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Security Council Background Guide 2025

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Dear Delegates,

Welcome to the 2025 National Model United Nations New York Conference (NMUN•NY)! We are pleased to introduce to you our committee, the Security Council (SC). Your committee's work is facilitated by volunteer staffers. This year's committee staff are: Director Alexandra Bogdasarow and Assistant Director Inés León Giménez (Conference A), and Director Luke Glasspool and Assistant Director Holiday O'Bryan (Conference B). Alexandra holds a Bachelor of Arts in Political Science and Chinese Studies and is currently pursuing her Masters in Organisation of Social Issues at the University of Trier. She also works as a research assistant. Inés studies International Relations and Development at the Geneva Graduate Institute, majoring in Gender, Race, and Diversity. She holds a B.A. in Political Science from Sciences Po Bordeaux and the University of Stuttgart, has also studied at LUISS Guido Carli, and worked at the Food and Agriculture Organization of the United Nations (FAO). Luke is studying an MSc in Global Development from SOAS and has an MA in Legal and Political Theory from UCL and a BA in History, Politics and International Relations from Royal Holloway. Holiday O'Bryan is a recent graduate of Macalester College where she studied geology and political science. She currently works as the Programs Coordinator for the United Nations Association of Minnesota. The preparation of these materials was supported by Under-Secretaries-General Vikram Sakkia (Conference A) and Christopher Duggan (Conference B) with contributions by Under-Secretaries-General for Conference Management Alliyah Edwards (Conference A) and Kyle Roberts (Conference B).

The topics on the agenda for this committee are:

1. Climate, Peace and Security
2. The Situation in Yemen

This Background Guide serves as an introduction to the topics for this committee. However, it is not intended to replace individual research. We encourage you to explore your Member State's policies in depth and use the bibliography to further your knowledge on these topics. In preparation for the conference, each delegation should submit a Position Paper by 11:59 p.m. ET on 1 March 2025 in accordance with the guidelines in the [Position Paper Guide](#) and the [NMUN•NY Position Papers website](#).

Two resources, available to download from the NMUN website, serve as essential instruments in preparing for the Conference and as a reference during committee sessions:

- The [NMUN Delegate Preparation Guide](#), which explains each step in the delegate process, from pre-conference research to the committee debate and resolution drafting processes. Please take note of the information on plagiarism, and the prohibition on pre-written working papers and resolutions.
- The [NMUN Rules of Procedure](#), which includes the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure.

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

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

Alexandra Bogdasarow, Director
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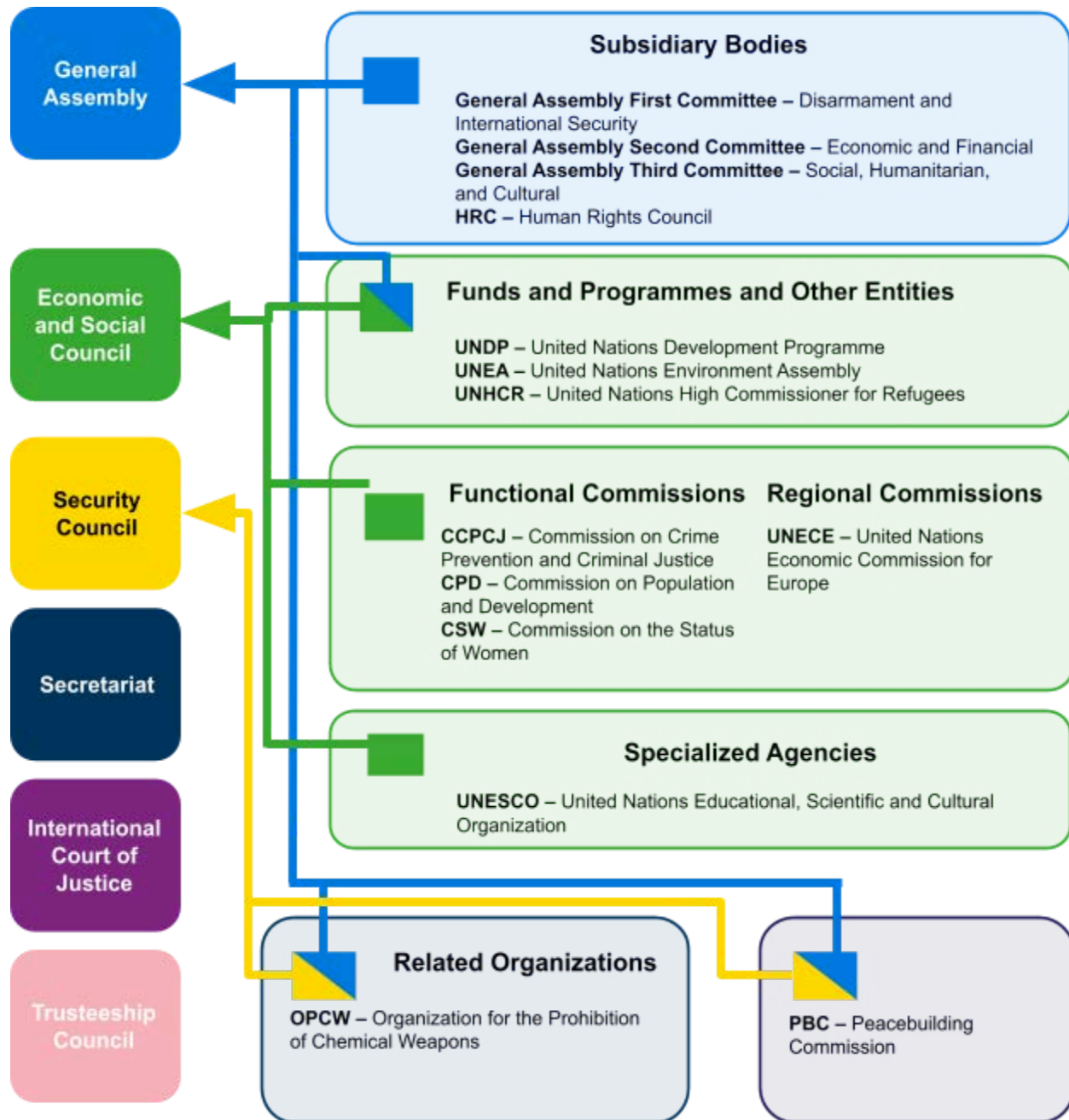
Table of Contents

United Nations System at NMUN·NY	1
Committee Overview	2
Introduction.....	2
Mandate, Function and Powers.....	2
Governance, Funding and Structure.....	3
Bibliography.....	5
1. Climate, Peace, and Security	6
Introduction.....	6
International and Regional Framework.....	7
Role of the International System.....	8
Climate Change and its Impact on Women and Youth.....	11
Competition over Scarce Resources.....	13
Conclusion.....	15
Further Research.....	15
Bibliography.....	17
2. The Situation in Yemen	23
Introduction.....	23
International and Regional Framework.....	24
Role of the International System.....	26
Mitigating the Effects of the Humanitarian Crisis in Yemen.....	28
The Impact of the Yemeni Crisis on Women and Youth.....	30
Conclusion.....	32
Further Research.....	33
Bibliography.....	34



United Nations System at NMUN·NY

This diagram illustrates the United Nations system simulated at NMUN·NY. It shows where each committee “sits” within the system to demonstrate the reportage and relationships between entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee’s position, purpose, and powers within the United Nations system.





Committee Overview

Introduction

The Security Council is one of the six principal organs of the United Nations defined by the Charter of the United Nations (Charter) (1945).¹ The Security Council seeks to maintain international peace and security and oversees changes to the United Nations Charter.² As the Security Council is the only United Nations body that can create legally-binding decisions for all Member States under Chapter VII of the Charter, it has a unique and impactful mandate to set norms and govern state actions.³ Traditionally, the Security Council discusses issues related to conflict, peacebuilding and peacekeeping missions, the protection of human rights, disarmament, and humanitarian crises.⁴ With the adoption of the 2030 Agenda for Sustainable Development (2030 Agenda) by the General Assembly in 2015, the Security Council has begun to increasingly focus on the intersection between sustainability, peace, and security.⁵

Mandate, Function and Powers

The mandate of the Security Council is to maintain international peace and security and to take action whenever peace and security are threatened.⁶ The council's authority is particularly relevant with respect to the UN's four primary purposes, as specified in the Charter of the United Nations: maintaining international peace and security; developing friendly relations among nations; cooperating in solving international problems; and promoting respect for human rights.⁷ The capabilities of the Security Council are highlighted in Chapters V-VIII of the Charter.⁸ Chapter V establishes the structure, membership, functions, and powers of the Security Council.⁹ Chapters VI and VII specifically address the range of actions that the Security Council can take when settling disputes.¹⁰ Chapter VI aims to settle disputes through peaceful means, such as negotiation and judicial settlement.¹¹ Chapter VII explores further actions that can be taken regarding threats to peace, breaches of peace, and acts of aggression.¹² This chapter also authorizes the Security Council to implement provisional measures aimed at de-escalating conflict situations, including the deployment of peacekeeping forces and sanctions.¹³ Chapter VIII allows the Security Council to call upon other regional agencies or arrangements to enforce appropriate operations and intervene if necessary.¹⁴

While the following list is not exhaustive, the mandate of the Security Council can be summarized as:

¹ United Nations, Security Council. *What is the Security Council?* N.d.

² Ibid.

³ United Nations Conference on International Organization. *Charter of the United Nations*. 1945. ch. VII.

⁴ Council on Foreign Relations. *The UN Security Council*. 2021; Encyclopedia Britannica. *United Nations Security Council*. 2023.

⁵ United Nations, General Assembly. *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*. 2015.

⁶ United Nations, Security Council. *What is the Security Council?* N.d.

⁷ United Nations Conference on International Organization. *Charter of the United Nations*. 1945. art. 1.

⁸ Ibid. ch. V-VIII.

⁹ Ibid. ch. V.

¹⁰ Ibid. ch. VI-VII.

¹¹ Ibid. ch. VI.

¹² Ibid. ch. VII.

¹³ Ibid. ch. VII.

¹⁴ Ibid. ch. VIII.



