



EN  
BÄTTRE  
VÄRLD

# Model UN

ON THE CIVIL WAR IN YEMEN 2018

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## INTRODUCTION

This text is a manual for a Model UN on the subject of the civil war in Yemen. The civil war broke out when Yemen's president resigned in the wake of the so-called Arab spring, and a conflict arose over control of power between Yemen's government and the Houthi rebels. The long-standing conflict in Yemen was described by the UN in 2018 as the world's worst humanitarian crisis. The Houthi rebels control a large part of Yemen and the civil war threatens Yemen's civilian population's access to food. At the same time, the involvement of other states in recent years has intensified the conflict.

This Model UN is designed for high school students as the main target group. During the Model UN, participants will represent the fifteen member states of the UN Security Council and discuss three topics concerning the conflict in Yemen. The topics on the agenda are the duty to protect civilians in the conflict, reconciliation and justice and humanitarian access. The goal of the Model UN is to reach an agreement on one resolution for each of these topics that can be adopted by the Security Council.

This Model UN can be performed either in its entirety or as a smaller version, a mini role-play, depending on how much time you have at your disposal. If you want to complete the mini role-play, all necessary information is summarised in the boxes marked in blue.

This Model UN focuses on what the UN Security Council can do when the individual state cannot, as a result of civil war, guarantee the security and human rights of its residents. The Model UN is based on the situation at the end of October 2018, and the roles of the participating states are described based on the

states' positions in the Security Council at that time. The role-play participants should attempt to manage the conflict as it was in October 2018.

Sweden was a member of the Security Council in the period 2016-2018, and was one of the countries actively pursuing the issue of how the conflict in Yemen could be resolved. International law, human rights and humanitarian support, as well as women's role in peace and security have been special areas of focus in this work. The Security Council has previously adopted resolutions that impose sanctions on the Houthi rebels. At a meeting on 23 October 2018, several members of the Security Council expressed their concern about the situation in Yemen.<sup>1</sup>

The manual is divided into seven parts. Part two contains instructions for the Model UN. Part three provides a brief background to the conflict and the current situation in Yemen. Part four describes the three topics to be debated during the Model UN. Part five contains the Country Positions that the participants must use. Finally, part six contains an example that shows the correct format for writing a draft resolution, and part seven contains a number of sources for further reading.

This material was developed by the United Nations Association of Sweden in collaboration with the text's author Ragnar Fahlin Strömberg and with financial assistance from the Swedish Ministry of Foreign Affairs. The UN Association of Sweden is an NGO that works for a better and stronger UN. More information about the UN Association's activities can be found on our website [www.fn.se](http://www.fn.se).

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<sup>1</sup> The statements are in English on this website: ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8379.pdf)), downloaded 18 November 2018.





The Security Council met to discuss the severe risk of famine facing 20 million people in South Sudan, Somalia, Yemen and north-east Nigeria. Secretary-General António Guterres (centre) addresses the meeting. 12 October 2017.

## INSTRUCTIONS

### PREPARATIONS

The participants will represent different states in the Security Council and their task is to agree a common solution to the situation in Yemen in the form of one or more written resolutions. In order for the participants to succeed, they will need a basic knowledge about the conflict and about the Security Council's rules of procedure. All necessary information is provided in this manual, but the students may of course be asked to supplement the material with their own research.

The manual contains a background description of the conflict and highlights three key issues, here described as topics. We recommend that each of the topics be addressed in separate resolutions. You can decide how many of these topics you want to address during the Model UN, depending on how much time you have at your disposal.

The participants are divided into groups of 2-3 people. The group is called a delegation and the participants are delegates representing a country. During the role-play, the delegations will operate based their country position. The Country Positions provide brief information about the countries views and possible strategies during the Model UN.

During the Model UN, a President chairing the Model UN is required to ensure that the negotiations progress and to determine the order in which different issues are addressed, as well as moderating the time for debates and delegates' speeches. The role of

President can be given to a teacher or former student who has experience in the United Nations role-play. You can also hire a professional President from the UN Association. Contact us at [info@fn.se](mailto:info@fn.se).

### OPENING SPEECHES

In preparation for the Model UN, the delegates write an opening speech based on their respective country position. The maximum time for each opening speech is one minute. The opening speech addresses the state's most important points and positions on the topics that are to be debated during the Model UN.

### WRITE RESOLUTIONS

The goal of the Model UN is to agree on solutions to the issues in the conflict. This solution is formulated in one or more resolution texts to be adopted through a voting procedure in the Security Council. We recommend that each delegation prepares by writing a draft resolution for each of the topics to be debated during the Model UN.

In order to facilitate the negotiations, it is important that each delegation writes its draft resolutions according to the same template. A resolution is a formal document that consists initially of introductory sentences that briefly describe the situation, followed by a number of operational sentences that address joint positions and actions. To aid you, we have provided a resolution template in section six of this manual.



Abdulmalik Abduljalil Ali Al-Mikhlafi (centre), Deputy Prime Minister and Minister for Foreign Affairs of the Republic of Yemen, speaking with Vassily Alekseevich Nebenzia (right), Permanent Representative of the Russian Federation to the UN, at the Security Council meeting on the situation in Yemen. Also pictured, Khaled Hussein Mohamed Alyemany (left), Permanent Representative of Yemen. 18 August 2017.

#### **THE SECURITY COUNCIL MEETING OPENS**

The negotiations begin with the President checking that all delegations are present, and welcoming the delegates to today's meeting. The negotiations then begin by each delegation (in alphabetical order) giving their opening speech. The opening speech must be diplomatically polite, encourage cooperation and briefly present the country's position on the matter. It is recommended that the maximum time for each opening speech is limited to one minute, in order to allow more time for the ongoing negotiations.

#### **LOBBYING TO FIND ALLIES**

Following the opening speeches, the next stage of the Model UN begins, namely lobbying. During the lobbying, the delegations negotiate freely and directly with each other, without the President managing the negotiations. The delegations should strive to form alliances with other delegations and work together to merge their respective draft resolutions into a new draft resolution which needs to be supported by as many countries as possible in order to increase the possibility of it being adopted in the vote. It is important to be creative and to be able to compromise. Each draft resolution is presented by one particular country (the proposing country) and must be co-sponsored by at least four other countries in order to proceed to debate and voting. In other words, support from five states is required for a resolution to proceed from the lobbying. Each country can present or co-sponsor no more than one resolution per topic.

#### **DEBATE**

After the lobbying, resolutions with sufficient support will be debated. When the debate is opened, it is important that the President begins with another attendance check to ensure that everyone is in place after the lobbying. The President then requests one delegate from the presenting country to read the operational clauses of the draft resolution and in this connection, the delegate is also given the opportunity to speak in favour of the draft resolution. Subsequently, other delegations are then given the opportunity to speak either in favour of or against the draft resolution. The President distributes speaking time and also has the important task of encouraging as many delegates as possible to participate in the debate, and to ensure that different opinions and arguments are heard. After each speech, delegates have the opportunity to ask questions to the speaker, provided that the speaker is open to answer questions.

#### **VOTING**

Following the debate, the Security Council enters the voting procedure. Each member state has one vote and can vote either in favour of or against the resolution or abstain. Nine votes in favour are required in order for a resolution to be adopted. It is also a requirement that none of the five permanent member states vote against. The permanent members of the Security Council are China, Russia, France, the UK and USA and they hold the right to veto any draft resolution, regardless of how many others vote in favour.

The procedure for debating and voting is repeated for each draft resolution that is co-sponsored by the required number of countries.

#### **MORE INFORMATION AND OTHER RULES**

The rules described above are sufficient to implement this Model UN. It should be mentioned that there are traditionally two different versions of the rules for Model UN. According to the rules we have explained above, the debate is largely led by the President. This model is easier to apply and is therefore preferred if you have limited time, and if many of the delegates are

beginners when it comes to Model UN.

According to the second version of the rules, it is the delegates instead who decide how the debate will proceed, by making proposals in the form of motions about what the next phase should be. The latter rules require greater involvement from the students, and usually more time, and it is therefore more common to apply these rules for Model UN at college level. The latter rules are also more similar to the rules of procedure used in the real Security Council. For more information about Model UN and different rules, visit our website at: <https://fn.se/fnskola/fn-rollspel/>.

#### **INSTRUCTIONS FOR THE MINI MUN**

Use the information in the blue-framed boxes under each chapter and do the following.

**Step 1.** Divide the students into fifteen groups, known as delegations, representing the different member states on the Security Council.

**Step 2.** Distribute the Country Positions to each respective delegation. In order to prepare, the delegations should use their respective country positions (see part five below) and read the information contained in the blue-framed boxes.

**Step 3.** Explain the purpose and content of the Model UN to the students. Students must know that they will represent different states on the Security Council and that their task is to debate the situation in Yemen.

**Step 4.** The Model UN requires a President. This could be a teacher or former student who has experience in Model UN. If this is the first time you are organising a Model UN, we recommend that you contact the UN Association ([info@fn.se](mailto:info@fn.se)) to engage a President with experience of managing the Model UN.

