased risks that can enhance certain inherent vulnerabilities in groups such as women, children, persons with disabilities (PWDs), and refugees and internally displaced persons (IDPs). Some of their inherent vulnerabilities can affect their entire way of life, and increase their risk of violence and lack of access to basic needs. Women and girls are particularly at risk due to increased sexual violence, often as a result of being away from home, forced displacement, reduced access to basic needs, and often having to become primary caretakers of their...

139 Ibid, p. 3.
140 Lopez, Responsibility to Protect at a Crossroads: The Crisis in Libya, 2015.
141 Ibid.
142 Ibid.
143 Ibid.
145 Ibid; Ibid.
147 Ibid; Ibid.
148 Ibid; Ibid.
149 Ibid; Ibid.
150 International Committee of the Red Cross, Enhancing Protection for Civilians in Armed Conflict and Other Situations of Violence, 2008.
151 Ibid.
In December 2018, the number of IDPs due to conflict was 41.4 million people, many of whom have been displaced for numerous years. Internal displacement due to armed conflict increases an individual’s vulnerability, often impacting their human rights, access to basic needs, and access to social support networks. Some of these needs can include access to education, basic health services, and access to employment. This impact of reduced access to basic needs is particularly challenging for PWDs often due to the lack of financial support to access these services. This vulnerability often makes people more susceptible to higher mortality rates, physical attacks, and sexual violence. IHL including the Fourth Geneva Conventions are still applicable to these groups, including additional protection such as the protection from forced attacks, prohibition of starvation, or collective punishment, among others. Peace operations have also played a strong role in protecting IDPs, specifically through strong adherence to IHL and refugee protections. Since 1999 with the UN Mission to Sierra Leone, the protection of civilians has continued to be a priority of missions, and a focus on developing tools and frameworks to keep civilians safe has allowed for peace missions to be more successful.

Women and girls are also exposed to much higher levels of violence and mistreatment during armed conflict. These levels of violence are also exponentially greater as you fall into multiple categories of vulnerability, which can typically include disability, sexual orientation, or age. In 2018, the IASC implemented a new version of The Gender Handbook for Humanitarian Action. The guide identified four areas for integrating a gender perspective into humanitarian efforts, which included, protection, improving assistance, and the promotion of change. While women experience more vulnerabilities and disproportionate impacts due to armed conflict, the Security Council has identified the importance that women play in the prevention and resolution of conflict. In recent years, Security Council resolution 2493 (2019) on “Women, peace, and security” identified that women are still disproportionately impacted by conflict in security related matters, have continued vulnerabilities, and that there is still a need to increase funding and support to women who are involved in conflict situations.

While there has been some significant work accomplished over the last year, the reality of armed conflict continues to persist throughout the world, specifically for women and children who accounted for 42% of those persons affected by armed conflict. The 2019 report of the Secretary-General on “Protection of Civilians in Armed Conflict” outlines some review of how women and other vulnerable groups can better be protected, as well as calls upon the accountability of states to provide protections for these groups. The report gives three recommendations on advancing protection, which include accountability, compliance by non-state armed perpetrators, and the development of national frameworks for protections of persons affected by armed conflict. In the 2019 report Mapping Women, Peace and Security in the UN Security Council 2018, the NGO Working Group on Women, Peace and Security identified a number of general recommendations for women in Security Council work, such as inclusion of women in

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152 Ibid, p. 20.
154 International Committee of the Red Cross, Addressing Internal Displacement in Times of Armed Conflict and Other Violence, 2018.
155 Ibid.
156 Ibid.
157 OHCHR, Questions and Answers About IDPs, 2020.
158 Ibid; Ibid.
160 Ibid.
162 Ibid.
164 Ibid.
166 UN Security Council, Resolution 2493 (S/RES/2493), 2019.
negotiations, removal of barriers for the inclusion of women in peace and security discussions, and explicit inclusion of women in outcome documents of the Security Council.\textsuperscript{170}

\textbf{Conclusion}

A number of challenges continue to exist for persons affected by armed conflict.\textsuperscript{171} Some of the challenges to address protecting civilians from conflict will include the facilitation and access to humanitarian aid, preventing and responding to forced displacement, the protection of children, the protection of women and the reduction of sexual violence, and continued respect for IHL.\textsuperscript{172} While armed conflicts continue to impact civilians, it is important that appropriate measures continue to take place in order to reduce both conflict and the adverse effects of these conflicts.\textsuperscript{173} There are a number of additional measures that can be taken in order to protect the most vulnerable persons, improve the role of peace operations, and increase the use of specific measures aimed to reduce the number of violations.\textsuperscript{174} With more people being affected by conflict and for a longer time period, the impact of armed conflict continue to create adverse effects on billions of people globally.\textsuperscript{175}