- The Security Council **will generally**: make policy recommendations that and conducive to the maintenance of international peace and security; call on Member States to apply economic sanctions and measures not involving the use of force; call for arms embargos, enforce disarmament, and call upon international judicial mechanisms to become active; use diplomatic tools to investigate situations that might lead to aggression (between states, non-state groups, and within state territories); authorize military action against states or entities threatening international peace and security.¹⁵
- The Security Council **will not generally**: intervene in situations and enact enforcement measures unless a threat to international peace and security can be determined; encourage the use of force unless it considers that already taken non-military measures have proven inadequate.¹⁶

Governance, Funding and Structure

The Security Council is the only United Nations body that has the power to adopt legally binding resolutions, as article 25 of the Charter obligates Member States to accept and carry out the council's decisions.¹⁷ The Security Council also has a variety of other tools to address issues on its agenda.¹⁸ For example, the President of the Security Council may issue press statements or presidential statements to communicate the council's position.¹⁹ Although not legally binding, such statements are used to bring attention to important issues and to recommend solutions to ongoing conflicts.²⁰

The Security Council was initially composed of five permanent members and six non-permanent members.²¹ In 1965, the number of non-permanent members was increased to 10.²² As the body's structure has remained largely unchanged, debates over the Security Council's efficacy and authority as a mediator on issues of international security continue.²³ The five permanent members are China, France, Russia, the United Kingdom, and the United States of America, often colloquially referred to as the "P5".²⁴ Every year, the General Assembly elects five of the 10 non-permanent members for a two-year term.²⁵

Every Member State of the Security Council has one vote.²⁶ Votes on all matters (substantive votes) require affirmative votes of nine Member States rather than a simple majority.²⁷ However, if one of the five permanent members of the Security Council casts a negative vote on a matter of substance, such as a

¹⁵ United Nations, Security Council. *Functions and Powers*. N.d.

¹⁶ United Nations, Security Council. *Actions with Respect to Threats to the Peace, Breaches of the Peace, and Acts of Aggression*. N.d.

¹⁷ United Nations Conference on International Organization. *Charter of the United Nations*. 1945. Art. 25; United Nations, Security Council. *What is the Security Council?* N.d.

¹⁸ Security Council Report. *The UN Security Council Handbook: A User's Guide to Practice and Procedure*. 2019. pp. 36-38.

¹⁹ Ibid.

²⁰ Ibid.

²¹ United Nations, Security Council. *Voting System*. N.d.

²² Global Policy Forum. *Background on Security Council Reform*. 2021.

²³ Council on Foreign Relations. *The UN Security Council*. 2021.

²⁴ United Nations, Security Council. *Current Members*. N.d.

²⁵ Ibid.

²⁶ United Nations Conference on International Organization. *Charter of the United Nations*. 1945. art. 27.

²⁷ United Nations, Security Council. *Voting System*. N.d.



draft resolution, it does not pass.²⁸ This is known as a “veto”.²⁹ In the 1950s, Security Council Member States made frequent use of their capacity to veto, but its usage declined in the 1960s, rising again in the 1970s and 1980s.³⁰ In the last decades, the use of the veto power has been comparatively rare.³¹ In recent years, the Security Council has adopted many resolutions by consensus and is divided in relatively few circumstances.³²

²⁸ United Nations, Security Council. *Voting System*. N.d.

²⁹ *Ibid.*

³⁰ Security Council Report. *In Hindsight: The Veto*. 2013; Security Council Report. *The Permanent Members and the Use of the Veto: An Abridged History*. 2013.

³¹ *Ibid.*

³² *Ibid.*



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United Nations, Security Council. *Current Members*. N.d. Retrieved 27 October 2024 from: <https://www.un.org/securitycouncil/content/current-members>

United Nations, Security Council. *Functions and Powers*. N.d. Retrieved 27 October 2024 from: <https://www.un.org/securitycouncil/content/functions-and-powers>

United Nations, Security Council. *Voting System*. N.d. Retrieved 27 October 2024 from: <https://www.un.org/securitycouncil/content/voting-system>

United Nations, Security Council. *What is the Security Council?*. N.d. Retrieved 27 October 2024 from: <https://www.un.org/securitycouncil/content/what-security-council>



1. Climate, Peace, and Security

Introduction

The adverse effects of climate change are a priority for the international community, particularly when it comes to matters of international peace and security.³³ July 2024 saw the highest average global temperatures on record with 2023 tallying the highest number of violent conflicts since the founding of the United Nations.³⁴ As global temperatures rise and extreme weather events intensify, vulnerable regions experience shortages, including diminished water supplies and reduced agricultural yields.³⁵ These scarcities heighten competition for natural and essential resources, putting a larger strain on peace and security.³⁶ As described in the 2017 report, *Climate Change and Social Inequality*, climate change impacts the social and economic status of all individuals regardless of race, religion, or origin.³⁷ The displacement of populations due to climate-induced disasters further strains existing socio-political systems, potentially igniting or exacerbating pre-existing conflicts.³⁸ The World Bank predicts that by 2030 climate change could force up to 130 million people into poverty with significant negative economic effects.³⁹ In their *Strategic Framework for Climate Action 2024-2030* (2024), the Office of the United Nations High Commissioner for Refugees (UNHCR) emphasizes that women and children will be disproportionately impacted by resource scarcity and mass displacement that occurs due to climate change.⁴⁰ The report also notes that mass displacement often heightens conflict by straining resources and infrastructure in receiving areas, increasing tensions between displaced populations and host communities.⁴¹ A 2019 study undertaken by the Intergovernmental Panel on Climate Change (IPCC) additionally notes that loss of land as a result of rising sea levels will likely result in increased geopolitical tensions.⁴²

Climate change is defined as long-term changes in global temperature and weather patterns and refers to the change in global climate during the last century as a result of human activity.⁴³ Human activity that

³³ United Nations, Department of Global Communications. *Five Ways the Climate Crisis Impacts Human Security*. N.d.

³⁴ Johnson. United Nations, Department of Global Communications. *Heat claims more than 175,000 lives annually in Europe, latest data shows*. 2024; United Nations, Department of Global Communications. *With Highest Number of Violent Conflicts Since Second World War, United Nations Must Rethink Efforts to Achieve, Sustain Peace, Speakers Tell Security Council*. 2023.

³⁵ United Nations, Department of Economic and Social Affairs. *The Sustainable Development Goals Report 2022*. 2022. p. 28.

³⁶ United Nations Development Programme. *What is Climate Security and Why is it Important?*. 2023.

³⁷ Islam et al. United Nations, Department of Economic and Social Affairs. *Climate Change and Social Inequality*. 2017. p. 4.

³⁸ Office of the United Nations High Commissioner for Refugees. *Strategic Framework for Climate Action 2024-2030*. 2023. p. 3.

³⁹ World Bank. *Health and Climate Change*. 2024.

⁴⁰ Office of the United Nations High Commissioner for Refugees. *Strategic Framework for Climate Action 2024-2030*. 2023. p. 3.

⁴¹ Ibid. p. 10.

⁴² Oppenheimer et al. Intergovernmental Panel on Climate Change. *Sea Level Rise and Implications for Low-Lying Islands, Coasts and Communities*. 2019. p. 371; Li. United Nations, Department of Global Communications. *Water Scarcity, the Climate Crisis and Global Food Security: A Call for Collaborative Action*. 2023.

⁴³ United Nations, Department of Global Communications. *What is Climate Change?*. N.d.



exacerbates climate change includes the burning of fossil fuels and deforestation.⁴⁴ Climate change acts as a threat multiplier, a factor that amplifies risk and can intensify underlying causes of conflict and compound issues, prolonging conflict.⁴⁵ Climate change fuels the cyclical pattern of conflict, intensifying its recurrence and severity.⁴⁶ For example, the Italian Institute for International Political Studies describes the recurrence of conflict in the Lake Chad region in Nigeria as being heavily influenced by climate as extended drought and extreme weather intensify displacement, resource competition, and livelihood insecurity.⁴⁷ Climate security addresses the link between climate change and its impact on peace and security.⁴⁸

Resilience in the context of climate security refers to the need to enhance the capacity of communities and Member States to respond and adapt to climate crises.⁴⁹ This is different from prevention and encompasses social, economic, and political resilience.⁵⁰ The Center for Climate and Energy Solutions defines adaptation in the context of climate as the measures and strategies implemented to adjust to and manage the impacts of climate change, aiming to reduce vulnerabilities and enhance resilience.⁵¹ Vulnerabilities and hazards are distinct from each other.⁵² A hazard is the probability of a potentially harmful event occurring for example, a hurricane or a drought), while vulnerability refers to the extent of damage or loss that could result from that event.⁵³ While the reduction of hazards related to climate change is not possible, vulnerabilities can be addressed more readily.⁵⁴

International and Regional Framework

The *United Nations Framework Convention on Climate Change* (UNFCCC) (1992) is the first international framework addressing global climate change.⁵⁵ The primary goal of the convention is to combat the effects of climate change by stabilizing greenhouse gas concentrations in the atmosphere.⁵⁶ UNFCCC provides a framework for negotiating specific protocols and agreements and has produced the *Kyoto Protocol* (1997) and the *Paris Agreement* (2015), both of which set binding targets for reducing greenhouse gas emissions and addressing the impacts of climate change.⁵⁷ The *Kyoto Protocol* set legally binding targets for 37 industrialized Member States and the European Union (EU) to reduce their greenhouse gas emissions by an average of 5% below 1990 levels during the commitment period from

⁴⁴ United Nations, Department of Global Communications. *Causes and Effects of Climate Change*. N.d.; United Nations Development Programme. *What is Climate Security and Why is it Important?*. 2023.

⁴⁵ Goodman et al. The CNS Corporation. *National Security and the Threat of Climate Change*. 2007; United Nations Department of Political and Peacebuilding Affairs. *Addressing the Impact of Climate Change on Peace and Security*. N.d.

⁴⁶ Vivekananda. Italian Institute for International Political Studies. *Climate Change and the Conflict Trap in Lake Chad*. 2020.

⁴⁷ Ibid.

⁴⁸ International Organization for Migration. *Climate Security*. 2024.

⁴⁹ Center for Climate and Energy Solutions. *Climate Resilience Portal*. 2024.

⁵⁰ Ibid.

⁵¹ United Nations Framework Convention on Climate Change. *Adaptation and Resilience*. N.d.

⁵² Huckstep et al. Center for Global Development. *Climate Change and Migration: An Omnibus Overview for Policymakers and Development Practitioners*. 2023.

⁵³ Ibid. p. 5.

⁵⁴ Ibid. p. 47.

⁵⁵ United Nations Framework Convention on Climate Change. *History of the Convention*. N.d.

⁵⁶ Ibid.

⁵⁷ European Parliament. *Interactive timeline; A guide to climate change negotiations*. N.d.