**Step 5.** Prepare policy statements. In this mini-version of the Model UN, each member state shall present what is known as a policy statement, which is a speech lasting about one minute, in which a delegate from each delegation outlines the country's most important positions. Use the blue-framed box for the respective country.

**Step 6.** Make the speech. The President calls each state

in alphabetical order. All speeches must begin with the phrase "Honourable President, distinguished delegates..." and end with "thank you".

**Step 7.** Possibility to ask questions. The delegates listen to each other's policy statements. After each speech, the other delegates have the opportunity to ask questions to the speaker, provided that the speaker is open to accept questions.

**Step 8.** Follow-up. After the mini Model UN is completed, gather all the delegates and discuss the following questions based on the policy statements that they presented: What countries do they think they could have cooperated with? Why? Which countries would they not have been able to cooperate with? Why?

**Suggestions for more advanced questions.** As part of the follow-up on the Model UN, the participants can be asked to study Sweden's position more closely. Students may be invited to do their own further research. Suggestions for pages to visit are [www.fn.se](http://www.fn.se) and [www.ud.se](http://www.ud.se). Then discuss the following questions:

What position has Sweden taken on the issue of the civil war in Yemen? What possible progress has occurred in the conflict that is in line with Sweden's position? What role can a country like Sweden play in the UN Security Council? What strengths and weaknesses can you see that Sweden has as a member of the Security Council?

**Maintain a diplomatic tone during the role-play.** It is important that all delegates maintain a courteous and diplomatic tone. For example, the delegates must use formal forms of address when questions are asked and answered.





The Security Council unanimously adopted resolution 2140 (2014), deciding to freeze the financial assets of individuals or entities that engage in or provide support for acts that threaten the peace, security or stability of Yemen. The resolution also imposes a travel ban on such individuals. 26 February 2014.

## BACKGROUND

The information below is largely derived from reports and statements from the High Commissioner for Human Rights, a UN body that does not depend on the views of individual member states in the same way as the Security Council. Country information about Yemen is largely taken from the website of the Swedish Institute for International Affairs [www.ui.se/landguiden](http://www.ui.se/landguiden).

### THE ROOT OF THE CONFLICT

Yemen was one of the world's poorest countries even before the civil war. The majority of the country's approximately 30 million inhabitants are Muslims. A large minority of the Muslims belong to the Shia Muslim zaidiyah group, but the majority are Sunni Muslims.<sup>1</sup>

For more than a millennium, northern Yemen was ruled by imams who were zaydites. A revolution and a subsequent civil war from 1962-1970 brought an end to the imams' rule and the introduction of a republic in North Yemen. Yemen was then a divided country for several decades. South Yemen was a socialist republic that had a very tense relationship with North Yemen. The two countries united in 1990, and the Republic of Yemen was formed. Ali Abdullah Saleh, leader of North Yemen, was elected president, while the South Yemen leader Ali Salim al-Bid became vice president.

Yemen has been a united country since then, but recurring conflicts have shown that the foundations of the state are fragile. In 1994, a civil war broke out when South Yemen declared itself independent, but North Yemen was victorious in the civil war, which only lasted a few months. President Saleh then gathered even more power in his own hands. At the same time, Islamist terrorist groups became increasingly active in Yemen and, among other things, carried out an attack in 2000 against an American warship in the city of Aden in Yemen.<sup>2</sup>

The Houthi rebels, who belong to zaidiyah, have been in conflict with the government since 2004. According to the rebels, the Muslims belonging to zaidiyah have been subjected to discrimination by the government of Yemen for a long time. The rebels have also accused Yemen's government of corruption and criticized its cooperation with Saudi Arabia and the United States.<sup>3</sup>

The Houthi rebels have long been supported by Iran, one of the Middle East's regional superpowers, which is in conflict with Saudi Arabia. From Saudi Arabia's perspective, increased influence for the rebels would result in Iran strengthening its influence in the region. This has contributed to Saudi Arabia's hostility to the Houthi rebels.

<sup>1</sup> Information about religion in Yemen (<https://www.ui.se/landguiden/lander-och-omraden/asien/jemen/religion/>), downloaded on 18 November 2018.

<sup>2</sup> Information about Yemen's modern history (<https://www.ui.se/landguiden/lander-och-omraden/asien/jemen/modern-historia/>), downloaded on 18 November 2018.

<sup>3</sup> Information about current politics in Yemen (<https://www.ui.se/landguiden/lander-och-omraden/asien/jemen/aktuell-politik2/>), downloaded on 18 November 2018.



Khaled Hussein Mohamed Alyemany, Permanent Representative of Yemen, addresses the Security Council meeting on the situation in his country, 10 October 2017.

### CIVIL WAR BEGINS

The ongoing conflict in Yemen began in connection with the extensive protests that swept across the Middle East and North Africa during the so-called Arab Spring of 2011. Mass protests broke out in Yemen and the opposition demanded that President Saleh, who had ruled Yemen for more than three decades, resign. The Gulf Cooperation Council (GCC) presented an initiative to resolve the crisis, which entailed President Saleh surrendering power to his vice president, Abd Rabbu Mansur Hadi, and that the UN would then support a transition to democracy in Yemen and the adoption of a new constitution. The United States and later the United Nations Security Council supported the GCC initiative. In November 2011, Saleh resigned and Hadi took over the presidency.<sup>4</sup>

Houthi rebels had already been strong in Sadah province and in March 2011 they took control of the provincial capital, Sa'dah. Discontent with the new president's government and the economic conditions in Yemen contributed to the Houthi rebels gradually increasing their influence in the country. In 2014, the dissatisfaction increased when the government presented a proposal to divide Yemen into six regions with limited self-government. In September, the Houthi rebels managed to capture the capital, Sana'a. The grip of the rebels increased in January 2015, when they also took control of the Presidential Palace and other key buildings in the capital. The Houthi rebels also received

support from the deposed president, Saleh. President Hadi then resigned and fled the country, while the Houthi rebels continued their attempt to take control of all of Yemen. The rebels adopted a constitutional declaration and established a presidential council.<sup>5</sup>

Saudi Arabia has been in conflict with the Houthi rebels for many years, and there were already hostilities in 2009 between Saudi forces at the border between Saudi Arabia and Sadah province. Saudi Arabia regards the Houthi rebels as a terrorist organisation and intervened in the conflict to support President Hadi.<sup>6</sup> As a leading state in a coalition with the United Arab Emirates and eight other countries in the Middle East and North Africa, Saudi Arabia launched an air campaign against the Houthi rebels in 2015. Later, the coalition also imposed a blockade against Yemen and closed down the airport in Sana'a. In addition to Saudi Arabia and the United Arab Emirates, Bahrain, Egypt, Jordan, Kuwait, Morocco, Senegal and Sudan are also members of the coalition (Qatar was a member of the coalition until 2017).<sup>7</sup> With the coalition's support, President Hadi was able to return to Yemen. He retracted his resignation and established a new govern-

<sup>4</sup> Information about Yemen's modern history (<https://www.ui.se/landguiden/lander-och-omraden/asien/jemen/modern-historia/>), downloaded on 18 November 2018.

<sup>5</sup> Information about current politics in Yemen (<https://www.ui.se/landguiden/lander-och-omraden/asien/jemen/aktuell-politik2/>), downloaded on 18 November 2018.

<sup>6</sup> See report from the Congressional Research Service (<https://fas.org/sgp/crs/mideast/R43960.pdf>), pages 9–12, downloaded on 18 November 2018.

<sup>7</sup> See the expert investigation conducted on behalf of the UN Human Rights Council ([https://www.ohchr.org/Documents/Countries/YE/A\\_HRC\\_39\\_43\\_EN.docx](https://www.ohchr.org/Documents/Countries/YE/A_HRC_39_43_EN.docx)), pages 4–5, downloaded on 18 November 2018.





Ismail Ould Cheikh Ahmed, the Secretary-General's Special Envoy for Yemen, briefs journalists after a Security Council meeting on the situation in the country. 10 October 2017.

ment in the city of Aden. There has been an ongoing civil war in Yemen since 2015.

#### THE CURRENT SITUATION IN YEMEN

In 2018, Yemen is deeply divided by civil war. The Houthi rebels still control the capital Sana'a and are believed to receive support from Iran, while the Hadi government in Aden receives military support from the coalition led by Saudi Arabia.<sup>8</sup> Both the Houthi rebels and Hadi's government are in armed conflict with Al Qaeda. Ansar al-Sharia, a terrorist group associated with Islamic state (ISIS), is also active in the conflict and has taken a stand against the rebels.