\textbf{Further Research}

What additional measures should the Security Council put in place to better protect civilians affected by armed conflict? How can or should R2P be expanded to include additional protection measures? How can further protections be applied to the protection of vulnerable groups such as women, youth, and children? How can Security Council or UN reform be used to give a better focus to protection of civilians affected by armed conflict? How can the role of peacekeeping be used to better support the prevention of armed conflict, before impacting civilians? What role do women and other vulnerable groups play in the prevention of armed conflict, and what role do they play in ensuring adequate protections are established for these vulnerable groups?

\textbf{Annotated Bibliography}


\textit{Understanding the practicalities and use of R2P in the context of current ongoing armed conflicts will be important in determining how R2P can better be used in the current UN Security Council system. This will also allow delegates to understand the different types of armed conflicts, provide some statistics on the impacts on civilians, and a history on some of the systemic issues with armed conflict. Delegates will also find this resource to provide some recommendations on how R2P can be used to improve current armed conflicts.}


\textit{Understanding the role peacekeepers have in achieving the protection of civilians in areas affected by armed conflict will provide delegates with a sound understanding of what actions they can take, and how their work leads to the better protection of civilians. This document looks into the role the Security Council plays, its mandate and relationship}


\textsuperscript{171} UN OHCA, \textit{Building a Culture of Protection: 20 Years of Security Council Engagement on the Protection of Civilians}, 2019.

\textsuperscript{172} Ibid.

\textsuperscript{173} Ibid; Ibid.

\textsuperscript{174} Ibid; Ibid.

\textsuperscript{175} Ibid.
to peacekeeping, and provides some additional recommendations. This document also provides a number of examples of peacekeeping operations and protection of civilians.


Providing a comprehensive overview of the protection of civilians in the context of the Security Council, this document will allow delegates to better understand what has been done, as well as what has or has not been successful. The report begins with a historical overview of how protection has evolved, and then talks about some of the challenges beyond 2019. The report provides a detailed account of some of the most pressing challenges like forced displacement and protection of vulnerable groups. The report also provides a sound understanding of the challenges in enforcing accountability, the use of peacekeeping operations, and some additional recommendations on enhancing protection measures.


This resolution called for the prevention of all forms of grave violence including genocide, as a reminder of the Rwandan Genocide in 1994. This resolution also highlighted the importance that all states have the responsibility to protect civilians in all forms of conflict. The resolution called on states to reaffirm their commitment to the Responsibility to Protect as outlines in the 2005 World Summit Outcome Document, condemn any and all forms of genocide, as well as calling for increased collaboration to understand potential forms of future genocide. Delegates will find this document useful in understanding some of the key actions that the Security Council needs to take, as well as develop a better understanding of R2P.


In the recent report of the Secretary-General, he identified a number of challenges for protection of civilians affected by armed conflict, including identifying an overarching challenge of accountability and respect for IHL. The report will outline the current state of protection of civilians and highlight some of the key challenges that are faced globally. In his report, he also highlights the disproportionate impacts of PWDs, missing persons, and hunger related to armed conflict. The report also highlights some new challenges including advanced weapons technologies, digital technology, and peace missions. Delegates will find this report useful as it outlines the current state of the topic and provides practical opportunities for delegates to work to address the topic.

Bibliography


II. Addressing Security Challenges in Northern Africa and the Sahel

Introduction

The Northern Africa and the Sahel regions currently face numerous security challenges that pose a significant threat to international peace and security. The United Nations Economic Commission for Africa considers Northern Africa as those countries consisting of Algeria, Egypt, Libya, Morocco, Sudan, Tunisia, and Western Sahara. The Sahel encompasses Burkina Faso, Cameroon, Chad, Gambia, Guinea, Mali, Mauritania, Niger, Nigeria, and Senegal. Weak governance, insufficient border management, political instability, and corruption have allowed several security challenges including transnational organized crime, illicit trafficking, and terrorism to thrive in both regions. According to the United Nations Office for West Africa and the Sahel (UNOWAS), escalating violence and insecurity resulting from terrorism and intercommunity conflicts in the Sahel has left 5.1 million people in the region vulnerable and in need of humanitarian assistance.