2008 to 2012.⁵⁸ Whereas, the *Paris Agreement* had Member States commit to limiting global warming to below 2°C above pre-industrial levels, with the goal of keeping it to 1.5°C.⁵⁹ Unlike the *Kyoto Protocol*, the *Paris Agreement* includes both developed and developing Member States, emphasizing a global effort to mitigate climate change, adapt to its impacts, and provide financial and technical support to developing Member States.⁶⁰

The adoption of General Assembly resolution 70/1, “Transforming our world: the 2030 Agenda for Sustainable Development” and its subsequent 17 Sustainable Development Goals (SDGs) set forth a global plan of action to address climate and security.⁶¹ In particular, SDGs 13 (climate action) and 16 (peace, justice and strong institutions) are relevant to climate, peace, and security.⁶² SDG 13 focuses on taking urgent action to combat climate change and its impacts. Whereas SDG 16 aims to promote peaceful and inclusive societies, ensure access to justice for all, and build effective, accountable institutions at all levels.⁶³ Together, SDGs 13 and 16 underscore the connection between addressing climate change and fostering peace, emphasizing that sustainable development requires both environmental action and strong governance that upholds matters of international peace and security.⁶⁴

Comprehensive approaches to climate, security, and peace, focusing on preventive diplomacy, conflict resolution, and sustainable peacebuilding are a recent priority of the United Nations system.⁶⁵ Most recently, the *New Agenda for Peace* (2023), proposed by United Nations Secretary-General António Guterres, expressly links conflict and climate change.⁶⁶ In particular, the Agenda identifies the climate emergency as an interlocking threat, one that transcends national boundaries and negatively impacts global security world wide.⁶⁷ The Agenda also highlights the need for increased support for vulnerable populations and promotes the inclusion of diverse voices in peace processes.⁶⁸

Role of the International System

Since 2007, the Security Council and the General Assembly are the preeminent United Nations bodies addressing climate, peace, and security and have developed a global climate security initiative through their resolutions.⁶⁹ The United Nations Security Council has adopted several resolutions on climate and

⁵⁸ United Nations Framework Convention on Climate Change. *Kyoto Protocol to the United Nations Framework Convention on Climate Change*. 1998.

⁵⁹ Conference of the Parties to the United Nations Framework Convention on Climate Change. *Paris Agreement*. 2015.

⁶⁰ Ibid.

⁶¹ United Nations, General Assembly. *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*. 2015.

⁶² Ibid.

⁶³ United Nations, Department of Global Communications. *Goal 13: Take urgent action to combat climate change and its impacts*. N.d; United Nations, Department of Global Communications. *Goal 16: Promote just, peaceful and inclusive societies*. N.d.

⁶⁴ United Nations, General Assembly. *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*. 2015.

⁶⁵ United Nations, Department of Political and Peacebuilding Affairs. *A New Agenda for Peace*. 2023.

⁶⁶ Ibid.

⁶⁷ Ibid.

⁶⁸ Ibid.

⁶⁹ Security Council Report. *Climate, Peace and Security*. 2023; United Nations, Department of Global Communications. *Climate Change Recognized as “Threat Multiplier”, UN Security Council Debates its Impact on Peace*. N.d; United Nations, Security Council. *Peace and Security in Africa- Lake Chad Basin*



security separately but has yet to pass a resolution formally linking the two.⁷⁰ Through resolution 2349, “Peace and Security in Africa - Lake Chad Basin” (2017) the Security Council acknowledged the effects of climate change on stability in the region, including food insecurity, drought, and land degradation.⁷¹ The resolution recognized the impact that desertification and food and water insecurity had on stability in the region and emphasized the need for climate risk management by both the United Nations and the local government.⁷² In 2021, a draft resolution concerning the formal recognition of climate change as a security issue was voted on by the Security Council but was ultimately vetoed.⁷³ General Assembly resolution 64/350 “Climate change and its possible security implications,” adopted in 2009, recognized five key areas in which climate change would likely have negative security implications.⁷⁴ The five key areas were: vulnerability, including food, water, and exposure to extreme weather; development; coping and security, including migration; competition over resources, and domestic violence; statelessness, including loss of habitable territory; and international conflict.⁷⁵

The Department of Political and Peacebuilding Affairs (DPPA) and the United Nations Development Programme (UNDP) contribute to the analysis and creation of strategies used to mitigate climate-related security risks.⁷⁶ The *Strategic Plan for 2023-2026 (2023)*, a joint-strategy published by DPPA, outlines measures to mitigate climate-related security risks and aims to integrate climate-informed analysis into the prevention of conflict.⁷⁷ Additionally, DPPA established the Climate Security Mechanism (CSM) in 2018 with UNDP and the United Nations Environment Programme (UNEP) to address climate-related security risks.⁷⁸ The CSM supports the conduction of climate security risk assessments and the development of risk management strategies.⁷⁹ In 2023, DPPA published the *Climate Security Mechanism Progress Report (2023)*, noting a need for increased attention to climate financing efforts.⁸⁰ Additionally, at the 27th UNFCCC Conference of the Parties (COP 27), UNDP, UNFCCC, and the Cairo International Center for Conflict Resolution, Peacekeeping, and Peacebuilding (CCCPA) collaborated to operationalize and launch the Climate Responses for Sustaining Peace (CRSP) initiative, which recognizes climate

(S/RES/2349(2017)). 2017; United Nations, Department of Global Communications. *Security Council holds first-ever debate on impact of climate change on peace, security, hearing over 50 speakers*. 2007.

⁷⁰ United Nations, Security Council. *The UN Security Council and Climate Change: Tracking the Agenda after the 2021 Veto*. 2022.

⁷¹ United Nations, Security Council. *Peace and Security in Africa- Lake Chad Basin (S/RES/2349(2017))*. 2017.

⁷² Ibid.

⁷³ United Nations, Security Council. *The UN Security Council and Climate Change: Tracking the Agenda after the 2021 Veto*. 2022.

⁷⁴ United Nations, General Assembly. *Climate Change and its possible security implications (A/RES/64/350)*. 2009.

⁷⁵ Ibid.

⁷⁶ United Nations, Department of Political and Peacebuilding Affairs. *Addressing the Impact of Climate Change on Peace and Security*. N.d.

⁷⁷ United Nations, Department of Political and Peacebuilding Affairs. *Strategic Plan 2023-2026*. 2023. p. 20.

⁷⁸ Albrecht. United Nations System Staff College. *Joint efforts for Sustaining Peace: Meet the Climate Security Mechanism*. 2021.

⁷⁹ United Nations, Department of Political and Peacebuilding Affairs. *Climate Security Mechanism Progress Report*. 2023.

⁸⁰ Ibid.



security challenges on the African continent.⁸¹ The CSRP initiative emphasizes that policy responses that account for climate change contribute to peace and the de-escalation of conflict.⁸²

UNEP partners with multiple global organizations to address climate security, particularly through issues surrounding gender inequality and humanitarian crises.⁸³ In 2009, UNEP, along with the International Organization for Migration (IOM), Office for the Coordination of Humanitarian Affairs (OCHA), United Nations University (UNU), and the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS), collaborated to investigate the implications of climate change for conflict across the Sahel region.⁸⁴ Together, the parties published a report, *Livelihood Security: Climate Change, Migration and Conflict in the Sahel* (2011).⁸⁵ The publication highlighted the humanitarian crisis in the Sahel region as having been exacerbated due to drought and recommended the adoption of policies that are migration and conflict-sensitive in the hopes of promoting regional cooperation.⁸⁶ In 2020, UNEP together with the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), UNDP, and DPPA published *Gender, Climate and Security: Sustaining Inclusive Peace on the Frontlines of Climate Change* (2020).⁸⁷ The report highlighted the critical role that gender norms play in how women are impacted by the climate crisis and recommended the integration of climate and gender initiatives to better address both the climate crisis and gender inequality more broadly.⁸⁸

The Office of the United Nations High Commissioner for Human Rights (OHCHR) and UNHCR address climate security as it relates to human rights and displaced persons.⁸⁹ OHCHR has adopted several resolutions on human rights and climate change covering topics including the right to food, minimizing and addressing loss and damage caused by climate-related events, and the effects of climate change on vulnerable populations.⁹⁰ Most recently, OHCHR resolution 53/6, “Human Rights and Climate Change,” (2023) called on the executive office of the Secretary-General to produce a report concerning loss and damage related to climate change, resolving to hold an annual panel discussion dedicated to ensuring livelihood resilience.⁹¹ UNHCR has focused on those displaced or otherwise forced to migrate as a result of climate change and aims to ensure that displaced persons are included in discussions and policies concerning climate security.⁹²

⁸¹ United Nations Development Programme. *First Consultation Meeting of the COP27 Presidency Initiative “Climate Responses for Sustaining Peace (CRSP)” sets Roadmap for Implementation*. 2023.

⁸² Ibid.

⁸³ United Nations Environment Programme. *Climate Change and Security Risks*. 2024.

⁸⁴ Ibid.

⁸⁵ Ibid.

⁸⁶ United Nations Environment Programme. *Livelihood Security: Climate Change, Migration, and Conflict in Sahel*. 2011.

⁸⁷ United Nations Environment Programme. *Climate Change and Security Risks*. 2024.

⁸⁸ United Nations Entity for Gender Equality and the Empowerment of Women. *Gender, Climate and Security: Sustaining Inclusive Peace on the Frontlines of Climate Change*. 2020.

⁸⁹ Office of the United Nations High Commissioner for Human Rights. *Human Rights Council resolutions on human rights and climate change*. 2024; Office of the United Nations High Commissioner for Refugees. *Law and policy for protection and climate action*. 2024.

⁹⁰ Office of the United Nations High Commissioner for Human Rights. *Human Rights Council resolutions on human rights and climate change*. 2024.

⁹¹ United Nations, Human Rights Council. *Human Rights and Climate Change (A/HRC/RES/53/6)*. 2023.

⁹² Office of the United Nations High Commissioner for Refugees. *Law and policy for protection and climate action*. 2024.



The Food and Agriculture Organization of the United Nations (FAO) addresses climate security as it relates to conflict and resource scarcity.⁹³ In particular, FAO seeks to embed climate resilience initiatives within its response to famine and food insecurity around the world.⁹⁴ In 2024, FAO Deputy Director-General Beth Bechdol proposed five actions to address climate conflict, including the prioritization of investments, analysis of risks associated with climate change, improved multilateral organization, and the establishment of regional climate, peace, and security hubs.⁹⁵

Climate Change and its Impact on Women and Youth

Climate change disproportionately impacts women and increases threats to security.⁹⁶ According to UNDP in its report *Gender and Climate Change* (2016), climate change impacts men, women, and youth differently due to existing social roles that they maintain within the community and the household levels.⁹⁷ For instance, in many Member States women are responsible for providing almost 100% of the household with food, water, and fuel in addition to caring duties for the elderly and children.⁹⁸ When extreme weather events occur, UNDP indicates women are often the first responders as they try to rescue children and the elderly, making them 14 times more likely to die in natural disasters compared to men.⁹⁹ In the case for women, UN Women identifies climate change to be a threat multiplier due the social and political tensions that women undergo when climate-induced weather events become more frequent.¹⁰⁰ Additionally, UNEP, UN Women, UNDP, and DPPA found in its report, *Gender, Climate and Security* (2020), that women suffered from higher levels of domestic abuse depending on variability in rainfall.¹⁰¹ Women in Pakistan became victims of domestic violence for failing to maintain household resources when faced with depleting water supplies due to a lack of rainfall.¹⁰² Women in Bangladesh also faced blame for failing to protect the home against flooding in times of heavy rainfall.¹⁰³ On the contrary, through the same report, UNDP found that Member States with a higher representation of women in politics are more likely to join multilateral environmental agreements and produce policies that are more resilient to climate change.¹⁰⁴ The United Nations Secretary-General's Peacebuilding Fund (PBF) provided the funds for a project

⁹³ Food and Agriculture Organization of the United Nations. *FAO proposes five key actions to address climate-conflict nexus at the United Nations Security Council*. 2024.