The coalition's involvement in the conflict has been criticised by the UN, among others. The coalition is accused of attacking civilian infrastructure, such as schools and hospitals, and committed attacks on five hospitals in 2017. On 9 August 2018, a school bus was hit in a bomb attack and at least 40 children died.<sup>9</sup>

The UN's former High Commissioner for Human Rights, Zeid Ra'ad al Hussein, has stated that respect for the difference between military and civilian targets has been insufficient.<sup>10</sup>

In August 2018, a group of independent experts with

a mandate from the UN Human Rights Council reported that international law violations were being committed by several players in the conflict, which could potentially constitute war crimes. The hostilities between the rebels and the government are estimated to have led to at least 10,000 civilian deaths since the coalition intervened in the civil war in 2015, but the figure is likely to be significantly higher. Most civilian deaths have occurred in connection with the coalition's air campaign.<sup>11</sup>

The coalition has rejected the above report and denies that air attacks have been directed against civilians.<sup>12</sup> The government of Yemen believes that the Houthi rebels bear the blame for the widespread civilian suffering and blames the rebels for recruiting child soldiers, attacking aid workers and exposing civilians to kidnapping and torture.<sup>13</sup> Human Rights Watch, for example, also believes that the rebels are responsible for e.g. disappearances and torture.<sup>14</sup>

<sup>8</sup> See the report from the Congressional Research Service (<https://fas.org/sgp/crs/mideast/R43960.pdf>), pages 9–12, downloaded on 18 November 2018.

<sup>9</sup> See (<https://www.theguardian.com/world/2018/aug/19/us-supplied-bomb-that-killed-40-children-school-bus-yemen>), downloaded on 18 November 2018.

<sup>10</sup> See the report from the Office of the High Commissioner (<https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=17251>), downloaded on 18 November 2018.

<sup>11</sup> See the expert investigation conducted on behalf of the UN Human Rights Council ([https://www.ohchr.org/Documents/Countries/YE/A\\_HRC\\_39\\_43\\_EN.docx](https://www.ohchr.org/Documents/Countries/YE/A_HRC_39_43_EN.docx)), pages 5–16, downloaded on 18 November 2018.

<sup>12</sup> See the statement from the coalition (<http://english.alarabiya.net/en/News/gulf/2018/08/29/Arab-coalition-releases-statement-on-UN-report-regarding-Yemen.html>), downloaded on 18 November 2018.

<sup>13</sup> See Yemen's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8379.pdf)), downloaded on 18 November 2018.

<sup>14</sup> See the report from Human Rights Watch (<https://www.hrw.org/news/2018/09/25/yemen-houthi-hostage-taking>), downloaded on 18 November 2018.



The Security Council met to discuss the severe risk of famine facing 20 million people in South Sudan, Somalia, Yemen and north-east Nigeria. Secretary-General António Guterres (centre) addresses the meeting. 12 October 2017.

In the summer of 2018, government-led forces, supported by the coalition, launched an attack on the port city of Hodeidah (also known as al-Hudayda), which is held by the rebels. Hodeidah plays a critical role in the delivery of food to Yemen. The UN predicts that if the port becomes unusable, a full-scale famine will threaten Yemen. The attack on Hodeidah has been widely criticized, not just by allies of the Houthi rebels, but also by other countries in the international community.

One of the biggest problems in Yemen is the lack of food. In October 2018, Mark Lowcock, *Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator*, stated the following: Already today, approximately eight million people are starving in Yemen and there is now a significant risk that full-scale famine will affect more than 14 million people in the country. The situation in Hodeidah has deteriorated as a result of the ongoing hostilities and several transport routes from the city into the country are blocked. Both sides of the conflict are committing gross violations of international law. It is feared that approximately 50,000 children will not survive until their next birthday unless food availability is improved.<sup>15</sup>

#### SECURITY COUNCIL'S ROLE AND PREVIOUS ACTIONS

##### *The Security Council mandate and the Responsibility to Protect*

<sup>15</sup> See Lowcock's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8379.pdf)), downloaded on 18 November 2018.

The UN Charter gives the Security Council the primary responsibility for maintaining international peace and security. The Security Council has a mandate to take military and non-military action to fulfil its mission.

*The Responsibility to Protect* (R2P) is a principle based on current international law intended to prevent genocide, war crimes, ethnic cleansing and crimes against humanity. The principle was unanimously adopted by the heads of state and government at a UN summit in 2005.

According to R2P, all member states have a duty to prevent and stop genocide, war crimes, ethnic cleansing and crimes against humanity. The responsibility is primarily on the individual state, but the international community has a responsibility to take action if the state fails to protect its own population. The international community is also responsible for taking action if the state itself is responsible for the crimes. The principle is based on three pillars.

**The first pillar:** the individual state bears the primary responsibility for protecting its people from genocide, war crimes, ethnic cleansing and crimes against humanity. This responsibility includes preventing such crimes and violations and also encouraging people to do so.

**The second pillar:** the international community has a responsibility to encourage and assist the individual state in its efforts to protect its residents.

**The third pillar:** the international community is responsible for taking appropriate diplomatic, humanitarian and other peaceful measures to protect the population from these crimes. The international com-

munity must also be ready to take joint action, in due time and with sufficient strength in individual cases, as well as in accordance with the UN Charter and in cooperation with relevant regional organisations, if a state fails to protect its population or even commits these crimes itself. Such measures may include coercive means, including military means, if this is appropriate and sanctioned by the Security Council.

#### *Alternative to military means*

The Security Council should primarily use diplomatic tools and only use military force if no other measures work. There are a large number of alternatives to military means, primarily mediation, statements and resolutions that do not contain coercive measures. If these measures are ineffective, the Security Council may use coercive measures such as financial sanctions against a particular state or against leading people within the state. Economic sanctions may, for example, restrict trade between a particular state and the rest of the world, or require all states to freeze a designated individual's bank accounts and financial assets. Types of economic sanctions include arms embargoes, which prohibit the export of weapons to a particular state or stateless group.

The Security Council can also monitor human rights and take measures to ensure humanitarian access. The Security Council also has a mandate to initiate a criminal investigation by the International Criminal Court (ICC). If the Security Council uses its mandate, the ICC has jurisdiction regardless of whether the state concerned has acceded to the statutes of the court.<sup>16</sup>

#### *Previous actions by the Security Council*

The Security Council has taken a stand against the Houthi rebels since the start of the civil war. In the autumn of 2014, the Security Council expressed its support for Hadi's government.<sup>17</sup> In February 2015,

the Security Council also adopted a resolution that strongly rejected the Houthi rebels' takeover of power.<sup>18</sup> In April 2015, the Security Council introduced, through resolution 2216, an arms embargo against the rebels and sanctions against their leading representatives. The sanctions have subsequently been renewed and still remain in place.<sup>19</sup> The Security Council's opposition to the rebels depends in part on the fact that France, the United Kingdom and the United States, all of which are permanent members, have clearly supported the government of Yemen.

In February 2018, the Security Council adopted Resolution 2402, extending the sanctions until February 2019. Russia, however, vetoed a proposal from Britain that the resolution should refer to information from the UN Expert Panel on Yemen that Iran is breaking the arms embargo by supplying the rebels with weapons.<sup>20</sup>

In its statements, the Security Council emphasised the importance of keeping Yemen's airports and ports open, not least the port of Hodeidah. The Security Council has also emphasised that the only sustainable way to end the conflict is to negotiate a political solution.<sup>21</sup> In September 2018, the government side and the rebels were to meet in Geneva for peace talks at the UN's initiative. This would have been the first time for several years that the UN managed to organise such peace talks, but it failed when the rebel representatives did not attend.<sup>22</sup>

<sup>16</sup> See the Rome Statute for the International Criminal Court, Article 13 ([http://www.manskligarattigheter.se/dm3/file\\_archive/020521/86650479d0e0a41c6e3b94dcdf54f369/fn\\_980717.pdf](http://www.manskligarattigheter.se/dm3/file_archive/020521/86650479d0e0a41c6e3b94dcdf54f369/fn_980717.pdf)), downloaded on 18 November 2018.

<sup>17</sup> See the statement from the Security Council on Yemen (<https://www.un.org/press/en/2014/sc11638.doc.htm>), downloaded 18 November 2018.

<sup>18</sup> See resolution 2201 (2015) ([https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_res\\_2201.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_res_2201.pdf)), downloaded on 18 November 2018.

<sup>19</sup> See resolution 2216 (2015) ([https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_res\\_2216.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_res_2216.pdf)), downloaded on 18 November 2018.

<sup>20</sup> See the draft resolution ([https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_2018\\_156.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_2018_156.pdf)), downloaded on 18 November 2018.

<sup>21</sup> See the Security Council statement of 15 March 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_prst\\_2018\\_5.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_prst_2018_5.pdf)), downloaded 18 November 2018.

<sup>22</sup> See UN News (<https://news.un.org/en/story/2018/09/1018601>), downloaded on 20 November 2018.





Ismail Ould Cheikh Ahmed, the Secretary-General's Special Envoy for Yemen, briefs the Security Council. 17 February 2016.

