



**SRMUN CHARLOTTE 2020**  
***Forging Connections: Building a Community Among Nations Through Diplomacy***  
**March 28-30, 2020**  
[SC\\_Charlotte@srmun.org](mailto:SC_Charlotte@srmun.org)

Delegates,

Welcome to SRMUN Charlotte 2020 and the Security Council (SC). My name is Lindsay Pendleton, and I have the pleasure of serving as your Director for the SC. This will be my fourth time as a SRMUN Charlotte staff member. Previously, I have served as Assistant Chief Justice of the International Court of Justice, Assistant Director of the United Nations Development Programme, and Director of Security Council. In May of 2018 I graduated from Guilford Technical Community College with an Associate of Arts Degree. I am currently attending the University of North Carolina Chapel Hill, where I study History and Public Policy. Our Assistant Director, Yara Al Bayyari, is joining us for her second time on SRMUN staff. Yara has participated in four conferences as a delegate, and previously served as the Assistant Director for G77 in Charlotte 2019. Yara is currently working on obtaining her BA in Political Science and International Studies with a minor in America Studies from the University of North Carolina at Charlotte.

Established in 1945 under Chapter V of the United Nations (UN) Charter, the Security Council (SC) is one of the six original organs of the UN. The SC has 15 Member States with China, France, Russia, the United Kingdom, and the United States being permanent members, known as the P5. The other ten members are appointed by the General Assembly based on geographic location. P5 Voting in the SC carries more weight than in other UN assemblies, as a substantive vote that includes a vote of “no” from a P5 member automatically does not pass. Additionally, the SC is one of the most powerful bodies of the UN, as Article 25 of the UN Charter, also known as the “obligation clause,” requires UN Member States to enforce SC resolutions.

In accordance with the nature of the SC, this Council will work with an open agenda for SRMUN Charlotte 2020. Delegates are responsible for identifying pressing topics or situations and to present them to the body for discussion.

The background guide provides an introduction to the committee. As we approach conference, general updates about some of the most critical situations currently threatening worldwide peace and security will be released to SC delegates. These updates should be utilized as a foundation for a delegate’s independent research rather than as the single mode of analysis for the topics of your choosing. Delegates are expected to go beyond the background guide and engage in intellectual inquiry of their own. The position papers for the committee should reflect the complexity of two of the most pressing issues affecting Member States and their externalities. Delegations are expected to submit a position paper and be prepared for a vigorous discussion at the conference. More information on the functioning of the SC and what is expected both before and at conference can be found in the attached addendum.

Position papers should be no longer than two pages in length (single spaced) and demonstrate your Member State’s position, policies, and recommendations on each of two topics of your choosing. For more detailed information about formatting and how to write position papers, delegates can visit [srmun.org](http://srmun.org). **All position papers MUST be submitted no later than Friday, March 6, 2019, by 11:59pm EST via the SRMUN website.**

Yara and I are very excited to be serving as your Dais for the SC. We wish you all the best of luck in your conference preparation and look forward to working with you in the near future. Please feel free to contact Director-General Vanessa DuBoulay, Yara, or myself if you have any questions while preparing for the conference.

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## History of the Security Council

Established in June of 1945 under Chapter V of the Charter of the United Nations (UN), the Security Council (SC) is one of the original six organs of the UN.<sup>1</sup> Article 1 of the Charter of the United Nations states that the first purpose of the UN is to “maintain international peace and security, and to that end: to take effective collective measures for the prevention and removal of threats.”<sup>2</sup> The UN Charter further assigns the Security Council the responsibility to “act in accordance with the Purposes and Principles of the United Nations,” to submit annual and special reports to the General Assembly, and to assess the existence of threats to peace, breaches of peace, and acts of aggression in the international community.<sup>3</sup> The SC also recommends candidates to the General Assembly for appointment to the Secretariat of the UN.<sup>4</sup>

The SC consists of 15 Member States, each of which may cast one vote.<sup>5</sup> Article 23 of the Charter of the UN allows for five of these Member States to be permanent members. Most commonly referred to as the P5, these Member States consist of China, France, Russia, the United Kingdom of Great Britain and Northern Ireland, and the United States of America.<sup>6</sup> The P5 are granted a unique ability known as the power of veto. As outlined in Article 27 of the Charter of the UN, all substantive matters shall pass the SC by “an affirmative vote of nine members,” provided all five permanent members either vote affirmatively or abstain from voting.<sup>7</sup> This ultimately means that, unlike other bodies of the UN, a simple majority is not enough to pass a resolution in the SC. Resolutions require the consent or abstention of the P5. All non-substantive or procedural matters also pass the SC by an affirmative vote of nine members; however, votes against by members of the P5 do not automatically invalidate the motion.<sup>8</sup>