⁹⁴ Food and Agriculture Organization of the United Nations. *Climate action*. 2024.

⁹⁵ Food and Agriculture Organization of the United Nations. *FAO proposes five key actions to address climate-conflict nexus at the United Nations Security Council*. 2024.

⁹⁶ United Nations Development Programme. *Gender and Climate Change: Overview of linkages between gender and climate change*. 2016.

⁹⁷ Ibid.

⁹⁸ United Nations Entity for Gender Equality and the Empowerment of Women. *Explainer: How Gender Inequality and Climate Change are Interconnected*. 2022.

⁹⁹ Albay. United Nations Entity for Gender Equality and the Empowerment of Women. *Take Five: "We Should Not See Women Just As Victims of Disaster. They Are Also Active Agents of Change"*. 2023; Okai. United Nations Development Programme. *Women are Hit Hardest in Disasters, so Why are Responses too Often Gender-Blind?*. 2022.

¹⁰⁰ United Nations Entity for Gender Equality and the Empowerment of Women. *Explainer: How Gender Inequality and Climate Change are Interconnected*. 2022.

¹⁰¹ United Nations Entity for Gender Equality and the Empowerment of Women et al. *Gender, Climate and Security: Sustaining inclusive peace on the frontlines of climate change*. 2020.

¹⁰² Ibid.

¹⁰³ Ibid.

¹⁰⁴ United Nations Development Programme. *Gender and Climate Change: Overview of linkages between gender and climate change*. 2016.



entitled “Water for Peace in Yemen: Strengthening the Role of Women in Water Conflict Resolution.”¹⁰⁵ The project, jointly implemented by FAO and IOM, aimed at contributing to the mitigation of conflict and the effects of rainfall variability through the inclusion of women as conflict-resolution agents.¹⁰⁶ Within the project women were given leadership positions that enabled them to make decisions regarding the implementation of the project in addition to strengthening their role within their communities.¹⁰⁷ A 2022 progress report by FAO entitled *Evaluation of the Project: “Water for Peace in Yemen: Strengthening the Role of Women in Water Conflict Resolution”* found that the leadership project spurred a reduction in tensions within the household and community, allowing families to return to areas which were previously abandoned due to a lack of access to water.¹⁰⁸

Climate change increases economic instability for youth, amplifying existing threats to security.¹⁰⁹ UNHCR has recognized that temperatures are rising 1.5 times faster in the Sahel region than anywhere else in the world, projecting the number of heat waves per year to rise from 4.3% in 2000, to 19.9% by 2080.¹¹⁰ Consequently, UNHCR found that Nigeria loses up to 120,000 hectares of arable land annually to soil erosion and desertification.¹¹¹ According to the International Finance Corporation, a member of the World Bank, the agricultural sector is the largest economic sector in the Sahel Region, accounting for 75% of its employment.¹¹² In *Gender, Climate and Security (2020)*, UNEP also found that variability in rainfall exacerbates economic instability within the Sahel region as the majority of jobs within the region, such as those in agriculture, are not able to function without water.¹¹³ Due to the economic instability caused by a lack of rainfall, youth are vulnerable to being recruited by non-state actors such as Boko Haram who provide financial security at a time when there are limited job options.¹¹⁴ Furthermore, UNEP points out that it is not just boys that are affected, girls in Chad are forced into marriage with young boys that have been enlisted as soldiers and are made to be economically reliant on their new husbands.¹¹⁵

Security Council open meetings are seeing calls for more climate-based resolutions.¹¹⁶ In 2007, the Security Council first debated whether it was appropriate to discuss climate and security in an open

¹⁰⁵ Food and Agriculture Organization of the United Nations. *Evaluation of the Project: “Water for Peace in Yemen: Strengthening the Role of Women in Water Conflict Resolution”*. 2022.

¹⁰⁶ Ibid.

¹⁰⁷ Ibid.

¹⁰⁸ Ibid.

¹⁰⁹ United Nations Entity for Gender Equality and the Empowerment of Women et al. *Gender, Climate and Security: Sustaining inclusive peace on the frontlines of climate change*. 2020..

¹¹⁰ Office of the United Nations High Commissioner for Refugees. *UN Warns of Worsening Conflict and Displacement in Sahel Without Immediate Climate Action*. 2022; United Nations High Commissioner for Refugees. *Representative Concentration Pathways - Climate Risk Profile Sahel Region*. N.d.

¹¹¹ Office of the United Nations High Commissioner for Refugees. *UN Warns of Worsening Conflict and Displacement in Sahel Without Immediate Climate Action*. 2022.

¹¹² Monnier and Maiga. International Finance Corporation. *Lowering Barriers for Agribusiness in the Sahel*. 2022.

¹¹³ United Nations Entity for Gender Equality and the Empowerment of Women et al. *Gender, Climate and Security: Sustaining inclusive peace on the frontlines of climate change*. 2020.

¹¹⁴ Fah. ASIS International. *A Catastrophic Correlation: How Climate Changed Influenced Terrorism Around Lake Chad*. 2023.

¹¹⁵ United Nations Entity for Gender Equality and the Empowerment of Women et al. *Gender, Climate and Security: Sustaining inclusive peace on the frontlines of climate change*. 2020.

¹¹⁶ Security Council Report. *Open Debate: “Addressing the Impacts of Climate-Related Disasters on International Peace and Security”*. 2019.



meeting entitled “Impact of Climate Change on Peace and Security.”¹¹⁷ A decade after the first meeting, the Security Council adopted resolution 2349 (2017) on “The Situation in the Lake Chad Basin Region,” recognizing the impact environmental factors had on conflict in the region.¹¹⁸ The resolution called for management strategies by Member State governments and called for the United Nations to address the effect of climate change on women and youth in the region.¹¹⁹ In a 2019 open meeting of the Security Council on “addressing the impacts of climate-related disasters on international peace and security,” several Member States asserted that climate change would likely become an integral part in the strategy of conflict.¹²⁰ In a following Security Council open debate in 2023 on “sea-level rise and its implications for international peace and security,” delegates called for peace negotiations and post-conflict rebuilding to be more inclusive of women.¹²¹ However, despite the call for increased inclusion of women in peace negotiations and post-conflict rebuilding did not lead to a Security Council resolution addressing the concerns made by Member States.¹²²

Competition over Scarce Resources

Climate change adversely impacts the availability of natural resources.¹²³ As the temperature of the planet rises, extreme weather events such as droughts, floods, and rising sea levels often trigger competition for food and water.¹²⁴ According to the World Food Programme (WFP), an increase in the global temperature of 4°C could increase the number of individuals facing chronic hunger from 783 million to 1.8 billion.¹²⁵ Similarly, the IPCC report *Climate Change 2022: Impacts, Adaptation and Vulnerability* (2022) notes that two billion people worldwide do not have access to safe drinking water and that a 2°C increase in the world’s temperature would likely increase the number to three billion.¹²⁶ Lifeng Li, Director of the Land and Water Division of FAO, claims that water scarcity spurs security issues by creating a competition for natural resources.¹²⁷ For instance, the Institute for Economics and Peace *Ecological Threat Report* (2023) indicates that a 25% increase in food insecurity can increase the risk of conflict by 36%, and a 25% increase in water insecurity can increase the risk of conflict by 18%.¹²⁸

¹¹⁷ United Nations, Department of Global Communications. *Security Council Holds First-Ever Debate on Impact of Climate Change on Peace, Security, Hearing Over 50 Speakers*. 2007.

¹¹⁸ United Nations, Security Council. *The Situation in the Lake Chad Basin Region (S/RES/2349 (2017))*. 2017

¹¹⁹ Ibid.

¹²⁰ Security Council Report. *Open Debate: “Addressing the Impacts of Climate-Related Disasters on International Peace and Security”*. 2019.

¹²¹ Security Council Report. *Open Debate on Sea-Level Rise and its Implications for International Peace and Security*. 2023.

¹²² Ibid.

¹²³ United Nations, Department of Global Communications. *Five Ways the Climate Crisis Impacts Human Security*. N.d.

¹²⁴ Ibid.

¹²⁵ World Food Programme. *Act now on Climate Crisis or Millions More will be Pushed into Hunger and Famine*. 2021.

¹²⁶ Intergovernmental Panel on Climate Change. *Climate Change 2022: Impacts, Adaptation and Vulnerability*. 2022.

¹²⁷ Li, United Nations, Department of Global Communications. *Water Scarcity, the Climate Crisis and Global Food Security: A Call for Collaborative Action*. 2023.

¹²⁸ Institute for Economics and Peace. *Ecological Threat Report 2023*. 2023.



Climate change, as a threat multiplier, intensifies resource scarcity to the point where natural resources are used as weapons of war.¹²⁹ According to the International Committee of the Red Cross (ICRC), there is a correlation between the Member States that are the most vulnerable to the effects of climate change and Member States that are either in conflict or are highly at risk of conflict.¹³⁰ The reason for the correlation, according to ICRC, is that climate-induced scarcity of resources such as food and water can help fuel conflict.¹³¹ In *Climate Change 2022: Impacts, Adaptation and Vulnerability* (2022), IPCC points to rainfall patterns as a driver for amplified tensions within a Member State.¹³² Rainfall patterns were not the cause of the original conflict in Syria, however, the Climate Diplomacy project by Adelphi and the German Federal Foreign Office links the rainfall patterns with the public discontent with how the government addressed the drought.¹³³ 5.5 million Syrian citizens were cut off from water due to attacks on water resources and sanitation systems in 2017.¹³⁴ A drought that occurred, exacerbated the conflict at the time by further limiting a natural resource that was already scarce due to conflict.¹³⁵ The United Nations Association of Germany points out that it is now more strategic to control a water dam than an oil well in some areas, particularly in areas already vulnerable to conflict and the adverse effects of climate change.¹³⁶ Non-state actors, like the Islamic State, proved this by appropriating dams, canals, and reservoirs as weapons to deny cities such as Raqqah of water.¹³⁷ The denial of water supplied to Raqqah spurred an increase that led to the spread of waterborne diseases such as Hepatitis A and Typhoid, making an already dire situation far worse.¹³⁸

The Security Council has adopted resolutions addressing the weaponization of scarce resources.¹³⁹ The Security Council addressed the weaponization of water in Arria-Formula meetings in 2018 on “Water, Peace and Security” and in 2023 on “Protection of Water-related Services and Infrastructure During Armed Conflicts.”¹⁴⁰ Both meetings covered the need to protect civilian’s access to water and the need to invest in water infrastructure that is more resilient to weaponization and the negative effects of climate change.¹⁴¹ Currently, the Security Council has not adopted a resolution that expressly addresses climate change and the weaponization of natural resources, with Security Council resolution 2573 (2021) on the

¹²⁹ United Nations Environment Programme. *UNEP Marks International Day for Preventing the Exploitation of the Environment in War and Armed Conflict*. 2015.