#### SUMMARY BACKGROUND

- Yemen has a long history of political divisions, and the conflict between the Houthi rebels and the country's government dates back to 2004. The Houthi rebels belong to the Shia Muslim zaidiyah group, while most of the country's Muslims are Sunni. The Houthi rebels have long accused the government of Yemen of discrimination, corruption and cooperation with Saudi Arabia and the United States.
- The Houthi rebels are supported by Iran, which is competing with Saudi Arabia for power of the region. Saudi Arabia wants to prevent a takeover by the Houthi rebels, also because it would strengthen Iran's influence in the region.
- The Arab Spring led to a change of power in Yemen in 2011, when President Ali Abdullah Saleh was forced from power. The former vice president, Abdrabbuh Mansour Hadi, took over the presidency, but dissatisfaction with his government led to the increasing number and influence of Houthi rebels. In 2014-2015, the rebels took over the capital of Yemen, Sana'a, and forced President Hadi into exile. A coalition led by Saudi Arabia, including Bahrain, Egypt, United Arab Emirates, Jordan, Kuwait, Morocco, Senegal and Sudan, entered the conflict on the side of the government (Qatar was previously included in the coalition). Since 2015, a full-scale civil war has been raging in Yemen.
- The Security Council has condemned the actions of the Houthi rebels and has taken a position in support of the government. The Security Council has imposed an arms embargo on the rebels and targeted sanctions against leading rebel representatives. The Saudi coalition and the government of Yemen receive strong support from France, the United Kingdom and the United States, all of which are permanent members of the Security Council. The rebels receive support from Iran, and according to the UN's Expert Panel for Yemen, Iran is breaking the arms embargo imposed by the Security Council by providing the rebels with weapons.
- By 2018, the Civil War is estimated to have cost approximately 10,000 civilian deaths since 2015. Yemen is deeply divided by conflicts between the rebels and government forces, while the Al Qaeda and Islamic state groups (ISIS) have increased their influence in the country.
- In 2018, the situation in Yemen has deteriorated, especially since the war is threatening the port city of Hodeidah. Yemen is dependent on imported food and approximately 70% of imports come via the port of Hodeidah. The UN estimates that the threat to food supplies means that the risk of mass famine in Yemen is imminent.
- In September 2018, peace talks between the government of Yemen and the rebels were due to take place in Geneva at the UN, but the representatives of the rebels did not turn up to the negotiations, which were therefore cancelled.



Photo: UN Photo/Eskinder Debebe

The Security Council took a vote on a draft resolution related to the Panel of Experts in Yemen. The draft resolution was not adopted due to the vote against by the Russian Federation, a permanent member of the Council. The Security Council later unanimously adopted resolution 2402 (2018) on the mandate of the experts panel in Yemen. 26 February 2018.

## TOPICS

### R2P AND RESPECT FOR CIVILIANS

During the civil war, violence has affected civilians to a major extent. As mentioned in part three, a group of independent experts with a mandate from the UN Human Rights Council, reported that several players in the conflict are committing systematic crimes against civilians. There have been issues of attacks directed directly against civilians, as well as attacks that do not distinguish between military and civilian targets. In addition to the Saudi coalition's air strikes, the report also highlights information on the arbitrary detention, rape, torture, kidnapping and recruitment of child soldiers, as well as a lack of respect for fundamental human rights.

Attacks directed against civilians may constitute crimes against humanity or war crimes under the Rome Statute (see the section on Reconciliation and justice below). The attacks may also lead the Security Council to act on the basis of the principle of R2P, but some members of the Security Council are sceptical of the principle.

For the Security Council, the question is how the violence against civilians can be stopped in the conflict. The resolution should require both sides of the conflict to refrain from violence directed against or which risks killing civilians. The Security Council must also consider concrete steps to ensure that this is achieved. Examples of actions that the Security Council can take are further resolutions, economic sanctions and, ultimately, military intervention.

### RECONCILIATION AND JUSTICE

A reconciliation process is necessary for society in Yemen to function in the future. It is also necessary that the perpetrators are brought to justice. The reconciliation process should be conducted through transitional justice with the intention of achieving accountability, justice and reconciliation. In the resolution, the Security Council should consider how reconciliation can be achieved in this conflict and how the perpetrators can be held to account.

In order to achieve justice, it is possible to turn to the International Criminal Court (ICC), where suspected offenders can be prosecuted for genocide, crimes against humanity, war crimes and aggression. The ICC has its own charter and is independent of the UN. *Genocide* refers to certain acts of violence directed against a group of people in order to destroy all or part of the group. *Crimes against humanity* are defined as a number of grievous crimes, such as murder, torture and rape, when the acts are committed as part of widespread or systematic attacks directed against the civilian population. *War crimes* include a number of acts that violate the rules of war, especially when committed as a plan or policy or when they form part of the practice of such crimes on a large scale. Examples of war crimes are intentional attacks on civilians.<sup>1</sup>

The ICC has jurisdiction for crimes committed

<sup>1</sup> See more about the Rome Statute of the International Criminal Court, especially Articles 5-8 ([http://www.manskligarattigheter.se/dm3/file\\_archive/020521/86650479d0e0a41c6e3b94daf54f369/fn\\_980717.pdf](http://www.manskligarattigheter.se/dm3/file_archive/020521/86650479d0e0a41c6e3b94daf54f369/fn_980717.pdf)), downloaded on 18 November 2018.

on the territory of a member state or by a citizen of a member state.<sup>2</sup> At present, 123 states are members of the ICC, but several important states have chosen to remain outside, such as China and the United States. The criticism of the ICC has concerned, among other things, an unwillingness for the citizens of a sovereign state to be tried before an international court. Several states believe there is a risk that the ICC will not give their citizens a fair trial. Yemen has not ratified the ICC Charter and the court therefore has no territorial jurisdiction. Instead, the Security Council is required to forward the case to the ICC. If the Security Council refers a case to the ICC, however, the court has jurisdiction and may investigate the suspected crime, even if the state concerned is not a member of the ICC.<sup>3</sup> As an alternative to the ICC, the Security Council may establish a truth commission or tribunal. Another strategy is to require the government of Yemen to set up national courts in order to deal with human rights violations or war crimes in the conflict.

#### HUMANITARIAN ACCESS

Humanitarian access means that neutral players dealing with humanitarian issues, such as Non-Governmental Organizations (NGOs) and the United

Nations, have access to a conflict area and can provide humanitarian aid and monitor and promote human rights there. In Yemen, humanitarian access has deteriorated in 2018. The hostilities around the port city of Hodeidah mean that several transport links that are vital to securing humanitarian access, are under threat. About 90% of all food imports and 70% of all humanitarian aid are now estimated to enter Yemen through Hodeidah. Since the civil war began, the coalition led by Saudi Arabia, supported by e.g. the UK and the United States, have imposed a naval and air blockade on Yemen.

For security reasons, the Red Cross relief organisation has withdrawn some of its efforts, based on the fact that approximately ten of the organisation's aid workers have been killed since the civil war began in 2015. Aid work is also delayed by bureaucratic barriers, as it takes a long time to receive permits to access to the conflict-affected areas.

In its resolution, the Security Council should decide how humanitarian access can be provided and reach those in need. In order to assess what humanitarian requirements actually exist, humanitarian organisations must first be given the opportunity to carry out *fact finding missions*.

<sup>2</sup> Ibid, article 12.

<sup>3</sup> Ibid, article 13.

#### SUMMARY – TOPICS

The Security Council's discussions on the situation in Yemen concern three areas in particular. All these areas can be listed in the same policy statement. The important thing is that the delegates rely on the blue box on their role cards

- R2P and respect for civilians in the conflict. A group of independent experts with a mandate from the UN Human Rights Council, reported that several players in the conflict are committing systematic crimes against civilians. Violence against civilians can constitute crimes against humanity or war crimes if carried out on a large scale, which means that the principle of responsibility to protect (R2P) could be applied.
- Reconciliation and justice. A reconciliation process is necessary for society in Yemen to function in the future. It is also necessary that the perpetrators are brought to justice. There are different ways to achieve this. One possible mechanism for achieving justice is the

International Criminal Court (ICC), which can prosecute individual criminals for genocide, crimes against humanity and war crimes. Other strategies are to set up a truth commission or tribunal, or to demand that Yemen's government establishes national courts in order to deal with human rights violations in the conflict.

- Humanitarian access. This means that neutral players dealing with humanitarian issues, such as the UN and other organisations, should have access to the conflict area and be able to provide humanitarian assistance, as well as to monitor and promote human rights. Humanitarian access to Yemen has been severely restricted. A large number of people in Yemen are now in urgent need of access to food and humanitarian aid. If the hostilities damage the port of Hodeidah, the consequence could be that food supplies to Yemen will be further restricted, resulting in full-scale famine.



## COUNTRY POSITIONS: BOLIVIA

*Bolivia has traditionally had close ties to the United States, but since Evo Morales was elected president of Bolivia in 2005, relations have become more strained. Bolivia and the United States have different views on e.g. how to apply the principle of R2P. According to Bolivia, there is a risk that R2P will be misused by individual states in order to justify interventions in other states that are in fact motivated by their own political interests. Bolivia supports the principle of sovereignty and wants a conflict resolution that respects Yemen's independence.*

*Bolivia has emphasised in the Security Council that, among other things, all parties to the conflict must work to ensure that harbours and transport lines are kept open for humanitarian aid to reach the large number of people in need in Yemen. Bolivia has criticised the intervention of the Saudi coalition in the civil war and believes that the conflict can only be resolved by diplomatic means. It is essential that all conflicting parties conclude a ceasefire and allow unrestricted humanitarian access. Bolivia opposed Britain's proposal for a draft resolution condemning Iran's alleged support for the Houthi rebels, reflecting Bolivia's wish that the UN should not provoke Iran, thereby risking an escalation of the conflict.*

*Bolivia has signed and ratified the ICC Charter.*

### STRATEGY

Bolivia is likely to propose compromises and negotiations to resolve the conflict. Other states should not intervene militarily in the conflict. The resolution should not be designed in such a way that it provokes other member states. However, the resolution must put pressure on the parties to the dispute to reach a diplomatic solution and guarantee humanitarian access.