Foreign terrorist fighters (FTFs), are individuals who travel to another state "for the purpose of the perpetration, planning, or preparation of, or participation in, terrorist acts or the providing or receiving of terrorist training", and constitute a grave, growing threat to states in Northern Africa and the Sahel. Weak governance and border security in these regions often allow FTFs to easily move between states to carry out attacks. The same weaknesses also contribute to the survival of transnational criminal organizations, which often fund terrorist activities. As such, terrorist groups such as Boko Haram and al-Qaeda in the Islamic Maghreb (AQIM) continue to perpetrate attacks throughout the Sahel, which has led to an increase in casualties in Burkina Faso, Mali, and Niger. This resulted in 770 deaths in 2016 and increased to 4000 deaths in 2019. The Security Council, along with other regional and international organizations, have attempted to address illicit trafficking, terrorism, and transnational organized crime by addressing both the conditions conducive to such activities and the direct results. Some notable actions include the creation of the Counter-Terrorism Committee (CTC), the adoption of Security Council resolutions 2178 (2014) and 2482 (2019), both entitled "Threats to international peace and security caused by terrorist acts." These address terrorist financing and border management, the establishment of the United Nations Office for West Africa and the Sahel (UNOWAS), and the deployment of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA).

International and Regional Framework

In 2001, the Security Council adopted resolution 1373 on “Threats to international peace and security caused by terrorist acts,” which aimed to hinder the abilities of terrorist groups by calling upon Member States to suppress the financing of terrorist activities, encouraging cooperation and information sharing, and establishing the CTC to monitor state compliance with the resolution. Under Security Council

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180 Ibid.
185 Ibid.
186 Ibid; UN DPO, Where We Operate, 2020.
188 UNOWAS, Background, 2020; MINUSMA, Mandate, 2020.
189 Ibid.
resolution 1535 (2004), also labeled “Threats to international peace and security caused by terrorist acts,” the Counter-Terrorism Committee Executive Directorate (CTED) was formed to assist the CTC in monitoring and implementing resolution 1373, specifically in areas related to terrorist financing, border control, arms trafficking, law enforcement, and human rights aspects of counter-terrorism.\(^{190}\) Additionally, Security Council resolution 1624 (2005), on “Threats to international peace and security caused by terrorist acts,” called on Member States to take further measures to combat terrorism, including strengthening the security of international borders, denying protection to suspected terrorists, and enhancing dialogue between countries.\(^{191}\) Moreover, Security Council resolution 2178 (2014) acknowledged the security threat posed by FTFs and advised Member States to increase preventative measures such as effective border control and disrupting financial support.\(^{192}\) Recognizing how organized crime can help finance terrorism, the Security Council subsequently adopted resolution 2482 (2019) which urged Member States to engage in enhanced coordination, strengthen border management, and implement legislation to criminalize the trafficking of arms, humans, and drugs.\(^{193}\)

The General Assembly adopted the United Nations Convention Against Transnational Crime through resolution 55/25 (2001), which calls upon states to adopt and enforce legislation to criminalize participation in an organized crime group, laundering of criminal proceeds, and corruption.\(^{194}\) Moreover, the resolution acknowledged the negative effect of transnational organized crime on human rights, especially in terms of human trafficking and the smuggling of migrants, and noted the connection between transnational organized crime and terrorism.\(^{195}\) In 2006, the General Assembly adopted resolution 60/288 on “The United Nations Global Counter-Terrorism Strategy,” in which a plan of action was developed to address preventing and combating terrorism, conditions conducive to terrorism, building states’ capacity to prevent and combat terrorism, and ensuring the adherence to human rights.\(^{196}\) However, the most recent review of the Counter-Terrorism Strategy, conducted in 2018, expressed concern regarding terrorists benefiting financially from transnational organized crime.\(^{197}\) The review also revealed that the threat of FTFs continues to grow due to a lack of information sharing and weak border management, and reemphasized the need for international cooperation in order to effectively combat terrorism.\(^{198}\)