¹³⁰ International Committee of the Red Cross. *Seven Things You Need to Know About Climate Change and Conflict*. 2020.

¹³¹ Ibid.

¹³² Intergovernmental Panel on Climate Change. *Climate Change 2022: Impacts, Adaptation and Vulnerability*. 2022.

¹³³ Climate Diplomacy. *Syrian Civil War: The Role of Climate Change*. N.d.

¹³⁴ Ibid.

¹³⁵ Kohler. United Nations Association of Germany. *Climate Change Makes the Weaponization of Resources More Effective than Ever Before*. 2020.

¹³⁶ Ibid.

¹³⁷ Ibid.

¹³⁸ Ibid.

¹³⁹ United Nations, Department of Global Communications. *States Must Transform Natural Resources from Driver of Conflict into Development Tool to Foster Peace, Cooperation, Secretary-General Tells Security Council*. 2018.

¹⁴⁰ Security Council Report. *Water, Peace and Security - Arria-formula meeting*. 2018; Security Council Report. *Arria-formula Meeting: Protection of Water-related Services and Infrastructure During Armed Conflicts*. 2023.

¹⁴¹ Security Council Report. *Arria-formula Meeting: Protection of Water-related Services and Infrastructure During Armed Conflicts*. 2023.



“Protection of Civilians in Armed Conflict” only recognizing water as an essential service.¹⁴² In cases where Member States have failed to adhere to its resolutions regarding the weaponization of food, such as resolution 2417, the Security Council might reconsider how it enforces its resolutions.¹⁴³ Ways in which the Security Council could enforce its resolutions include: adopting a new resolution that addresses the breach or publishing a presidential statement that addresses the situation.¹⁴⁴ Noting such options, the World Bank produced a report, *Defueling Conflict: Environment and Natural Resource Management as a Pathway to Peace* (2022) whereby it recommends mitigating the impact of conflicts by strengthening inclusive sustainable resource governance at the local, regional, and national level.¹⁴⁵

Conclusion

As global temperatures rise and the climate becomes more unpredictable, climate change poses a larger threat multiplier to conflict.¹⁴⁶ Women and children continue to disproportionately suffer the effects of climate change, spurring further issues of international peace and security.¹⁴⁷ Climate change, through global temperature rise, alterations to rainfall patterns, rising sea levels, and more frequent occurrence of intense weather patterns affects the availability of natural resources, often making them a point of leverage in times of conflict.¹⁴⁸ Security Council resolution 2349 recognized the impact that environmental factors had on exacerbating the conflict.¹⁴⁹ However, formal recognition of climate change as a security issue was voted by the Security Council, and still remains a point of contention.¹⁵⁰ Those in the international community, such as the World Bank, continue to provide solutions to issues of climate, peace, and security, such as an increase in resource management effectiveness during times of conflict.¹⁵¹ Despite such action or lack thereof, continued Security Council meetings regarding the connection between climate change, peace, and security strive to increase focus on reducing the role of climate change as a threat multiplier.¹⁵²

Further Research

As delegates conduct further research into the topic, they should consider: How can the Security Council ensure that there is a continued dialogue surrounding climate, peace and security? How can Member States include women and youth participation in climate, peace, and security? In what ways is the

¹⁴² United Nations, Security Council. *Protection of Civilians in Armed Conflict (S/RES/2573 (2021))*. 2021.

¹⁴³ United Nations Conference on International Organization. *Charter of the United Nations*. 1945.

¹⁴⁴ Ibid.

¹⁴⁵ World Bank. *Defueling Conflict: Environment and Natural Resource Management as a Pathway to Peace*. 2022.

¹⁴⁶ Intergovernmental Panel on Climate Change. *Climate Change 2022: Impacts, Adaptation and Vulnerability*. 2022.

¹⁴⁷ United Nations Development Programme. *Gender and Climate Change: Overview of linkages between gender and climate change*. 2016.

¹⁴⁸ Kohler. United Nations Association of Germany. *Climate Change Makes the Weaponization of Resources More Effective than Ever Before*. 2020.

¹⁴⁹ United Nations, Security Council. *The Situation in the Lake Chad Basin Region (S/RES/2349 (2017))*. 2017.

¹⁵⁰ United Nations, Security Council. *The UN Security Council and Climate Change: Tracking the Agenda after the 2021 Veto*. 2022.

¹⁵¹ World Bank. *Defueling Conflict: Environment and Natural Resource Management as a Pathway to Peace*. 2022.

¹⁵² United Nations Department of Global Communications. *Security Council Holds First-Ever Debate on Impact of Climate Change on Peace, Security, Hearing Over 50 Speakers*. 2007.



Security Council responsible for addressing matters of conflict, particularly if they are spurred by climate change? How can the Security Council ensure that scarce resources exacerbated by climate change are not used as tools for conflict? How can the Security Council promote more effective resource management, most notably in efforts to curb the impact climate change has on conflict?



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2. The Situation in Yemen

*A solution will not be sustainable if it doesn't represent the interests of diverse Yemenis – both those who are involved in the fighting and those who are not. We need to work toward a just and sustainable peace, and not merely the absence of war.*¹⁵³

Introduction

Yemen has faced over a decade of regional violence involving independent groups of rebels, the Yemeni government, separatists, and Islamic terrorist groups leading to a complex political and humanitarian crisis.¹⁵⁴ The conflict is rooted in political, social, separatist, and fundamentalist conflicts, which have intensified due to external intervention and pre-existing regional tensions.¹⁵⁵ During the Arab Spring of 2011, protests led to the Yemeni Revolution and the ousting of President Ali Abdullah Saleh, who had ruled Yemen since its inception in 1990.¹⁵⁶ The transitional government, led by former vice president, Abd-Rabbu Mansour Hadi, faced immediate challenges, including economic difficulties, widespread corruption, and ongoing instability.¹⁵⁷ In 2014, due to the worsening situation, the resurgence of the Houthi movement, a group of Shiite rebels, seized the capital, Sana'a, and began expanding their control over other regions in Yemen.¹⁵⁸ By early 2015, this development triggered a military intervention escalating into a full-scale civil war, involving multiple factions, including the Southern Transitional Council (STC), which is a separatist entity yearning for Southern Yemen's independence, and the Islamic State, further complicating the situation.¹⁵⁹ Multiple peace efforts and ceasefires, brokered by the United Nations and other international actors, have been attempted, but a lasting political solution has yet to be achieved.¹⁶⁰ The Houthis remain in control of large parts of northern Yemen, while various anti-Houthi factions, supported by the Saudi-led coalition, control other regions, leaving the country effectively divided.¹⁶¹ Since the escalation into an armed conflict, the Security Council aims to mediate the conflict and move toward a Yemeni-led political process.¹⁶²

Yemen faces a civil war between internal conflicting parties, yet the conflict contains a strong international component.¹⁶³ The Yemeni government's exile to Saudi Arabia triggered a new dynamic, with Saudi

¹⁵³ United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *Briefing to United Nations Security Council by the Special Envoy for Yemen, Hans Grundberg*. 2021.

¹⁵⁴ United Nations, Security Council. *The situation in the Middle East (S/RES/2451(2018))*. 2018.

¹⁵⁵ United Nations, Office of the High Commissioner for Human Rights. *Yemen: Collective failure, collective responsibility-- UN expert report*. 2019.

¹⁵⁶ United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *Background*. 2024.

¹⁵⁷ United Nations, Security Council. *Middle East (Yemen) (S/RES/2216(2015))*. 2015.; United Nations, Department for Global Communications. *Yemen: Security Council demands Houthi militias withdraw from the capital, join political talks*. 2015.

¹⁵⁸ United Nations, Department for Global Communications. *Yemen: Security Council demands Houthi militias withdraw from the capital, join political talks*. 2015.

¹⁵⁹ United Nations, Department for Global Communications. *Security Council Press Statement on Instability in Southern Yemen*. 2020.

¹⁶⁰ United Nations, Department for Global Communications. *Durable Nationwide Ceasefire, Regional De-escalation Critical to Putting Peace Process Back on Track in Yemen, Special Envoy Tells Security Council*. 2024.

¹⁶¹ International Crisis Group. *Brokering a Ceasefire in Yemen's Economic Conflict*. 2022.

¹⁶² United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *Background*. 2024.

¹⁶³ Council on Foreign Relations, Global Conflict Tracker., Center for Preventive Action. *War in Yemen*. 2024.



Arabia leading a Gulf State coalition supporting the internationally-recognized government.¹⁶⁴ This dynamic opposes the Houthi militias, benefitting from the backing of the Irani government that grants them political and ideological support.¹⁶⁵ More recently, a key moment of tension occurred during the 2021-2022 airstrike campaigns by Saudi Arabia and the United Arab Emirates on Houthi-controlled areas, causing over 19,000 civilian casualties and prompting Houthi drone attacks.¹⁶⁶ Recent escalations have emerged due to the crisis in Gaza and the Red Sea.¹⁶⁷ Despite the national ceasefire from December 2023 to revitalize Yemen's political process and improve domestic conditions, the Houthis have attacked merchant and commercial ships at least 24 times, marking 2024 as the deadliest year for ships crossing between the Horn of Africa and Yemen.¹⁶⁸

Yemen is currently experiencing the world's largest humanitarian crisis, with mitigation efforts focused on prioritizing and supporting marginalized communities.¹⁶⁹ As of 2024, 80% of the population are in need of humanitarian assistance and protection, making it the largest humanitarian crisis in the world.¹⁷⁰ The ongoing local conflicts, resulting chronic food insecurity, poverty, and high population growth are factors that hinder development.¹⁷¹ By the end of 2023, armed conflict and political instability have caused 4.5 million people to be internally displaced.¹⁷² The Yemeni crisis particularly affects women and youth, who suffer unprecedented impacts on their livelihoods and their ability to access basic human needs and rights.¹⁷³ Women and girls are more exposed to gender-based violence (GBV) as this is a clear strategy from the Houthis, while children are being recruited as combatants alongside them.¹⁷⁴ Access to rights, services, education, health, and opportunities, are also denied to these groups, further increasing their vulnerability.¹⁷⁵

International and Regional Framework

Key political agreements have been implemented to address the conflict, with efforts on ceasefires, troop withdrawals, and improving civilian conditions due to the issues of territorial control, internal power

¹⁶⁴ Council on Foreign Relations, Global Conflict Tracker., Center for Preventive Action. *War in Yemen*. 2024.

¹⁶⁵ Ibid.

¹⁶⁶ Ibid.

¹⁶⁷ Ibid.

¹⁶⁸ United Nations Yemen. *Briefing by the UN Special Envoy for Yemen, Hans Grundberg, to the Security Council*. 2024; United Nations, Office for the Coordination of Humanitarian Affairs. *Acting UN relief chief warns Security Council that Yemen crisis worsening in "scale and severity."* 2024.