In regard to the composition of the SC, it is at the discretion of the General Assembly to fill the remaining ten spots with Member States that will serve as the non-permanent members of the SC.<sup>9</sup> Pursuant to General Assembly Resolution 1991 (XVIII) of December 17, 1963, these ten spots are filled on a geographic basis: five Member States are selected from African and Asian Member States, one from Eastern European Member States, two from Latin American Member States, and two from Western European and other Member States.<sup>10</sup> These non-permanent members of the SC serve staggered two-year terms.<sup>11</sup> A representative from each of the SC Member States must be present at the UN Headquarters in New York City at all times to ensure representation due to the inevitable likelihood of an emergency SC meeting.<sup>12</sup>

“An important clause to take note of in the SC is known as the ‘obligation clause’ and can be found in Article 25 of the UN Charter.” This clause compels all Member States to “accept and carry out the decisions of the Security Council.”<sup>13</sup> Venues of action that the SC may take are outlined in Chapter VII of the UN Charter. In the interest of reducing aggression and promoting peace, Chapter VII suggests the use of diplomacy, which Article 40 of the Charter of the UN dictates as the first step in the SC’s intervention process.<sup>14</sup> First among Chapter VII’s more coercive prescripts is Article 41 of the Charter of the UN, which enables the SC to take non-militarized action against assessed threats within the international community.<sup>15</sup> Such actions include “complete or partial interruption of economic relations and of rail, sea, air, postal, telegraphic, radio, and other means of communication, and the

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<sup>1</sup> “About: Security Council,” The United Nations, <http://www.un.org/en/sc/about/> (Accessed July 19, 2018).

<sup>2</sup> The United Nations, *Charter of the United Nations*, June 26, 1945.

<sup>3</sup> The United Nations, *Charter of the United Nations*, June 26, 1945.

<sup>4</sup> The United Nations, *Charter of the United Nations*, June 26, 1945.

<sup>5</sup> The United Nations, *Charter of the United Nations*, June 26, 1945.

<sup>6</sup> “UN Security Council Working Methods,” Security Council Report, <https://www.securitycouncilreport.org/un-security-council-working-methods/procedural-vote.php> (Accessed July 19, 2018).

<sup>7</sup> United Nations Security Council, Resolution 1, (S/RES/1), 1946.

<sup>8</sup> “United Nations Security Council,” United Nations, <http://www.un.org/en/sc/about/faq.shtml> (Accessed July 11, 2019).

<sup>9</sup> The United Nations General Assembly, Article 27, Chapter VII, (A/RES/1991) (XVIII)

<sup>10</sup> “United Nations Security Council,” United Nations, <http://www.un.org/en/sc/about/faq.shtml> (Accessed July 11, 2019).

<sup>11</sup> “About: Security Council,” The United Nations, <https://www.un.org/en/sc/about/> (Accessed July 19, 2018).

<sup>12</sup> The United Nations, *Charter of the United Nations*, June 26, 1945.

<sup>13</sup> The United Nations, *Charter of the United Nations*, June 26, 1945.

<sup>14</sup> “Highlights of Security Council Practice 2018,” United Nations, <https://unite.un.org/sites/unite.un.org/files/app-schighlights-2018/index.html>. (Accessed July 11, 2019).

<sup>15</sup> “How are we funded,” United Nations Peacekeeping, <https://peacekeeping.un.org/en/how-we-are-funded> (Accessed January 7, 2020).

severance of diplomatic relations.”<sup>16</sup> In the event of the failure of unarmed intervention, the UN Charter enables the SC to carry out militarized action in Article 42.<sup>17</sup> Chapter VII further stipulates all militarized responses of the SC must be planned with the advice of the Military Staff Committee established by S/RES/1 and formed by members of the P5.<sup>18</sup> Member States are expected to comply in “affording mutual assistance” in the militarized endeavors of the SC.<sup>19</sup>