### KEY POSITIONS

- The conflict must be resolved by diplomatic means and the military involvement of individual states in the conflict should end.
- The parties to the conflict must act for unrestricted humanitarian access.
- The resolution should be designed in a way that does not provoke individual states or contribute to the escalation of the conflict.

### SOURCES AND CONTINUED READING

See Bolivia's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8361.pdf)), downloaded on 18 November 2018.

See Bolivia's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8379.pdf)), downloaded on 18 November 2018.

General information about Bolivia's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/sydamerika/bolivia/utrikespolitik-och-forsvar/>), downloaded on 18 November 2018.

## COUNTRY POSITIONS: CHINA

*China, the world's most populous country, has long been pursuing a foreign policy characterised by a desire for stability and which helps to ensure China's access to energy and raw materials. China has often adopted a sceptical approach to R2P and it believed, for example, that the principle could not be used to justify interventions in the conflicts in Darfur and Myanmar. Instead, China has emphasised that the individual state has the primary responsibility for protecting its civilians and that the international community should prioritise preventive measures rather than intervening when a conflict has broken out.*

*China has expressed firm support for Yemen's territorial integrity and wants the country to remain united. A political solution is the only way to achieve peace and increased international efforts are required to provide help in the form of food, medicine and other basic goods to reach those in need in Yemen. China abstained when Russia used its veto against Britain's proposed resolution condemning Iran's alleged deliveries of weapons to the Houthi rebels.*

*China has not signed the ICC Charter and considers the court to be an unacceptable restriction on the sovereignty of the national state. China may therefore oppose prosecuting those responsible for war crimes in Yemen at the ICC.*

### STRATEGY

For China, it is crucial that the resolution respects Yemen's territorial integrity. The international community should take more comprehensive measures to ensure that help reaches those in need in Yemen. The resolution should not provoke individual member states such as Iran.

### KEY POSITIONS

- The conflict can only be solved by political means.
- The resolution should not be designed in such a way that it provokes individual member states.
- Yemen's national sovereignty and territorial integrity must be respected.
- Reconciliation and justice should be achieved at national level, with minimal involvement of the international community.
- The international community, on the other hand, has an important role to play in contributing humanitarian assistance to the many needy people in Yemen.

- China has neither signed nor ratified the ICC Charter, and considers the International Criminal Court to entail an unacceptable restriction on the sovereignty of the national state. China may therefore oppose prosecuting the individuals responsible for war crimes in Yemen at the ICC.

### SOURCES AND CONTINUED READING

See China's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8361.pdf)), downloaded 18 November 2018.

See China's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8379.pdf)), downloaded 18 November 2018.

General information on China's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/asien/kina/utrikespolitik-och-forsvar/>), downloaded on 18 November 2018.

## COUNTRY POSITIONS: EQUATORIAL GUINEA

*Equatorial Guinea is a former Spanish colony and is considered by several observers to be one of the world's toughest dictatorships, which has never held free elections. Equatorial Guinea has sought to maintain good relations with countries such as France, China, Spain and the United States, but has been criticised for its lack of respect for human rights.*

*In the Security Council, Equatorial Guinea has stressed that it is important to quickly reach a peaceful solution to the conflict in Yemen. All conflicting parties in the conflict must refrain from acts that prevent or limit humanitarian aid to Yemen. Cholera has already caused many deaths in Yemen and Equatorial Guinea would like to praise the World Health Organization (WHO) and UNICEF for their vaccination campaigns. It is crucial that all parties to the conflict respect international law and protect civilians and civilian infrastructure.*

*Equatorial Guinea voted for Britain's proposed resolution condemning Iran's sale of weapons to the rebels. When Russia used its veto against the resolution, Equatorial Guinea protested vigorously.*

*Equatorial Guinea has not signed the ICC Charter.*

### STRATEGY

Equatorial Guinea wants a strong resolution that contains practical measures concerning humanitarian access and protection for civilians.

### KEY POSITIONS

- All parties in the conflict must refrain from acts that prevent or limit humanitarian aid to Yemen.
- It is crucial that all parties to the conflict respect international law and protect civilians and civilian infrastructure.
- The resolution must contain practical measures that help to stop the hostilities and improve the conditions for civilians.

### SOURCES AND CONTINUED READING

See Equatorial Guinea's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8361.pdf)), downloaded on 18 November 2018.

See Equatorial Guinea's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8379.pdf)), downloaded on 18 November 2018.

General information about Equatorial Guinea's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/afrika/ekvatorialguinea/utrikespolitik-och-forsvar/>), downloaded on 18 November 2018.



## COUNTRY POSITIONS: ETHIOPIA

*Ethiopia is a regional superpower in Africa and has maintained close relationships with the West. The United States regards Ethiopia as an important ally and the two countries have, e.g. cooperated in the fight against terrorism. In its role as a regional superpower, Ethiopia has acted as a mediator in several conflicts in neighbouring countries, for example in the conflict in South Sudan.*

*Ethiopia regards the civil war in Yemen as a threat to security in its vicinity. Yemen has a sea boarder with Ethiopia's neighbours Djibouti, Eritrea and Somalia. Many refugees from Yemen have crossed the Red Sea and the Gulf of Aden and arrived in Djibouti, in particular.*

*Ethiopia believes that the dispute must be resolved by diplomatic means and that the work performed by the UN envoy is vital. Yemen's sovereignty must be respected and the territory of the country should not be violated. Ethiopia has particularly condemned the Houthi rebels' rocket attacks against Saudi Arabia and against merchant ships. The humanitarian situation is deeply worrying and the port of Hodeidah must remain open to safeguard humanitarian access. Ethiopia has also expressed concern that Al Qaeda is using the conflict in Yemen to bolster its influence in the region, which could lead to a deteriorating security situation in Africa too.*

*Ethiopia has not signed the ICC Charter.*

### **STRATEGY**

Ethiopia is likely to take an intermediate position in the negotiations and endeavour to reach a compromise solution. As close to allies to the United States and neighbouring countries to Yemen, Ethiopia has an important role to play as mediator in the negotiations.

### **KEY POSITIONS**

- The military violence in Yemen must cease and unrestricted humanitarian access must be maintained.
- All parties must demonstrate restraint in order to minimise civilian losses. The Houthi rebel attacks against Saudi Arabia and against merchant ships are particularly counter-productive and must be condemned.

- The port of Hodeidah must remain open to secure humanitarian access.

### **SOURCES AND CONTINUED READING**

See Ethiopia's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8361.pdf)), download 18 November 2018.

See Ethiopia's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8379.pdf)), downloaded 18 November 2018.

General information about Ethiopia's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/afrika/etiopien/utrikespolitik-och-forsvar/>), downloaded on 18 November 2018.

## COUNTRY POSITIONS: FRANCE

*Among the Security Council members, France is one of the strongest supporters of R2P. France has emphasised that the Security Council must act in cases where gross human rights violations are committed and that it is not acceptable that the Security Council is restricted by the veto of individual states under such circumstances. According to France, the permanent members should refrain from using their veto right in such situations.*

*With regard to the conflict in Yemen, France has supported the Saudi coalition and condemned the Houthi rebels' rocket attacks against Saudi Arabia. France supported the UK's proposed resolution condemning Iran's alleged delivery of weapons to the Houthi rebels. At the same time, France sells weapons to several countries that are part of the Saudi coalition.*

*France prefers a ceasefire and unrestricted humanitarian access. The civilian population must be protected from artillery attacks and aid workers belonging to humanitarian organisations must be protected from violence. The ports of Hodeidah and Saleef must remain open for supplies of food and fuel. The territorial integrity of Yemen must be respected and the country should not be divided. France has commended the plan presented by the Saudi coalition for humanitarian aid to reach those in need in Yemen.*

*France has signed and ratified the ICC Charter.*

### STRATEGY

France supports the Saudi coalition and strongly condemns the Houthi rebels. At the same time, it is crucial that the conflict can only be solved by diplomatic and political means. France is likely to support a resolution with sharp condemnation of the Houthi rebels and the support that France believes is being supplied to the rebels by Iran. France wants to achieve an immediate ceasefire and humanitarian access. It is also likely that France will propose that the perpetrators should be brought to justice in an international court, such as the ICC.

### KEY POSITIONS

- The resolution should contain a strong condemnation of the Houthi rebels and of Iran, which France believes is supporting the rebels.
- The territorial integrity of Yemen must be respected and the country should not be divided.

- The parties must agree a ceasefire and provide unrestricted access for humanitarian organisations.

### SOURCES AND CONTINUED READING

See France's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8361.pdf)), downloaded 18 November 2018.