¹⁶⁹ United Nations, Department of Global Communications. *Yemen*. N.d.

¹⁷⁰ United Nations in Yemen. *The United Nations in Yemen*. 2024.

¹⁷¹ United Nations Development Programme. *Assessing the Impact of war in development in Yemen*. 2019. p. 14.

¹⁷² International Displacement Monitoring Center. *Yemen*. 2024; Office of the United Nations High Commissioner for Human Rights. *About internally displaced persons*. 2024.

¹⁷³ United Nations, Office for the Coordination of Humanitarian Affairs. *Humanitarian Needs Overview: Yemen*. 2021.

¹⁷⁴ United Nations, Security Council. *The situation in the Middle East (Yemen) (S/RES/2624(2022))*. 2022.; United Nations, General Assembly, Security Council. *Report of the Secretary-General on children and armed conflict (S/2024/384)*. 2024.

¹⁷⁵ United Nations Office for the Coordination of Humanitarian Affairs. *Humanitarian Needs Overview: Yemen*. 2021.



struggles, and humanitarian crises.¹⁷⁶ The United Nations Security Council resolution 2451 (2018) on “the situation in the Middle East” endorses the *Stockholm Agreement* (2018), a ceasefire and troop withdrawal deal brokered by the Security Council between the Government of Yemen and the Houthis.¹⁷⁷ It consists of three main components: a prisoner exchange agreement, the *Hudaydah Agreement*, and the *Taiz Agreement*.¹⁷⁸ The *Hudaydah Agreement* established a ceasefire and mandated the redeployment of forces from Hudaydah city and the ports of Hudaydah, Salif, and Ra's Isa.¹⁷⁹ The prisoner exchange agreement called for all parties to release individuals detained in connection with events in Yemen, aiming to foster trust between the conflicting sides.¹⁸⁰ With the *Taiz agreement* the two conflict parties agreed to form a joint committee with the participation of the United Nations and civil society to promote cooperation and inclusive decision-making.¹⁸¹ In 2019, the Hudaydah ceasefire improved safety and reduced hostilities, allowing 150,000 displaced people to return home.¹⁸² However, more focus is still needed in Taiz to de-escalate conflict and open humanitarian corridors.¹⁸³

More recent international agreements have sought to address Yemen's conflict through ceasefires and truces, though regional instability continues to threaten progress.¹⁸⁴ Ongoing tensions between the Yemeni government and the STC led to Security Council resolution 2452 (2019) on “the situation in the Middle East” establishing the *United Nations Mission to support the Hudaydah Agreement* (UNMHA) (2019) to reinforce the implementation of the *Stockholm Agreement* by connecting civilians, military, and police.¹⁸⁵ In November 2019, the *Riyadh Agreement* was signed between the Yemeni government, the United Arab Emirates, and the STC to end internal conflicts, promote power-sharing in southern Yemen, and unify forces against the Houthi rebels.¹⁸⁶ A two month truce agreement between the conflict parties came into action in April 2022 in order to improve civilians freedom of movement.¹⁸⁷ This truce agreement was expanded in August 2022 for an additional two months.¹⁸⁸ The ongoing Red Sea crisis and the war in Gaza jeopardize the fragile progress, shift the mediation landscape, and further escalate regional instability in Yemen.¹⁸⁹

¹⁷⁶ United Nations, Security Council. *Letter dated 20 December 2018 from the Permanent Representative of Sweden to the United Nations addressed to the President of the Security Council*. 2018.

¹⁷⁷ United Nations, Security Council. *The situation in the Middle East (S/RES/2451(2018))*. 2018.

¹⁷⁸ United Nations, Department of Political and Peacebuilding Affairs. *Stockholm Agreement*. 2024.

¹⁷⁹ United Nations, Department of Political and Peacebuilding Affairs. *Hudaydah Agreement*. 2024.

¹⁸⁰ United Nations, Department of Political and Peacebuilding Affairs. *Prisoner Exchange Agreement*. 2024.

¹⁸¹ United Nations, Department of Political and Peacebuilding Affairs. *Taiz Agreement*. 2024.

¹⁸² United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *A year after the Stockholm Agreement: Where are we now?*. 2019.

¹⁸³ Ibid.

¹⁸⁴ United Nations, Department of Global Communications. *Yemen agreement to end southern power struggle 'important step' towards peace: UN Special Envoy*. 2019.

¹⁸⁵ United Nations, Security Council. *The situation in the Middle East (S/RES/2452(2019))*. 2019.

¹⁸⁶ United Nations, Department of Global Communications. *Yemen agreement to end southern power struggle 'important step' towards peace: UN Special Envoy*. 2019.

¹⁸⁷ United Nations, Office of the Special Envoy of the Secretary General for Yemen. *United Nations Initiative for a Two-Month Truce*. 2022.

¹⁸⁸ United Nations, Office of the Special Envoy of the Secretary General for Yemen. *Press Statement by UN Special Envoy for Yemen Hand Grundberg on a two-month renewal of the UN-mediated truce*. 2022.

¹⁸⁹ United Nations, Department of Global Communications. *Red Sea Crisis, Gaza Conflict Pose Threat to Progress, Stability in Yemen, Speakers Tell Security Council*. 2024; United Nations, Department of Global Communications. *Durable Nationwide Ceasefire, Regional De-escalation Critical to Putting Peace Process Back on Track in Yemen, Special Envoy Tells Security Council*. 2024.



The multifactorial Yemen crisis entails civilian protection issues, covered by human rights and international humanitarian law.¹⁹⁰ The *Geneva Convention relative to the Protection of Civilian Persons in Time of War* (1949) and the *Additional Protocols* (1977) safeguard those not actively engaged in combat, such as civilians, medical personnel, and aid workers, as well as those who are no longer able to fight, including the wounded, sick, shipwrecked soldiers, and prisoners of war.¹⁹¹ Yemen is not a party to the *Rome Statute of the International Criminal Court* (Rome Statute) (1998); however, as stipulated in article 8 of the Rome Statute, the International Criminal Court (ICC) can investigate war crimes if referred by the Security Council, but the Security Council has yet to take such action.¹⁹² Since the conflict began, both the Saudi-led coalition and Houthi forces have been accused of war crimes, including indiscriminate airstrikes, targeting civilians, using child soldiers, blocking aid, unlawful detentions, attacking schools and hospitals, and violating international humanitarian law and human rights principles, worsening Yemen's humanitarian crisis.¹⁹³ Women and children face heightened risks during conflicts, addressed in the 1974 "Declaration on the Protection of Women and Children in Emergency and Armed Conflict," adopted through General Assembly resolution 3318 (XXIX).¹⁹⁴

Role of the International System

The Office of the Special Envoy of the Secretary-General for Yemen (OSESFY) is critical in facilitating dialogue and peace efforts amid ongoing conflict.¹⁹⁵ In 2011, the Secretary-General appointed a Special Envoy to facilitate negotiations, which led to the Gulf Cooperation Council (GCC) Initiative and its Implementation Mechanism.¹⁹⁶ These agreements focus on preserving Yemen's unity, security, and stability, promoting reform and change, ensuring a peaceful transfer of power, and reducing political and security tensions.¹⁹⁷ Security Council resolutions 2014 (2011) on "the situation in the Middle East" and 2051 (2012) on the same topic call for the Secretary-General to submit reports on the Situation in Yemen.¹⁹⁸ OSESFY plays a crucial role in facilitating dialogue and reforms, while coordinating closely with GCC, Security Council, and international partners to secure lasting peace and stability.¹⁹⁹ Security Council resolution 2216 (2015) on "Middle East (Yemen)" calls on the Houthis to surrender weapons, withdraw from all territories captured during the conflict, comply with previous resolutions, and stop all activities that are the sole responsibility of the legitimate Government of Yemen.²⁰⁰ These resolutions also established the United Nations Verification and Inspection Mechanism preventing further militarization of

¹⁹⁰ *Geneva Convention relative to the Protection of Civilian Persons in Time of War*. 1949.

¹⁹¹ *Ibid.*

¹⁹² United Nations Diplomatic Conference of Plenipotentiaries on the Establishment of an International Criminal Court. *Rome Statute of the International Criminal Court*. 1998.

¹⁹³ Human Rights Watch. *Yemen, Events of 2022*. 2022.

¹⁹⁴ United Nations, General Assembly. *Declaration on the Protection of Women and Children in Emergency and Armed Conflict (A/RES/3318(XXIX)(1974))*. 1974.

¹⁹⁵ United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *Background*. 2024; United Nations, Department of Political and Peacebuilding Affairs. *Yemen*. N.d.

¹⁹⁶ *Ibid.*

¹⁹⁷ United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *Background*. 2024.

¹⁹⁸ *Ibid.*

¹⁹⁹ United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *Mandate*. 2024; United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *Briefing to United Nations Security Council by the Special Envoy for Yemen, Hans Grundberg*. 2021.

²⁰⁰ United Nations, Security Council. *Middle East (Yemen) (S/RES/2216(2015))*. 2015.; United Nations, Security Council. *The situation in the Middle East (S/RES/2452(2019))*. 2019.



the conflict, while facilitating the flow of goods, such as medical supplies, to mitigate the humanitarian crisis and uphold the arms embargo.²⁰¹ The Saudi-led coalition launched an intervention in 2015 in order to restore the Yemeni government, which prolonged the civil war.²⁰²

The United Nations System has established various monitoring and reporting bodies examining topics varying from human rights violations to ceasefires and embargos, resulting in various degrees of success.²⁰³ The United Nations Human Rights Council (HRC) established the Group of Eminent Experts (GEE) on Yemen to investigate human rights violations and abuses committed since 2014 by all parties, including the Saudi-led coalition, Houthi forces, and Yemeni government forces.²⁰⁴ The GEE mandate was not renewed by HRC in 2021, marking a setback in international efforts documenting war crimes in Yemen.²⁰⁵ The Security Council was called by the GEE to bring the situation in Yemen to the attention of the ICC in 2020, but these efforts were not successful.²⁰⁶ With Security Council resolution 2452 (2019) on “the situation in the Middle East,” UNMHA was established to hold a strong presence in a challenging operational environment and to carry out its mandate, which includes overseeing the implementation of the Hudaydah Agreement, monitoring the ceasefire, and ensuring the flow of humanitarian aid through the Hudaydah port.²⁰⁷ The mandate of UNMHA was extended by Security Council resolution 2742 (2024) on “the situation in the Middle East (UNMHA)” to lead the Redeployment Coordination Committee, oversee the ceasefire and redeployment of forces, and ensure local forces manage the city's security, as well as facilitating United Nations support for the full implementation of the Hudaydah Agreement.²⁰⁸ Since 2015, the United Nations Entity for Gender Equality and the Empowerment of Women has supported the Yemeni Women's Pact for Peace and Security, promoting women's involvement in political dialogues and facilitating their engagement with conflict parties and the United Nations Special Envoy to find collaborative solutions.²⁰⁹

In the context of post-conflict peacebuilding in Yemen, the Department of Political and Peacebuilding Affairs (DPPA) supports peace initiatives and reconciliation efforts.²¹⁰ The DPPA supports peace initiatives in Yemen by backing the Secretary-General's efforts, aiding United Nations Member States in conducting elections, and providing political analysis, early conflict warnings, and mediation services to build sustainable peace and transform Yemen's political landscape.²¹¹ DPPA also collaborates with regional

²⁰¹ United Nations, Security Council. *Middle East (Yemen) (S/RES/2216(2015))*. 2015.; United Nations, Security Council. *The situation in the Middle East (S/RES/2452(2019))*. 2019.