The UN enforces a multi-step approval process for any new or expanded peacekeeping missions. First, a survey mission is sent to the affected region and the budget for the peacekeeping mission will depend on the findings of this operation.<sup>20</sup> Second, the Secretary-General presents a report to the SC to express the necessity of deploying a peacekeeping operation and its projected associated costs.<sup>21</sup> Third, the SC convenes to deliberate the operation and, should they choose to initiate, pass a resolution to establish a mandate to start the operation.<sup>22</sup> A team of UN peacekeepers is sent as soon as possible, as established by the mandate.<sup>23</sup> From there on, the peacekeeping budget is prepared for a duration of 12 months, from July to June, based on the most recent mandate of the body.<sup>24</sup> These endeavors were afforded a budget of USD 6.80 billion in the past fiscal year.<sup>25</sup>

Funding for the SC comes from the General Budget of the UN, which is maintained by the contributions of Member States.<sup>26</sup> Individual Member States may be expected to contribute as little as 0.001 percent to as high as 22 percent of the budget.<sup>27</sup> In funding the peacekeeping budget, which is separate from the General Budget of the UN, contributions of underdeveloped and developing Member States are rather discounted.<sup>28</sup> On the contrary, Member States of the P5 are expected to fund the resultant deficit.<sup>29</sup> Voluntary contributions are also accepted to fund UN operations and these contributions are made at the discretion of individual Member States.<sup>30</sup>

As of the end of 2018, the SC had held over 288 meetings, passed a total of 54 resolutions and released 21 presidential statements.<sup>31</sup> The security council also took into consideration 48 potential agenda items, and also dispatched four field missions to Afghanistan, Bangladesh, Myanmar, and the Democratic Republic of the Congo.<sup>32</sup> The SC also chose to lift the previous arms embargos, travel bans, and other remaining sanctions placed on Eritrea.<sup>33</sup> At the end of the year, the SC had passed resolution 2451 which issued the deployment of an advance team to monitor the conflict in Yemen and support the implementation of the Stockholm agreement.

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<sup>16</sup> “Approved resources for peacekeeping operations for the period from 1 July 2017 to 30 June 2018,” The United Nations, <https://digitallibrary.un.org/record/1291034?ln=en> (Accessed July 11, 2019).

<sup>17</sup> “UN Budget Process,” Better World Campaign, <https://betterworldcampaign.org/us-un-partnership/importance-of-funding-the-un/un-budget-process/> (Accessed July 19, 2019).

<sup>18</sup> “Understanding the United Nations Budgetary Process,” The United Nations, <http://www.un.org/en/ga/fifth/Presentations/64th%20Session/budgetingprocess2008.09.18.pdf> (Accessed July 19, 2019).

<sup>19</sup> “Annual Report.” United Nations. <https://www.securitycouncilreport.org> (Accessed July 13, 2019).

<sup>20</sup> “Annual Report.” United Nations.

<sup>21</sup> “Annual Report.” United Nations.

<sup>22</sup> “Annual Report.” United Nations.

<sup>23</sup> “Annual Report.” United Nations.

<sup>24</sup> “Annual Report.” United Nations.

<sup>25</sup> “Annual Report.” United Nations.

<sup>26</sup> “Annual Report.” United Nations.

<sup>27</sup> “Annual Report.” United Nations.

<sup>28</sup> “Annual Report.” United Nations.

<sup>29</sup> “Annual Report.” United Nations.

<sup>30</sup> “Annual Report.” United Nations.

<sup>31</sup> “Annual Report.” United Nations.

<sup>32</sup> “Annual Report.” United Nations.

<sup>33</sup> “Annual Report.” United Nations.

## Security Council Simulation Addendum

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### **I. Overview of Agenda**

#### Adoption of Agenda

The Security Council's (SC) annual agenda can be generated from the following five sources: the previous year's agenda, the President of the Security Council, any United Nations (UN) Member State, the UN Secretary-General and/or other UN bodies. Regarding the previous year's agenda, the SC may decide to keep some items on its agenda if more discussion is deemed necessary by the body. For example, a universal yet timeless topic that re-appears on the agenda nearly every year is Women, Peace and Security.

Additionally, the Office of the Security Council President plays a crucial role in determining the agenda, as maintains the ability to place items on the agenda. For example, in January 2000 the United States of America, which held the Office of the Presidency at the time, placed AIDS as a threat to international security on the agenda.