See France's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8379.pdf)), downloaded 18 November 2018.

General information about France's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/europa/frankrike/utrikespolitik-och-forsvar/>), downloaded 18 November 2018.

## COUNTRY POSITIONS: IVORY COAST

*The Ivory Coast is a former French colony, but during the civil war in 2002-2007, its relations with France were strained. Traditionally, however, the Ivory Coast has had a close relationship with the West. The Ivory Coast is a member of the Group of Friends of R2P and has thus spoken out in support of the obligation to protect as a principle. However, the Ivory Coast has not expressed its support for the principle to the same extent as some other states, such as France.*

*The Ivory Coast has emphasised in the Security Council that the disputes surrounding the port of Hodeidah are deeply worrying, especially because they threaten food supplies and humanitarian aid to Yemen. The Ivory Coast asks that all parties immediately cease hostilities work to achieve a political solution to the crisis. The Ivory Coast also requests that all parties seek to ensure that humanitarian aid reaches those in need in Yemen.*

*The Ivory Coast has signed and ratified the ICC Charter.*

### STRATEGY

The Ivory Coast is likely to take an intermediate position in the negotiations and endeavour to reach a compromise solution. The country is ready to negotiate on the resolution's design in order to achieve broad support.

### KEY POSITIONS

- The military violence in Yemen must cease and unrestricted humanitarian access must be maintained.
- The port of Hodeidah must remain open to secure humanitarian access.

### SOURCES AND CONTINUED READING

See the Ivory Coast statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8361.pdf)), downloaded 18 November 2018.

See the Ivory Coast statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8379.pdf)), downloaded 18 November 2018.

General information about Ivory Coast's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/afrika/elfenbenskusten/utrikespolitik-och-forsvar/>), downloaded on 18 November 2018.



## COUNTRY POSITIONS: KUWAIT

*Kuwait is a small country with only approximately four million inhabitants, but due to its vast oil resources, the rich country of Kuwait has played an important role in the Middle East's political landscape. Kuwait collaborates closely with the United Arab Emirates and Saudi Arabia and together, the three countries have provided financial support to several governments who, in the wake of the Arab spring, were faced with popular protests and attempted insurgencies.*

*Kuwait is one of the states involved in the Saudi coalition. It is not surprising, therefore, that Kuwait condemns the Houthi rebels and expresses strong support for the United Arab Emirates and Saudi Arabia. Kuwait believes that the Houthi rebels constitute a regional threat, and has chosen to support Saudi Arabia, although Kuwait traditionally has close relations with Iran. Kuwait emphasises the country's comprehensive contribution to humanitarian aid in Yemen. In 2017, Kuwait promised humanitarian aid of USD 100 million.*

*Kuwait has emphasised in the Security Council that, among other things, the rebels have refused to participate in the international cooperation to implement the various resolutions of the Security Council, and that the rebels' rocket attacks against Saudi Arabia should be condemned. It is unacceptable for a non-state organisation to attack a sovereign nation like Saudi Arabia. The rebels' attacks on shipping in the Red Sea are also unacceptable. When the rebels' representatives did not come to the peace talks in Geneva, the rebels demonstrated once again their reluctance to reach a political solution to the conflict. According to Kuwait, Saudi Arabia's generous contributions to the government of Yemen have a major impact on the ability of Yemen's economy to continue to function.*

*Kuwait has signed but has not ratified the ICC Charter.*

### STRATEGY

Kuwait is one of the countries on the Security Council that clearly supports the government of Yemen and condemns the rebels. Kuwait is likely to seek cooperation with countries such as France, the UK and the United States, which support the Saudi coalition.

### KEY POSITIONS

- The resolution should condemn the Houthi rebels and express the Security Council's unrestrained support for the government of Yemen.
- All parties to the conflict must seek to secure humanitarian access and food supplies for those in need in Yemen.

### SOURCES AND CONTINUED READING

See Kuwait's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8361.pdf)), downloaded 18 November 2018.

See Kuwait's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8379.pdf)), downloaded 18 November 2018.

General information about Kuwait's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/asien/kuwait/utrikespolitik-och-forsvar/>), downloaded 18 November 2018.

## COUNTRY POSITIONS: KAZAKHSTAN

*In its foreign policy, Kazakhstan has sought good relations with both the West and China, but has primarily been working to improve cooperation between former Soviet republics. The relationship with Russia has been regarded as particularly important. Kazakhstan has emphasized that the protection of civilians in conflicts is of great importance and that R2P has an important role to play. However, according to Kazakhstan, it is also important to balance R2P with respect for sovereign states' integrity and to establish clearer criteria for when and how R2P should be applied.*

*Kazakhstan is opposed to all military interference in the conflict by other countries and advocates the sovereignty principle. When Russia used its veto against the UK's proposed resolution condemning Iran's alleged weapon deliveries to the rebels, Kazakhstan abstained.*

*Kazakhstan has emphasised that Yemen needs a functioning government. The civil war in Yemen must end, especially as all forces in Yemen must cooperate against the terrorist threat. International law must be respected by all parties to the conflict and the violence against civilians must cease. The importation of food and other basic goods via ports must be facilitated by all parties to the conflict.*

*Kazakhstan has not signed the ICC Charter.*

### STRATEGY

Kazakhstan is likely to adopt an intermediate position in the negotiations. The resolution should not contain excessive condemnation of any of the parties, and the Security Council should reach a compromise that does not provoke Iran or Russia.

### KEY POSITIONS

- Yemen needs a functioning government. The civil war must end and both parties to the conflict must focus on combating the threat of terrorist organisations such as Al Qaeda and ISIS.
- The violence against civilians must cease.
- The importation of food and other basic goods must be facilitated by all parties to the conflict.

### SOURCES AND CONTINUED READING

See Kazakhstan's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8361.pdf)), downloaded 18 November 2018.

See Kazakhstan's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8379.pdf)), downloaded on 18 November 2018.

General information about Kazakhstan's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/asien/kazakstan/utrikespolitik-och-forsvar/>), downloaded on 18 November 2018.

## COUNTRY POSITIONS: PERU

*Peru has taken a middle position in the negotiations in the Security Council. For Peru, it is vital that the Security Council agrees a resolution, but it is not essential that the resolution condemns Iran's involvement in the conflict. According to Peru, R2P is a very important principle that can legitimise interventions in sovereign states in order to protect civilians.*

*Peru has emphasised in the Security Council that a political solution to the situation in Yemen is necessary and that the Security Council must act to protect civilians. All ports, airports and roads must remain open. The sanctions that the Security Council has adopted against the Houthi rebels helps to deter those who threaten peace in Yemen. The Houthi rebels must be held responsible for the crimes committed. Furthermore, military considerations should not restrict humanitarian access or humanitarian aid to the needy in Yemen. The members of the Security Council, and especially those who have influence over the parties to the conflict, must do more to protect the people of Yemen.*

*Peru has signed and ratified the ICC Charter.*

### STRATEGY

Peru wants the Security Council to adopt a resolution that ensures humanitarian access and that relief efforts reach the civilians in Yemen. The resolution does not need to contain sharp formulations that make it difficult to garner enough support in the Security Council.

### KEY POSITIONS

- All ports, airports and roads must remain open so that humanitarian assistance can reach those in need in Yemen.
- Humanitarian access must be guaranteed.

### SOURCES AND CONTINUED READING

See Peru's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8361.pdf)), downloaded 18 November 2018.

See Peru's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8379.pdf)), downloaded 18 November 2018.

General information about Peru's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/sydamerika/peru/utrikespolitik-och-forsvar/>), downloaded 18 November 2018.

## COUNTRY POSITIONS: POLAND

*Poland has had close relations with the United States since the collapse of communism. Relations with Russia are poor, and have deteriorated after Russia's annexation of the Crimea in Ukraine. According to Poland, R2P is an important principle that can legitimise interventions in sovereign states in order to protect civilians.*

*In the case of the civil war in Yemen, Poland has argued in the Security Council, inter alia, that Yemen's ports must remain open in order to ensure that humanitarian aid reaches those in need in the country. All administrative obstacles to the importation of basic goods must be abolished. According to international law, all parties to the conflict have an obligation to protect civilians. Attacks on civilians must not occur and weapons must not be used in residential areas. No improvement can be achieved without a long-term political solution. Those responsible for war crimes must be brought to justice. Poland voted for Britain's proposed resolution condemning Iran's involvement in the civil war in Yemen, but the resolution was not adopted because Russia exercised its veto.*

*Poland has signed and ratified the ICC Charter.*

### STRATEGY

Poland is likely to cooperate with France, the UK and the United States. For Poland, it is essential that the resolution contains practical measures that ensure humanitarian access and assistance for those in need in Yemen.

### KEY POSITIONS

- All of Yemen's ports must remain open to ensure that humanitarian aid reaches those in need in the country.
- All parties to the conflict have an obligation under international law to protect civilians.
- Attacks on civilians must not occur and weapons must not be used in residential areas.

### SOURCES AND CONTINUED READING

See Poland's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8361.pdf)), downloaded 18 November 2018.