²⁰² United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *Background*. 2024.

²⁰³ United Nations, Security Council. *The Situation in the Middle East (Yemen) (S/RES/2624(2022))*. 2022.

²⁰⁴ United Nations, Human Rights Council. *Group of Eminent Experts on Yemen*. 2024.

²⁰⁵ Office of the United Nations High Commissioner for Human Rights. *Statement by Group of Experts on Yemen on HRC rejection of resolution to renew their mandate*. 2021.

²⁰⁶ United Nations, Office of the High Commissioner for Human Rights. *UN Group of Eminent International and Regional Experts on Yemen Briefs the UN Security Council Urging an end to impunity, an expansion of sanctions, and the referral by the UN Security Council of the situation in Yemen to the International Criminal Court*. 2020.

²⁰⁷ United Nations, Security Council. *The situation in the Middle East (S/RES/2452(2019))*. 2019.

²⁰⁸ United Nations, Security Council. *The situation in the Middle East (UNMHA) (S/RES/2742(2024))*. 2024; United Nations, Security Council. *The situation in the Middle East (S/RES/2452(2019))*. 2019.

²⁰⁹ United Nations in Yemen. *Take five: 'Yemeni women and girls are the ones who are paying the price of war.'* 2018.

²¹⁰ United Nations, Department of Political and Peacebuilding Affairs. *What we do*. 2024.

²¹¹ *Ibid*.



organizations to manage political transitions and peace processes.²¹² In this context, over 40 regional civil society organizations, such as the Yemeni Coalition to Monitor Human Rights Violations, and the Tamdeen Youth Foundation (TYF) introduced the Yemen Declaration for Justice and Reconciliation in 2023, a vision for Yemen's future after the conflict.²¹³ TYF, focuses on humanitarian aid, local development, peacebuilding, and the empowerment of youth and women.²¹⁴ The Yemeni Coalition for Monitoring Human Rights Violations, documents and reports human rights abuses in Yemen.²¹⁵

Efforts to address multiple Sustainable Development Goals (SDGs) in Yemen focus on poverty reduction, hunger, health, gender equality, and peacebuilding through partnerships with international organizations like the World Bank, the United Nations Children's Fund (UNICEF), and World Food Programme (WFP).²¹⁶ In 2015, the General Assembly adopted resolution 70/1 "transforming our world: the 2030 Agenda for Sustainable Development" (2030 Agenda), establishing SDGs.²¹⁷ To achieve SDG 1 (no poverty), the World Bank and UNICEF in partnership with the Social Fund for Development provide cash assistance and livelihood support.²¹⁸ For SDG 2 (zero hunger), the World Food Programme (WFP) works to deliver food aid and malnutrition prevention.²¹⁹ SDG 3 (good health and well-being) is being addressed through efforts to strengthen the fragile health system by procuring medical supplies, rehabilitating infrastructure, and producing personal protective equipment.²²⁰ The United Nations Development Programme (UNDP), in partnership with the United Nations Resident Coordinator and World Health Organization (WHO), also supports initiatives to alleviate the economic impact of COVID-19 amid ongoing conflicts, food insecurity, and other health crises like cholera.²²¹ SDG 5 (gender equality) is addressed through women's empowerment, education, and combating gender-based violence, women and children being the largest group of internally displaced persons (IDPs).²²² Lastly, SDG 16 (peace, justice and strong institutions) is promoted through peacebuilding, governance reforms, and conflict resolution initiatives like the *Stockholm Agreement*.²²³

Mitigating the Effects of the Humanitarian Crisis in Yemen

Immediate efforts to mitigate the effects of the humanitarian crisis, including but not limited to increasing food insecurity and malnutrition, are needed.²²⁴ Hunger is a reality that 17 million Yemeni people suffer,

²¹² United Nations, Department of Political and Peacebuilding Affairs. *What we do*. 2024.

²¹³ Human Rights Watch. *International and Regional Organizations Support the Yemen Declaration for Justice and Reconciliation*. 2023.

²¹⁴ Tamdeen Youth Foundation. *Who we are*. 2024.

²¹⁵ Yemeni Coalition for Monitoring Human Rights Violations. *About*. 2024.

²¹⁶ World Food Programme. *Yemen*. 2024; United Nations in Yemen. *Take five: 'Yemeni women and girls are the ones who are paying the price of war.'* 2018.

²¹⁷ United Nations, General Assembly. *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*. 2015; United Nations in Yemen. *Our Work on the Sustainable Development Goals in Yemen*. 2024.

²¹⁸ World Food Programme. *Yemen*. 2024; World Food Programme. *Yemen: Annual Country Report 2023*. 2024. p. 13.

²¹⁹ World Food Programme. *Yemen*. 2024.

²²⁰ United Nations Development Programme. *Fighting COVID-19 amid a devastating war*. 2020.

²²¹ Ibid.

²²² United Nations in Yemen. *Take five: 'Yemeni women and girls are the ones who are paying the price of war.'* 2018.

²²³ United Nations, Department of Political and Peacebuilding Affairs. *Stockholm Agreement*. 2024.

²²⁴ World Food Programme. *Yemen*. 2024.



including nearly 50,000 reaching famine-like living conditions.²²⁵ The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) estimates that 54,000 children are suffering from severe acute malnutrition (SAM).²²⁶ To address SAM and achieve SDG 2 (zero hunger), the Special Envoy for Yemen, Hans Grundberg urged the Security Council to aim towards an immediate and efficient political settlement to guarantee the cessation of armed conflict and sustainable peace.²²⁷ WFP has paused its food distribution in Houthi-controlled areas since December 2023 due to the lack of an agreement with the Houthis on a more targeted program, in line with ongoing budget cuts.²²⁸

Humanitarian organizations have been at the forefront of delivering aid to Yemen since 2015, but their efforts are inadequate to address the ongoing crisis.²²⁹ WFP is providing general food assistance to 40% of Yemen's population, offering cash aid for basic food needs, malnutrition treatment programs, and implementing prevention programs for acute and chronic malnutrition since 2015 in Yemen.²³⁰ Additionally, WFP provides technical assistance in nutrition training for the public sector, offers a school feeding program, and manages the United Nations Humanitarian Air Service to transport humanitarian workers.²³¹ OCHA manages the Yemen Humanitarian Fund, which disbursed \$85.4 million in 2023 to support non-governmental organizations and United Nations agencies, yet the humanitarian response remains underfunded by \$2.3 billion in 2024.²³² The Office of the High Commissioner for Human Rights continues to monitor the human rights situation, providing recommendations to the Yemeni government to safeguard rights.²³³ The International Committee of the Red Cross provides relief to Yemen's population in the form of clean water, health care, and other forms of humanitarian aid.²³⁴

The collapsing health infrastructure has led to widespread disease outbreaks especially in IDP camps.²³⁵ Lack of access to safe and adequate water supplies have deprived Yemenis from adopting healthy and hygienic practices and have generated the spread of diseases.²³⁶ In 2018, Yemen had experienced the biggest outburst of cholera in contemporary history due to the lack of water supplies and sanitation systems, caused by airstrikes on water infrastructures.²³⁷ Moreover, displacement intersects with health in such a way that less than 10% of the Yemeni displaced population has access to safe latrines, causing

²²⁵ World Food Programme. *Yemen*. 2024; United Nations, Department of Global Communications. *Yemen*. N.d.

²²⁶ United Nations, Office for the Coordination of Humanitarian Affairs. *Yemen – Situation Reports*. 2024.

²²⁷ United Nations in Yemen. *Briefing by the UN Special Envoy for Yemen, Hans Grundberg, to the Security Council*. 2024.

²²⁸ World Food Programme. *Yemen*. 2024.

²²⁹ Ibid..

²³⁰ Ibid.; World Food Programme. *Yemen: Annual Country Report 2023*. 2024. p. 13.

²³¹ World Food Programme. *Yemen*. 2024.

²³² United Nations, Office for the Coordination of Humanitarian Affairs. *About the Yemen Humanitarian Fund*. N.d; United Nations, Office for the Coordination of Humanitarian Affairs. *Yemen Humanitarian Fund, Annual Report*. 2023. p. 13; United Nations, Office for the Coordination of Humanitarian Affairs. *Joint Statement by 190 Humanitarian Organisations in Yemen: Humanitarian partners urge donors to remain committed to the millions in need in Yemen [EN/AR]*. 2024.

²³³ United Nations, Office of the High Commissioner for Human Rights. *UN Human Rights in Yemen*. 2024.

²³⁴ International Committee of the Red Cross. *Yemen*. 2024.

²³⁵ United Nations in Yemen. *United Nations Yemen Sustainable Development Cooperation Framework 2022-2024*. 2022.

²³⁶ United Nations Children's Fund in Yemen. *Emergency latrines: restoring the health and dignity of Yemen's most vulnerable populations*. 2021.

²³⁷ Ibid.



the spread of diseases and acute watery diarrhea, on top of the lack of privacy and dignity.²³⁸ UNICEF installed 150 emergency latrines to respond to these needs in nine camps for IDPs of the Al Jawf governorate.²³⁹ However, the health problems are structural at an institutional level in Yemen: according to WHO, the health system in Yemen is close to complete collapse after years of ongoing civil war.²⁴⁰ A key problem is the lack of funding for health infrastructure by international donors.²⁴¹

The Impact of the Yemeni Crisis on Women and Youth

The crises in Yemen has exacerbated previously existing inequalities and has a disproportionate impact on women and youth, exposing them to further insecurity.²⁴² According to OCHA, women and girls in Yemen are the most vulnerable group, as approximately 6.1 million women and girls need urgent protection and access to services, including shelters for GBV survivors.²⁴³ The Houthis have adopted a conscious political strategy of GBV involving attacks on civilians, including sexual violence and repression targeting women having a profession or political involvement.²⁴⁴ Youth and children are particularly vulnerable, with 11 million in Yemen in need of humanitarian aid due to the ongoing armed conflict.²⁴⁵ 60% of children killed directly by conflict are children under the age of five.²⁴⁶ Youth is impacted by the violent strategy of the Houthis as they actively engage in recruiting children to fight in the civil war.²⁴⁷ Another impact on youth and children is education, with an estimated 2 million school-age girls and boys out of school due to poverty, child labor, child marriages, and lack of opportunities disrupting their education.²⁴⁸

Women and girls face exacerbated effects of poverty, hunger, education, and human rights violations, which hinders Yemen's progress on the achievement of the SDGs.²⁴⁹ Strengthening women's resilience to economic shocks through gender-sensitive legislation in the workplace and financial budgets were

²³⁸ United Nations Children's Fund in Yemen. *Emergency latrines: restoring the health and dignity of Yemen's most vulnerable populations*. 2021.