Outside of the UN, the African Union (AU) developed the *Strategy for the Sahel Region* in 2014, which addresses issues related to security, governance, and development in the Sahel region.\(^{199}\) The strategy recognized the need for the promotion of regional security cooperation, participation in security sector reform programs, and cooperation with partners in the field of security.\(^{200}\) The Strategy recommends that both the AU and Sahelian states engage in information sharing, promote confidence building measures, facilitate the operationalization and strengthening of regional cooperation structures, engage in partnership with relevant regional organizations and the UNODC, raise awareness on good military governance, and contribute efforts aimed at ensuring the involvement of civil society in the management of security issues, all in an attempt to combat insecurity in the Sahel region.\(^{201}\) In April of 2019, the AU’s Peace and Security Council (PSC) adopted the *Communique of the 845th PSC meeting on Organized Transnational Crime, Peace, and Security in Africa*, in which concern was expressed regarding the growing threat posed by organized transnational crime and the ability of terrorist organizations to finance their activities through criminal actions.\(^{202}\) The communique also underlined the need for information

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\(^{190}\) UN Security Council CTC, *About the Counter-Terrorism Committee*, 2020.


\(^{192}\) Ibid.

\(^{193}\) Ibid.


\(^{195}\) Ibid.


\(^{198}\) Ibid.


\(^{200}\) Ibid.

\(^{201}\) Ibid.

sharing, enhanced collaboration, collective security approaches to terrorism and transnational organized crime, strengthening of national security and national justice system capacities, and investment in effective border control and surveillance technologies.203

**Role of the International System**

In response to the security situation in the Sahel, the Security Council established the Office of the Special Envoy for the Sahel (OSES) in 2012.204 The role of the OSES was to coordinate the implementation of the United Nations Integrated Strategy for the Sahel (UNISS), which aimed to enhance effective governance by helping State’s attain legitimacy, establish security mechanisms capable of addressing cross-border threats, and build long-term resilience.205 Following the merger of the OSES and the United Nations Office for West Africa in 2016, the resulting entity, UNOWAS, continued to lead implementation of the UNISS as well as support regional solutions to security threats and assist in the promotion of good governance.206 However, according to the Office of the Secretary-General, as of 2018 the UNISS had failed to produce favorable outcomes regarding the reduction of violence, conflict, and terrorism in the region.207 This perceived failure was mainly due to the multiplicity of actors and initiatives in the Sahel, including 19 different regional strategies that impeded coordination and weakened coherence.208 As a result, the UN Support Plan for the Sahel was developed in 2018.209 The goal of the Support Plan is to improve coordination and strengthen collaboration with all partners in the Sahel in order to deliver better results under the UNISS, including the prevention of conflict and building sustainable peace.210

The UN Office on Drugs and Crime (UNODC) launched the Contribution to the United Nations Integrated Strategy for the Sahel in 2013, with the goal of strengthening stability and security in the Sahel and neighboring countries by addressing terrorism, corruption, illicit trafficking, and organized crime.211 The UNODC’s most recent Sahel Programme Progress Report reported positive results at a national level in Burkina Faso, Chad, Mali, and Niger, including adoption of counter-terrorism legislation and reinforcement of counter-terrorism measures, dismantling of criminal networks, and seizures of firearms.212 Moreover, the UN Department of Peace Operations (DPO) helps combat security threats in North Africa and the Sahel through several peacekeeping operations, including those in Libya, Mali, Sudan, and Western Sahara.213 Currently, there are three ongoing peacekeeping operations in North Africa and the Sahel: the United Nations Mission for the Referendum in Western Sahara (MINURSO), MINUSMA, and the United Nations Hybrid Operation in Darfur (UNAMID).214 Each of these missions’ main priorities are to protect civilians and maintain, monitor, or facilitate peace.215

Beyond the UN system, the G5 Sahel, consisting of Burkina Faso, Chad, Mali, Mauritania, and Niger, was created in 2014 as an intergovernmental cooperation framework with the goal of fighting insecurity in the region.216 In 2017, the G5 Sahel leaders launched the Cross-Border Joint Force, a military alliance tasked