See Poland's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8379.pdf)), downloaded den 18 November 2018.

General information about Poland's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/europa/polen/utrikespolitik-och-forsvar/>), downloaded 18 November 2018.



## COUNTRY POSITIONS: RUSSIA

*Russia's foreign policy is characterised by the country's efforts to regain its former role as a global superpower. It is therefore important for Russia to enter into alliances with other states in different parts of the world. In the Middle East, Russia's most important allies are Iran and Syria. Russia is a strong advocate of the sovereignty principle and thus it is often sceptical about interventions motivated by references to the principle, such as the intervention in Libya in 2011. According to Russia, R2P is often abused by countries that want to promote self-interest, for example to achieve regime change in some state. China and Russia prevented the Security Council from taking joint action against the Assad regime in Syria.*

*In the Security Council, Russia has emphasised, inter alia, that humanitarian aid must be provided immediately and all ports in Yemen must be kept open and functioning. The Security Council must strive to ensure that both parties to the conflict return to the negotiating table. All warring parties should refrain from using violence and should seek a political solution. Russia has exercised its veto against the proposed resolution presented by the UK, which contained a condemnation of Iran's arms deliveries to the rebels. This should be viewed from the perspective that Russia wishes to maintain good relations with Iran and to counter US influence in the region.*

*Russia signed the ICC Statute in 2000, but declared that the country no longer wants to be a contracting state, after the ICC criticised Russian intervention in Ukraine.*

### STRATEGY

The resolution must be balanced and not contain any explicit criticism of Iran. The international community should seek to ensure a diplomatic solution, but the responsibility for the conflict does not lie solely with the rebels.

### KEY POSITIONS

- The resolution must not contain any explicit criticism of Iran. Responsibility for the civil war rests with both sides.
- Humanitarian aid must be provided immediately and all ports in Yemen must be kept open and functioning
- The Security Council must strive to ensure that both parties to the conflict return to the negotiating table.
- Russia no longer intends to ratify the ICC Statute

and may therefore oppose those responsible for war crimes in Yemen being brought before that court.

### SOURCES AND CONTINUED READING

See Russia's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8361.pdf)), downloaded 18 November 2018.

See Russia's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8379.pdf)), downloaded 18 November 2018.

General information about Russia's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/europa/ryssland/utrikespolitik-och-forsvar/>), downloaded 18 November 2018.

## COUNTRY POSITIONS: SWEDEN

*Sweden, which has not been in a war since 1814, has pursued a pronounced non-aligned policy since 1945, which is intended to safeguard the country's neutrality. Sweden has long been involved in the United Nations and has also been a major donor. Sweden has expressed support for R2P but stressed that preventive measures are an important starting point. If preventive measures fail, however, the Security Council must honour its responsibilities. Sweden's strategy, however, has been to avoid confrontation in the Security Council. Since some members of the Security Council are critical of R2P, Sweden has avoided raising the principle during the debates there.*

*In the case of the civil war in Yemen, Sweden has long been pushing for a ceasefire and did not want to adopt a position on the Saudi coalition. This is despite the fact that Sweden sells weapons to the United Arab Emirates and Saudi Arabia. Sweden considers it very urgent that a resolution on this issue be adopted by the Security Council, and therefore does not want the draft resolution to contain provocative formulations.*

*In the Security Council, Sweden has emphasised that it is alarming that as many as 14 million people in Yemen are threatened with starvation. The lack of food is exacerbated by the military conflict escalating around Hodeidah. Peace talks should be initiated immediately and with a lasting ceasefire. The parties to the conflict must also provide unrestricted and safe humanitarian access, as only a political solution can lead to an end to the war.*

*Sweden has signed and ratified the ICC Charter.*

### STRATEGY

Sweden's main priorities are an immediate ceasefire in combination with unlimited and safe humanitarian access. The resolution should not condemn Iran's involvement in the conflict and also contain no provocative formulations that may cause any of the permanent members to exercise their veto. Sweden may play a key role as mediator between the various groups in the Security Council.

### KEY POSITIONS

- The parties to the conflict must enter into an immediate ceasefire, followed by resumed peace talks.
- Immediate and unrestricted humanitarian access must be guaranteed.
- It is very important that the Security Council can agree on a resolution and the resolution

should therefore not contain any provocative formulations.

### SOURCES AND CONTINUED READING

See Sweden's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8361.pdf)), downloaded 18 November 2018.

See Sweden's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8379.pdf)), downloaded 18 November 2018.

General information about Sweden's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/europa/sverige/utrikespolitik-och-forsvar/>), downloaded on 18 November 2018.

## COUNTRY POSITIONS: THE NETHERLANDS

*The Dutch foreign policy is characterised by an effort to bolster human rights. Generally, the Netherlands is a strong advocate for R2P. According to the Netherlands, the UN should play a more proactive role and intervene before violations of international law occur.*

*In the Security Council, the Netherlands has been a driving force for ensuring greater attention on the conflict in Yemen and has emphasised, among other things, that the people of Yemen are threatened with a famine disaster caused by the ongoing civil war, and that the Houthi rebels must immediately surrender control of the storage buildings in Hodeidah they have occupied for several months. The road between Hodeidah and Sana'a must be reopened for the transportation of food and other basic goods. The ongoing hostilities have led to many civilian deaths. Hospitals and water treatment plants have been damaged, resulting in an increased risk of cholera.*

*The Netherlands has signed and ratified the ICC Charter and would probably welcome those charged with international human rights violations in Yemen being brought to justice in the ICC.*

### STRATEGY

The Netherlands wants the Security Council to adopt a resolution that ensures humanitarian access and the supply of food to those in need in Yemen. All conflicting parties have a responsibility to minimise civilian casualties.

### KEY POSITIONS

- All ports, airports and roads must remain open so that humanitarian assistance can reach those in need in Yemen.
- The road between Hodeidah and Sana'a must be reopened for transportation of food and other basic goods.

### SOURCES AND CONTINUED READING

See the Netherlands' statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8361.pdf)), downloaded 18 November 2018.

See the Netherlands' statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8379.pdf)), downloaded 18 November 2018.

General information about the Netherlands' foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/europa/nederlanderna/utrikespolitik-och-forsvar/>), downloaded 18 November 2018.

## COUNTRY POSITIONS: UNITED KINGDOM

*The UK has had a close relationship with the United States for a long time. At the same time, relations with Iran and Russia are strained. The UK has feared Iran's power ambitions in the Middle East and that Iran will develop nuclear weapons or other weapons of mass destruction.*

*The UK has played an active role in the Security Council's work on the conflict in Yemen, which is in part due to the fact that the country is a so-called "pen-holder" on the issue and leads the work on drafting new resolutions. The UK supports and sells weapons to the Saudi coalition. The UK has previously been criticised for unilaterally taking sides against the Houthi rebels, but the UK's foreign minister, Jeremy Hunt, has recently criticised both sides in the conflict for persisting in their belief in a military solution. According to the UK, R2P is a very important principle that can legitimise interventions in a sovereign state in order to protect civilians.*

*In the Security Council, the UK has emphasized that access for humanitarian aid through the ports of Yemen must be safeguarded. The UK also believes that Iran is violating Security Council resolutions by supplying weapons to the rebels, and it proposed a draft resolution condemning Iran's actions. However, the proposed resolution was not adopted by the Security Council because Russia exercised its veto. Unrestricted humanitarian access is crucial to preventing a major famine disaster. The UK has particularly emphasized that the Houthi rebels are preventing food, fuel and medicine from reaching those in need in northern Yemen. The military operations in Yemen must be conducted in accordance with international law, but the only way to resolve the conflict is through a political agreement.*

*The UK has signed and ratified the ICC Charter and would probably welcome those charged with international human rights violations in Yemen being brought to justice in the ICC.*

### STRATEGY

The UK will probably propose a resolution that strongly criticizes the Houthi rebels and Iran. It is likely that the UK will seek to cooperate with France and the United States.

### KEY POSITIONS

- The Houthi rebels and Iran bear the main responsibility for worsening the civil war. The resolution should contain sharp criticism of Iran's involvement in the civil war.
- Full humanitarian access must be granted.
- The military operations in Yemen must be conducted in accordance with international law, but a political agreement is necessary in order to terminate the conflict.

### SOURCES AND CONTINUED READING

See the UK's statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8361.pdf)), downloaded 18 November 2018.

See the UK's statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8379.pdf)), downloaded 18 November 2018.

General information about the UK's foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/europa/storbritannien/utrikespolitik-och-forsvar/>), downloaded 18 November 2018.