Furthermore, Article 35 of the UN Charter grants UN Member States the right to refer disputes to the SC. In 1948, India used this mechanism to refer the situation in Kashmir to the SC. Likewise, under Article 99, the UN Secretary-General may bring items to the attention of the Security Council, as seen when Former Secretary-General Javier Perez de Cueller asked the SC to investigate violations of the Geneva Convention in the Iran-Iraq war of the 1980s.

Finally, other UN bodies may refer items to the SC. The General Assembly, for instance, is afforded this right under Article 11 of the UN Charter. General Assembly Resolution 194 of 1948, for example, requested the SC discuss the demilitarization of Jerusalem.

In preparation of the formal agenda for the year, the President of the SC and the Secretary-General prepare a provisional agenda based on all sources of potential items. The provisional agenda is provided to the members of the SC, who then discuss and adopt the agenda. The SC may choose to discuss or not to discuss any agenda item referred to it by another body or Member State.

#### How the SRMUN Security Council Will Set the Agenda

The SC at SRMUN will operate differently than other committees held at SRMUN conferences. As opposed to providing delegates with pre-selected topics to consider, the SC, in line with how the real committee operates at the UN, will have an open agenda. The committee is charged with setting the agenda based on current issues of importance to the SC by means of a majority vote. Each delegate will be responsible for presenting two potential topics within their position papers that they will later defend before the Council to be considered as agenda items. These two topics should reflect the most important issues or crisis affecting your Member State. Additionally, these topics do not need to reflect the topics presented to the delegates in the three updates that you will be provided as we approach conference.

The SC will operate independently of the other organs at SRMUN due to the possibility of a crisis scenario. Therefore, other UN organs represented at SRMUN will not refer items to the SC. The Secretary-General and the President of the SC are staff members and will not impact substantive debate, except when necessary. This leaves the agenda in the hands of the SRMUN SC delegates. Delegates to the SC should therefore be prepared for a range of likely topics.

After the roll is called, the President of the SC will open discussion of the agenda. Delegates may make formal

speeches and utilize caucuses to discuss potential topics and negotiate how to proceed. After some discussion and negotiation, delegates may make motions to set the agenda. An example of such a motion is:

*“The Delegate from Jordan moves for a discussion of the Situation in the Middle East.”*

Note that the naming of the topic will affect the breadth of the topic. For instance, the issue of “Israeli practices concerning the human rights of the Palestinian people” is much narrower and more focused than “the situation in the Middle East.”

There can be multiple motions for different agenda items, but each motion can only name one potential agenda item. Motions for agenda items will be voted on in the order in which they are received. The first motion to receive nine or more affirmative votes will be the agenda item. At the conclusion of discussion of that agenda item (either through voting or adjournment of the agenda item), the SC will again move back into a discussion of setting the agenda, and the process will proceed until the next agenda item passes by nine or more votes. Delegates may choose to negotiate more than one agenda item at a time, but they can only vote on one item at a time. For example, delegates may decide amongst themselves to discuss “the Situation regarding Iran’s atomic energy program” and then “Children in Armed Conflict.” However, only one agenda item may be adopted at a time. Thus, delegates would move to set the agenda as the first topic. Once the topic regarding Iran has been discussed and resolutions have been voted on or discussion on the topic has been adjourned, then the SC will move to discuss the agenda again, and delegates would have to move to discuss “Children in Armed Conflict.”

## **II. Voting**

The SRMUN SC will adhere to the voting rules set forward in the UN Charter. All votes (both procedural and substantive) in the Security Council require nine affirmative votes to pass, as outlined in the UN Charter. For instance, a vote of eight in favor, with zero opposed and seven abstentions would fail. Substantive votes (resolutions, amendments, and the second vote on division of question) additionally require the “concurring votes” of the Permanent 5 (P-5) members of the SC (China, France, Russia, UK, and US). The UN interprets that an abstention by a member of the P-5 does not represent a veto. Therefore, for a resolution to pass, all members of the P-5 must either vote yes or abstain, and the resolution must receive nine affirmative votes. Note that the P-5 have rarely utilized the veto in the past eight years; only 12 vetoes have been cast in that time, and in 1996, 1998 and 2000, no vetoes were cast.<sup>34</sup>

## **III. Position Papers**

Due to the open agenda of the SRMUN Security Council, delegates will be asked to write position papers that are different from all other SRMUN committees. In place of two topics in the Background Guide, delegates will be presented with three relevant topic updates in the weeks leading up to conference. These topic updates are intended to help prepare delegates with awareness of real-world events that may impact debate in committee. Please note that topics chosen by delegates do not need to reflect those topics presented in the updates to the Committee.