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203 Ibid.
204 UN Security Council, Resolution 2071 (S/RES/2071 (2012)), 2012.
205 Ibid; Ibid.
207 UN Office of the Secretary-General, Deputy Secretary-General’s Remarks at Strategic Consultative Meeting on the Sahel Nouakchott, 28 March 2018 [as Prepared for Delivery], 2018.
210 Ibid, p. 5.
214 Ibid.
with combatting terrorism, cross-border organized crime, and human trafficking.\textsuperscript{217} The Security Council welcomed the deployment of the G5 Sahel Joint Force and adopted resolution 2391 (2017) on “Peace and security in Africa” in which they agreed to provide support to the G5 Sahel through MINUSMA in an attempt to offset the activities of terrorist and criminal groups.\textsuperscript{218} Despite support from MINUSMA, the G5 Sahel Joint Force is limited by the geographical restrictions of MINUSMA and a lack of equipment necessary to achieve full operational capacity.\textsuperscript{219} Although the Security Council has recognized recent successes by the G5 Sahel Cross-Border Joint Force in arresting some terrorists and dismantling their criminal capabilities, because of the limited capacity of the Joint Force, the region’s security situation continues to deteriorate.\textsuperscript{220}

\textbf{Terrorism and Transnational Organized Crime}

Terrorism also presents a security challenge in Northern Africa and the Sahel, as groups like Boko Haram and AQIM continue to carry out attacks and kill thousands of innocent people in the regions.\textsuperscript{221} Boko Haram, AQIM, and other terrorist organizations within Northern Africa and the Sahel have committed acts of terrorism, violated human rights, increased the flow of arms, and engaged in both human and drug trafficking.\textsuperscript{222} The Sahel’s vast, porous borders that are the result of the remoteness of locations, limited State presence and capacities, and ethnic homogeneity of cross-border communities, are difficult to monitor and control.\textsuperscript{223} These permeable conditions allow terrorist groups to lay claim to one area and slowly infiltrate the wider region using FTFs, as was the case with jihadists residing in Mali carrying out attacks on neighboring states Mauritania, Niger, and Algeria.\textsuperscript{224} Effective border security is key in the implementation of counter-terrorism measures according to the Office of Counter-Terrorism, as better border management helps to prevent and counter the cross-border flow of suspected terrorists and FTFs.\textsuperscript{225} The Security Council and the CTC have recommended that states implement measures regarding the issuance of identity papers and travel documents, more effective use of the International Criminal Police Organization (INTERPOL) database, and coordinated border management strategies to facilitate more effective border management and hinder the ability of FTFs to travel between states.\textsuperscript{226} However, weak governance, a lack of financial and human resources, and a shortage of cooperation between states across North Africa and the Sahel disallows the application of such border management.\textsuperscript{227} Secretary-General António Guterres has also proposed joint border security initiatives and information sharing between national defense forces as a way to overcome these challenges, but states have yet to take any action.\textsuperscript{228}

Like terrorist groups, transnational criminal organizations across North Africa and the Sahel commit human rights abuses and engage in trafficking of arms, drugs, and humans.\textsuperscript{229} Lack of economic opportunities, limited regional cooperation, weak security and defense sectors, and porous borders across the region allow for such illicit activities to take place.\textsuperscript{230} Transnational organized crime is also aided by corruption and the absence of rule of law seen in some areas of Northern African and the

\begin{itemize}
\item \textsuperscript{217} Ibid.
\item \textsuperscript{218} UN Security Council, \textit{Resolution 2391 (S/RES/2391 (2017))}, 2017, p. 4.
\item \textsuperscript{221} Gberie, \textit{Terrorism Overshadows Internal Conflicts}, 2016.
\item \textsuperscript{222} Ibid, p. 2.
\item \textsuperscript{223} UNDP, \textit{Border Management and Border Communities in the Sahel}, 2015.
\item \textsuperscript{224} Ibid, pp. 2-3; Ibid.
\item \textsuperscript{225} Ibid.
\item \textsuperscript{226} UN Security Council CTC, \textit{Border Management}, 2020; Ibid.
\item \textsuperscript{227} Ibid, p. 2.
\item \textsuperscript{228} UN DGC, \textit{Better Control of Borders, Private Security Firms Key to Stopping ‘Guns for Hire’}, \textit{Speakers Say at Security Council Debate on Mercenary Activities in Africa}, 2019.
\item \textsuperscript{229} Ibid, p. 2.
\item \textsuperscript{230} Ibid, p. 3.
\end{itemize}
Moreover, to the detriment of human rights and security, transnational crime organizations sometimes adopt terrorist tactics in order to achieve their goals and to deter the state or other transnational crime organizations.\textsuperscript{232} In addition to constituting a security threat in itself, transnational organized crime also helps fund terrorist groups.\textsuperscript{233} Terrorist groups may be directly or indirectly linked to criminal organizations, using the funds gained from trafficking, extortion, and kidnapping for ransom, to finance terrorist activities.\textsuperscript{234} In order to effectively counter terrorist groups benefitting from organized crime, the Security Council recommended in resolution 2482 (2019) that Member States enhance coordination efforts, strengthen the capacity of criminal justice systems, and engage relevant local communities and non-governmental actors in developing strategies in order to reduce violent extremism.\textsuperscript{235} The resolution also recognized the importance of good governance and the need to fight corruption in order to combat transnational organized crime.\textsuperscript{236} Still, insufficient border security, corruption, and often the absence of rule of law, continue to add to the insecurity in Northern Africa and the Sahel, as they create an environment conducive to illicit activities.\textsuperscript{237}