## COUNTRY POSITIONS: USA

*The United States has had a strained relationship with Iran for many decades, which has deteriorated further after President Donald Trump's administration reimposed sanctions on Iran. In contrast, Saudi Arabia is a close ally of the United States. Against this background, the United States supports the Saudi coalition and strongly criticises Iran's alleged involvement in the conflict. The United States has assisted the coalition with weapons and provides military advice to the government of Yemen in its struggle against the Houthi rebels. The United States also carries out air attacks against Al Qaeda and ISIS in Yemen. A small US military force is present in Yemen to fight terrorist organisations. However, the US military does not participate in the hostilities against the Houthi rebels. According to the United States, the R2P is a very important principle that can legitimise interventions in individual states that fail to protect their inhabitants.*

*The United States has stated that the Houthi rebels are supported by Iran and that terrorist organisations are gaining ground in Yemen. The United States supports the government of Yemen and believes that Iran bears a major part of the responsibility for the civil war continuing. All parties to the conflict must protect civilians and guarantee unrestricted humanitarian access. Civilians must be protected in the conflict.*

*The United States has signed but not ratified the ICC Charter. The United States revoked its signature in 2002 and stated that the country does not intend to become a Contracting State. The reason for its resistance to the ICC is that the United States does not want US citizens to be tried before the court.*

### STRATEGY

The United States is likely to collaborate with France and the United Kingdom. One objective is that the Security Council should adopt a resolution that sharply condemns the Houthi rebels and Iran.

### KEY POSITIONS

- Yemen must be held together under the legitimate government.
- The Houthi rebels and Iran bear the main responsibility for worsening the civil war.
- Humanitarian access must be guaranteed and civilians must be protected.
- The individuals among the rebels who commit war crimes must be made to answer for their crimes. The United States has not ratified the ICC Charter and may advocate that other mechanisms should be used to achieve justice.

### SOURCES AND CONTINUED READING

See the United States' statement at the Security Council meeting on 21 September 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8361.pdf)), downloaded 18 November 2018.

See the United States' statement at the Security Council meeting on 23 October 2018 ([https://www.securitycouncilreport.org/atf/cf/%7b65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8379.pdf)), downloaded 18 November 2018.

General information about US foreign policy, see (<https://www.ui.se/landguiden/lander-och-omraden/nordamerika/usa/utrikespolitik-och-forsvar/>) downloaded on 18 November 2018.



Photo: UN Photo/Mark Garten

The Security Council unanimously adopts resolution 2204 (2015), extending for one year sanctions on those threatening stability in Yemen, as well as the mandate of the Panel of Experts who assist the committee that oversees those measures. 24 February 2015.

## TEMPLATE FOR DRAFT RESOLUTION

Below is a template showing the structure of a draft resolution, with some examples of initiating and operational clauses that can be used. Initiating clauses should stand in italics and operative clauses should be underlined and numbered. Each new line throughout the whole draft resolution should also be numbered in parenthesis. Examples of more detailed instructions are also available (in Swedish) at [www.fn.se](http://www.fn.se). Examples of real resolutions that have been adopted can be found on the Security Council's website: <http://www.un.org/en/sc/documents/resolutions>.

**TOPIC:** *(topic on the agenda)*

**SUBMITTED BY:** *(name of the country initiating the draft resolution)*

**CO-SPONSORS:** *(name of at least four countries supporting the draft resolution)*

**THE UNITED NATIONS SECURITY COUNCIL,**

- |   |                               |   |
|---|-------------------------------|---|
| (01) <i>Recalling</i> its resolution...         | (07) 1. <u>Condemns</u> ...   | (14) 8. <u>Supports</u> ...   |
| (02) <i>Confirming</i> ...,                     | (08) 2. <u>Confirms</u> ...   | (15) 9. <u>Requires</u> ...   |
| (03) <i>Recognising</i> ...,                    | (09) 3. <u>Claims</u> ...;    | (16) 10. <u>Welcomes</u> ...  |
| (04) <i>Emphasising the</i><br>importance of... | (10) 4. <u>Requests</u> ...   | (17) 11. <u>Decides to</u> remain actively<br>seized on the matter. |
| (05) <i>Noting with concern</i> ...             | (11) 5. <u>Encourages</u> ... |   |
| (06) <i>Noting with satisfaction</i> ...        | (12) 6. <u>Underlines</u> ... |   |
|   | (13) 7. <u>Urges</u> ...      |   |

## FURTHER READING

### ABOUT THE CIVIL WAR IN YEMEN

- *Situation of human rights in Yemen, including violations and abuses since September 2014*, 17 August 2018. Expert investigation carried out on behalf of the UN Human Rights Council. ([https://www.ohchr.org/Documents/Countries/YE/A\\_HRC\\_39\\_43\\_EN.docx](https://www.ohchr.org/Documents/Countries/YE/A_HRC_39_43_EN.docx)), downloaded on 18 November 2018.
- *Yemen: Civil War and Regional Intervention*, Jeremy M. Sharp, 24 August 2018. Report prepared by the Congressional Research Service (<https://fas.org/sgp/crs/mideast/R43960.pdf>), downloaded 18 November 2018.
- Information about Yemen's modern history from the Swedish Institute for International Affairs. (<https://www.ui.se/landguiden/lander-och-omraden/asien/jemen/modern-historia/>), downloaded 18 November 2018.
- Information on current politics in Yemen from the Swedish Institute for International Affairs. (<https://www.ui.se/landguiden/lander-och-omraden/asien/jemen/aktuell-politik2/>), downloaded on 18 November 2018.
- Country information and information on vulnerable population groups, by the Global Centre for R2P (<http://www.globalr2p.org/regions/yemen>), downloaded 18 November 2018.
- Report from Human Rights Watch on hostage-taking and other assaults committed by the Houthi rebels. (<https://www.hrw.org/news/2018/09/25/yemen-houthi-hostage-taking>), downloaded 18 November 2018.
- Report of the *Office of the High Commissioner* on air attacks on civilian targets (<https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=17251>), downloaded 18 November 2018.
- Report from The Guardian newspaper on bombing attacks in Yemen in August 2018. (<https://www.theguardian.com/world/2018/aug/19/us-supplied-bomb-that-killed-40-children-school-bus-yemen>), downloaded 18 November 2018.

### ABOUT THE SECURITY COUNCIL'S PREVIOUS ACTIONS AND OTHER STATEMENTS BY THE UN

- Security Council Press Release on the situation in Yemen of 8 November 2014 (<https://www.un.org/press/en/2014/sc11638.doc.htm>), downloaded 18 November 2018.
- Security Council Resolution of 15 February 2015, which condemned the Houthi rebel's takeover of power. ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_res\\_2201.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_res_2201.pdf)), downloaded 18 November 2018.
- Security Council Resolution of 14 April 2015, imposing the arms embargo on the Houthi rebels ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_res\\_2216.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_res_2216.pdf)), downloaded 18 November 2018.
- Security Council Resolution of 26 February 2018, extending the ongoing sanctions ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_res\\_2402.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_res_2402.pdf)), downloaded 18 November 2018.
- The draft resolution presented by the UK and which Russia vetoed. ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_2018\\_156.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_2018_156.pdf)), downloaded 18 November 2018.
- See Security Council statement of 15 March 2018 ([https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_prst\\_2018\\_5.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_prst_2018_5.pdf)), downloaded 18 November 2018.





Khaled Hussein Mohamed Alyemany, Permanent Representative of the Republic of Yemen to the UN, addresses the Security Council meeting on the situation in his country. 12 February 2015.

#### **ABOUT THE RESPONSIBILITY TO PROTECT (R2P)**

- The United Nations Office on Genocide Prevention and the Responsibility to Protect (<http://www.un.org/en/genocideprevention/about-responsibility-to-protect.html>), downloaded on 18 November 2018.
- Background and more information about R2P ([http://www.globalr2p.org/about\\_r2p](http://www.globalr2p.org/about_r2p)), downloaded 18 November 2018.

#### **ABOUT THE INTERNATIONAL CRIMINAL COURT (ICC)**

- Rome Statute governing the ICC's activities. ([http://www.manskligarattigheter.se/dm3/file\\_archive/020521/86650479doe0a41c6e3b94dcaf54f369/fn\\_980717.pdf](http://www.manskligarattigheter.se/dm3/file_archive/020521/86650479doe0a41c6e3b94dcaf54f369/fn_980717.pdf)), downloaded on 18 November 2018.

#### **ABOUT THE POSITIONS OF THE DIFFERENT COUNTRIES**

- See the sources listed in the respective role cards. Statements by the Security Council members on the situation in Yemen from, inter alia, 17 April 2018, 2 August 2018, 11 September 2018, 21 September 2018 and 23 October 2018 are available on the Security Council's website.
- Statements of 23 October 2018, ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8379.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8379.pdf)), downloaded on 18 November 2018.

- Statements of 21 October 2018, ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8361.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8361.pdf)), downloaded on 18 November 2018.
- Statements of 11 September 2018, ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8348.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8348.pdf)), downloaded on 18 November 2018.
- Statements of 02 August 2018, ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8323.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8323.pdf)), downloaded on 18 November 2018.
- Statements of 17 April 2018, ([https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s\\_pv\\_8235.pdf](https://www.securitycouncilreport.org/atf/cf/%7b65BF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7d/s_pv_8235.pdf)), downloaded on 18 November 2018.
- Statement by the Saudi coalition, which rejects the allegations of war crimes (<http://english.alarabiya.net/en/News/gulf/2018/08/29/Arab-coalition-releases-statement-on-UN-report-regarding-Yemen.html>), downloaded on 18 November 2018.