²³⁹ Ibid.

²⁴⁰ United Nations, Department of Global Communications. *Yemen health system 'edging closer to collapse' warns WHO*. 2023.

²⁴¹ Ibid.

²⁴² United Nations, Security Council. *Women and peace and security: Sexual violence in conflict (S/RES/2467(2019))*. 2019.

²⁴³ United Nations, Office for the Coordination of Humanitarian Affairs. *Yemen: 2020 Humanitarian Needs Overview*. 2020.; United Nations in Yemen. *Take five: 'Yemeni women and girls are the ones who are paying the price of war.'* 2018.

²⁴⁴ United Nations, Security Council. *The Situation in the Middle East (Yemen) (S/RES/2624(2022))*. 2022.; United Nations, Security Council. *Letter dated 2 November 2023 from the Panel of Experts on Yemen addressed to the President of the Security Council (S/20237833)*. 2023.

²⁴⁵ United Nations Children's Fund. *8 years of crushing conflict in Yemen leave more than 11 million children in need of humanitarian assistance*. 2023.

²⁴⁶ United Nations in Yemen. *United Nations Yemen Sustainable Development Cooperation Framework 2022-2024*. 2022.

²⁴⁷ United Nations, Security Council. *The Situation in the Middle East (Yemen) (S/RES/2624(2022))*. 2022..

²⁴⁸ United Nations in Yemen. *Take five: 'Yemeni women and girls are the ones who are paying the price of war.'* 2018.; Food and Agriculture Organization of the United Nations. *The gender-differentiated impacts of multiple crises. Findings from the governorates of Abyan and Lahj in Yemen*. 2023; United Nations in Yemen. *United Nations Yemen Sustainable Development Cooperation Framework 2022-2024*. 2022.

²⁴⁹ United Nations Office for the Coordination of Humanitarian Affairs. *Humanitarian Needs Overview: Yemen*. 2021.



proposed solutions for SDG 1 (no poverty).²⁵⁰ Hunger and malnutrition have gendered impacts, with female-headed households facing the highest levels of food insecurity due to social norms around gender roles.²⁵¹ Cross-cutting to all issues' solutions, but also constituting its own entity, addressing SDG 5 (gender equality) in Yemen will act on women's access to decent employment, to food, and to healthcare services, among other elements safeguarded by the Universal Declaration of Human Rights.²⁵² UNDP in Yemen has created a Gender Equality Strategy 2022-2025 that addresses gendered challenges relating to unequal distribution of resources, access to basic human needs, decision-making, employment opportunities, and rights.²⁵³

OSESGY recognizes the inclusion of Yemeni women and youth in international decision-making as a significant contribution to peace-building.²⁵⁴ OSESGY includes the Women, Peace, and Security Agenda as one of its key areas of work and collaborated with United Nations Women to create the Tawafaq or the Yemeni Women's Pact for Peace and Security (the Pact), which is a consultative body for Yemeni women to be included in decision-making processes.²⁵⁵ Following this initiative, OSESGY created the Yemeni women's Technical Advisory Group (TAG), supported by United Nations Women and the Pact.²⁵⁶ Yemeni women's inclusion to peace-building initiatives were realized during the Geneva Consultations on Yemen in 2018, where TAG members were able to discuss the results of their papers focusing on economy, politics, and trust-building.²⁵⁷ In March 2020, they met with the former United Nations Special Envoy for Yemen, Martin Griffiths, to identify a political process to end the civil war.²⁵⁸ This discussion also highlighted measures to respond to economic and humanitarian needs and build trust between the parties.²⁵⁹

Female and youth participation in peace-building activities is also encouraged within UNDP Yemen.²⁶⁰ Through the UNDP Yemen's *Social Protection to Provide Social Cohesion in Vulnerable Communities in Yemen Project*, women act as peace ambassadors, raising awareness and promoting women's representation within peace forums and committees.²⁶¹ Regarding youth contribution, the Youth Leadership Programme (YLP) amplifies their voices in decision-making processes regarding the development of their State.²⁶² Yemeni youth was thus represented at COP26, particularly by young

²⁵⁰ United Nations in Yemen. *United Nations Yemen Sustainable Development Cooperation Framework 2022-2024*. 2022.

²⁵¹ Food and Agriculture Organization of the United Nations. *The State of Food Security and Nutrition in the World 2024*. 2024.

²⁵² United Nations Development Programme in Yemen. *UNDP Yemen Gender Equality Strategy 2022-2025*. 2022.

²⁵³ Ibid.

²⁵⁴ United Nations, Security Council. *Report of the Secretary-General on women, peace and security (S/2020/946(2020))*. 2020.

²⁵⁵ United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *Women, Peace and Security*. 2024.

²⁵⁶ Ibid.

²⁵⁷ Ibid.

²⁵⁸ United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *The UN Special Envoy for Yemen consults with the Yemeni women's Technical Advisory Group*. 2020.

²⁵⁹ Ibid.

²⁶⁰ United Nations Development Programme Yemen. *Women Leading the Way: Yemen's Peace Ambassadors are Making a Difference*. 2024.

²⁶¹ Ibid.

²⁶² United Nations Development Programme Yemen. *Yemeni Women: Enhanced Resilience to Climate Change, Leading Yemen's Future*. 2022.



women innovators and climate activists, who presented their work to mitigate climate change in Yemen.²⁶³ YLP also constituted a youth female delegation to represent Yemen at COY16 to promote their involvement in the water-food-energy nexus in the face of climate change mitigation and adaptation.²⁶⁴

In spite of these initiatives, women and youth still face core challenges.²⁶⁵ Access to rights and services has significantly decreased since the beginning of the conflict, such as access to reproductive health, employment, nutrition, shared domestic, and decision-making.²⁶⁶ The on-going conflict and violence, forced displacement, and lack of economic structure has unprecedented effects on women and youth, resulting in negative coping mechanisms including child labor, forced and early marriages and pregnancies, as well as engagement in the armed conflicting parties.²⁶⁷ Despite commitments such as the Houthis' signed commitment to prevent the recruitment of children, and initiatives such as the UNFPA-UNICEF Global Programme to End Child Marriage, challenges are still palpable to resolve the multi-crises for youth and women in Yemen.²⁶⁸

Conclusion

Despite extensive international efforts and agreements, ongoing violence and regional tensions highlight the urgent need for continued diplomatic engagement and support to achieve lasting peace in Yemen.²⁶⁹ The United Nations, through various resolutions, peace agreements like the *Stockholm* and *Riyadh Agreements*, and missions like UNMHA, has been central to peace building, monitoring ceasefires, and providing humanitarian aid in Yemen.²⁷⁰ Despite international intervention, Yemen's humanitarian situation remains difficult, requiring sustained aid and solutions for poverty, hunger, health, and gender equality, aligned with the SDGs.²⁷¹ Women and youth are disproportionately affected by the conflict in Yemen, especially since the Houthis have weaponized GBV and have targeted children for attacks as for recruitment campaigns.²⁷² While these most vulnerable communities experience direct differentiated

²⁶³ United Nations Development Programme Yemen. *Yemeni Women: Enhanced Resilience to Climate Change, Leading Yemen's Future*. 2022.

²⁶⁴ Ibid.

²⁶⁵ United Nations Children's Fund. *Yemen Humanitarian Situation Report, Mid-Year 2023*. 2023.

²⁶⁶ Food and Agriculture Organization of the United Nations. *The gender-differentiated impacts of multiple crises. Findings from the governorates of Abyan and Lahj in Yemen*. 2023.

²⁶⁷ United Nations Children's Fund. *Yemen Humanitarian Situation Report, Mid-Year 2023*. 2023.

²⁶⁸ United Nations, Office of the Special Representative of the Secretary-General for Children and Armed Conflict. *New Action Plan to Strengthen the Protection of Children Affected by Armed Conflict in Yemen Signed by the Houthis*. 2022; United Nations Children's Fund. *UNFPA-UNICEF Global Programme to End Child Marriage*. 2024.

²⁶⁹ United Nations, Department of Political and Peacebuilding Affairs. *Stockholm Agreement*. 2024; United Nations, Department of Global Communications. *Yemen agreement to end southern power struggle 'important step' towards peace: UN Special Envoy*. 2019.

²⁷⁰ United Nations, Department of Political and Peacebuilding Affairs. *Stockholm Agreement*. 2024; United Nations, Department of Global Communications. *Yemen agreement to end southern power struggle 'important step' towards peace: UN Special Envoy*. 2019; United Nations, Security Council. *The situation in the Middle East (S/RES/2452(2019))*. 2019..

²⁷¹ United Nations, Office of the Special Envoy of the Secretary-General for Yemen. *Background*. 2024; United Nations, General Assembly. *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*. 2015; United Nations in Yemen. *Our Work on the Sustainable Development Goals in Yemen*. 2024.

²⁷² United Nations, Security Council. *Women and peace and security: Sexual violence in conflict (S/RES/2467 (2019))*. 2019



effects of the armed conflict, they also endure more structural challenges in accessing basic human rights and needs.²⁷³ Ongoing conflicts in the Red Sea and Gaza pose threats to Yemen's fragile peace process, adding complexity to regional and international efforts.²⁷⁴ A long-term, inclusive political process remains essential for achieving lasting peace, with international and regional actors playing key roles in conflict resolution and post-conflict recovery.²⁷⁵

Further Research

As delegates conduct further research and consider how to address this topic, they should consider: What type of actions can be proposed to tackle the root of this armed conflict? What mechanisms can the Security Council strengthen to resolve the humanitarian crisis? How can the international community effectively address the recruitment and use of child soldiers by armed groups in Yemen? What role can regional organizations play in supporting peacebuilding and conflict resolution efforts in Yemen? How can the Security Council ensure that humanitarian aid reaches the most vulnerable populations, despite the ongoing conflict? How can the international community support sustainable development in Yemen to prevent the resurgence of violence in the long term?

²⁷³ United Nations in Yemen. *United Nations Yemen Sustainable Development Cooperation Framework 2022-2024*. 2022.

²⁷⁴ United Nations, Department of Global Communications. *Red Sea Crisis, Gaza Conflict Pose Threat to Progress, Stability in Yemen, Speakers Tell Security Council*. 2024.

²⁷⁵ United Nations, Department of Political and Peacebuilding Affairs. *What we do*. 2024; Human Rights Watch. *International and Regional Organizations Support the Yemen Declaration for Justice and Reconciliation*. 2023.



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