**Case Study: Mali**

Mali provides an example of the culmination of two major threats to security in Northern Africa and the Sahel: terrorism and organized crime.\textsuperscript{238} Armed separatist rebellions and political instability have been a source of recurring violence in Mali since its independence.\textsuperscript{239} The violence only escalated when separatists captured northern Mali in 2012.\textsuperscript{240} Since then, a lack of territorial control, corruption, insufficient law enforcement, and ethnic tensions have allowed terrorist groups such as AQIM and organized crime groups to flourish.\textsuperscript{241} Criminal networks that operate within Mali also provide opportunities for AQIM to finance their jihadist pursuits through trafficking drugs, weapons, humans, and legitimate goods such as oil, medicine, and food.\textsuperscript{242} Additionally, AQIM and other terrorist groups contributed to the 2012 uprising that caused Mali to lose control over half of its territory to the National Movement for the Liberation of Azawad (MNLA).\textsuperscript{243} Illicit trafficking also contributed to the loss of state control by magnifying existing corruption and providing sources of funding to terrorist groups.\textsuperscript{244} MNLA and terrorist control of the territory has led to numerous violations of human rights including arbitrary killings, disappearances, and kidnappings.\textsuperscript{245}

In July of 2012, the Security Council determined that the situation in Mali constituted a threat to international peace and security, and subsequently adopted resolution 2056 (2012) on “Peace and security in Africa,” demanding the immediate cessation of hostilities and urging Member States within the Sahel to enhance international cooperation to combat AQIM.\textsuperscript{246} The following month, former Secretary-General Ban Ki-moon reported a rise in extremism, criminal activity, and human rights violations in Mali.\textsuperscript{247} In response, the Security Council adopted resolution 2017 (2012) in which it threatened to impose

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\textsuperscript{234} Ibid.

\textsuperscript{235} Ibid.

\textsuperscript{236} Ibid.

\textsuperscript{237} Ibid, p. 2.

\textsuperscript{238} Ibid, p. 15.

\textsuperscript{239} Ibid, p. 15.


\textsuperscript{241} Ibid, p. 19.

\textsuperscript{242} Ibid, pp. 20-24.

\textsuperscript{243} Ibid, p. 21.

\textsuperscript{244} Ibid, p. 25.


\textsuperscript{247} UN DGC, *Secretary-General Urges Security Council to Consider Imposing Sanctions on Those Fanning Crisis in Northern Mali*, 2012.
targeted sanctions on rebel groups who refused to cut ties with terrorist organizations. Continued terrorist attacks and the worsening humanitarian situation led the Security Council to establish MINUSMA through resolution 2100 (2013) on “Mali,” with a mandate to support transitional authorities in Mali. MINUSMA’s mandate was expanded with the adoption of Security Council resolution 2164 (2014), to ensure security, stabilization, and protection of civilians, as well as rebuilding the security sector and the promotion and protection of human rights. The actors involved in Mali came together to sign the Agreement on Peace and Reconciliation in Mali on 20 June 2015, agreeing to respect the national unity, recognize and promote cultural diversity, reject violence, maintain respect for human rights, fight against corruption and impunity, and fight against terrorism, drug trafficking, and all other forms of international organized crime. However, violations of the ceasefire were observed soon after the peace agreement was signed. Currently, the situation in Mali is still of great concern, as peacekeepers, national and international security forces, and civilians continue to be the targets of terrorist attacks.