For their position papers, delegates should identify two issues related to international peace and security that best reflect the interests of their Member State. Position papers should present the significance of the two issues in the order in which their Member State wishes to see them addressed. For instance, the delegate for Chad may propose the following two topics in order: 1) UN Efforts to Remove Landmines; and 2) Eliminating the Small Arms trade in Africa, whereas the delegate for the United Kingdom may propose: 1) UN Participation in the Rebuilding of Iraq; and 2) Terrorism.

## **IV. Crisis**

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<sup>34</sup> This chart breaks down use of the veto by decade/year. “Changing Patterns in the Use of the Veto in the Security Council.” Global Policy Forum. <http://www.globalpolicy.org/security/data/vetotab.htm>

## Background

The UN Charter of the United Nations states that the Security Council should be able to function continuously, and that the Security Council is the primary UN organ for dealing with crises that could impact international peace and security. Delegates to the SC must be prepared to handle an international crisis at any time.

## SRMUN Security Council

Addressing a crisis situation is often a piece of the work of the SRMUN SC. If a crisis situation arises, the Secretariat will provide delegates with pertinent briefing materials and periodic updates. The Secretariat will also forward communications from the governments of SC Member States to their representatives, likely in the form of reports and communiqués. Other committees at SRMUN may or may not become involved; however, if such a situation arises, the SC will be notified. If other SRMUN committees are not involved, then SC delegates **SHOULD NOT** interfere with the work of delegates in other committees. It is up to SRMUN SC delegates to decide a course of action to attempt to resolve a crisis. The primary tools for delegates to resolve a crisis are diplomacy and negotiation. Delegates should be prepared to represent the interests of their Member State in any potential crisis.

### V. Outside Parties

## Background

The UN Charter gives the SC the option to invite non-Member States of the SC to participate, without vote, in discussions that affect the non-Member States.

## SRMUN Security Council

The resources of SRMUN are limited, so logistically, it may not be possible to honor all requests. If a potential crisis requires it, SRMUN may seek ways to accommodate such a request. To invite a non-Member State, delegates must first advise the committee Director and Assistant Director of the request. If it is cleared, a delegate should make a motion such as: "Under Article 32, the delegate from Argentina moves for the invitation of representatives from Cameroon to participate in a discussion of the agenda item under discussion." The motion requires a vote of nine in favor to pass.

### VI. The Double Veto

## Background

When the UN was created, the ultimate decisions on whether a vote in the Security Council was procedural or substantive was left up to the SC itself. On rare occasions, P-5 members are able to question whether an item is procedural or substantive. This motion which requires nine affirmative votes and a yay or abstention from each of the P-5 members. For instance, a P-5 member may challenge the Security Council President's ruling that an issue is procedural. The Security Council then has a substantive vote on whether the issue is procedural or not. The P-5 member can veto this vote, making the issue substantive, then veto the original motion. This is known as the double veto. The double veto is rarely used.

## SRMUN Security Council

The SRMUN Security Council has limited meeting time, and the desire of the committee is to maximize the available time. The Director of the Security Council has the right to limit the use of the double veto on



procedural issues that have minor impacts on debate such as suspension of the meeting and setting the speaker's time. However, procedural motions such as agenda setting or inviting a party to a dispute could be subject to a potential double veto.

To call for the double veto, a member of the P-5 should raise their placard after a motion has been made, but before a vote has been taken and make the following motion:

*"The delegate from the UK moves to declare this motion a procedural motion."*

For Example:

*"The Delegate from Romania moves for a discussion of the Use of Pre-Emptive Force."*

The Delegate from the UK raises their placard in their left hand and is recognized:

*"The Delegate from the UK moves to declare this motion a procedural motion."*

Once the President accepts this motion, the Security Council moves to a substantive vote on whether or not the motion to set the agenda is procedural. A "yes" vote means that it is procedural; a "no" vote means that it is substantive. If the UK votes no, then the motion to set the agenda is considered substantive. At this point, the Security Council votes substantively on the motion to set the agenda. A no vote from any member of the P-5 will veto the motion.

If you have any questions about these issues or any other Security Council related question, please do not hesitate to consult your Director, Assistant Director, the Director-General or Deputy Director-General.

### The Double Veto