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**Conclusion**

Northern Africa and the Sahel represent complex issues in combatting security challenges such as transnational organized crime, illicit trafficking, and terrorism. The international community has attempted to combat these issues, as well as understand and address the underlying causes. Within the UN, the Security Council has adopted several resolutions and established committees or offices that aim to address terrorist financing, illicit trafficking of arms, drugs, and humans, deficient border security, and lack of international cooperation. On a regional level, the G5 Sahel and the AU have also developed action plans to mitigate harm in the region’s most negatively affected by security threats. Still, Northern Africa and the Sahel continue to see an increase in violence, as terrorist groups capture more territory and perpetrate successful attacks. As weak governance, insufficient border management, and corruption continue to allow the growth of the aforementioned threats to security, the international community is tasked with providing assistance to states in the regions, in order to build the necessary governing and military capacity to combat security challenges and reinforce stability.

**Further Research**

When researching this topic, delegates should consider conditions that may be conducive to both the mentioned security challenges as well as their underlying causes. Some questions to consider are: How can the Security Council enhance cooperation in the region in order to defeat terrorist organizations such as Boko Haram and AQIM? Would an increase or enhanced mandate of peacekeeping missions be beneficial to combatting security challenges? How can the Security Council prevent the rise in radicalization and terrorist groups in Northern Africa and the Sahel? What does the case of Mali teach us about security in the Sahel?

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248 Ibid.
249 UN Security Council, Resolution 2100 (S/RES/2100 (2013)), 2013; Ibid.
250 Ibid.
251 Agreement for Peace and Reconciliation in Mali Resulting from the Algiers Process, 2015.
256 Ibid.
257 Ibid; Ibid.
258 Ibid.
260 Ibid.
Annotated Bibliography


Adopted by the AU's Peace and Security Council, this communiqué provides a response to the growing threat to peace and security posed by organized transnational crime and terrorism. In the document, the AU recognizes weaknesses in the capacities of State security agencies, the lack of international cooperation and coordination, and ineffective border control. Therefore, Member States are encouraged to take the necessary steps to combat organized transnational crime and terrorism by addressing these issues. Delegates may find this source useful in developing a regional understanding of the issues at hand.


This report looks closely at security challenges within the Sahel through the lens of Mali. The case study focuses on three main threats: separatism, armed Islamism, and organized crime, as well as the links between each of the transnational threats. This source will be helpful for delegates to better understand how these security issues affect individual states within the regions and how some threats may be conducive to others.


The UN Support Plan for the Sahel acts as an instrument to foster coordination and strengthen collaboration between Sahelian states for greater results under the UNISS framework. The plan surrounds six priority areas including: cross-border cooperation, prevention and sustaining peace, inclusive growth, climate action, renewable energy, and women and youth empowerment. Using this resource may help delegates develop recommendations to address the root causes of violent extremism and conflict.


The Global Counter-Terrorism Strategy is a comprehensive action plan aimed at preventing and combating terrorism through international cooperation. The strategy names four central measures: addressing the conditions conducive to the spread of terrorism, preventing and combating terrorism, building States’ capacity to prevent and combat terrorism, and ensuring respect for human rights and the rule of law. Using this resource may help delegates understand the underlying issues related to terrorism and gain a full understanding of the UN’s mission in this regard.


As a foundational resolution discussing international peace and security and terrorism, it laid the groundwork for future resolutions regarding counter-terrorism initiatives. It required all Member States to implement measures to enhance their ability to prevent and counter terrorist activities such as suppressing financing of terrorism, recognizing the connection between transnational organized crime and terrorism, sharing operational information, and establishing the Counter Terrorism Committee. This document points to policy areas that hinder terrorist activities, which delegates may find useful in developing solutions.
This report provides background information on security threats within the Sahel such as terrorism and transnational organized crime, laying out the problems with weak governance along with development and humanitarian challenges which may affect regional security. It also references existing initiatives to address said challenges in the Sahel, including the UN Special Envoy for the Sahel, and includes the United Nations Integrated Strategy for the Sahel (UNISS). The document may be useful in providing base level knowledge on the issue and information helpful for making recommendations.

The 2020 report of the Secretary-General provides recent information regarding the situation in Mali. It covers major political and security developments in addition to the protection of civilians, the human rights, humanitarian, and economic situations, the capacities of MINUSMA, and observations from Mali as of March 2020. This source will be useful to delegates in gaining a better understanding of the current situation in Mali as well as contextualizing their major challenges.

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