

Committee: Security Council

Issue: Creating a UN Standing Army

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INTRODUCTION

Many argue that the topic of creating a UN (United Nations) standing army is implausible due to the conflicting views of Security Council members and the veto power that the permanent five yield. The Topic of creating a UN standing army was first proposed by Canada and the Netherlands in the nineties where, once the proposed resolution failed, the UN Secretary General at the time Kofi Annan said: "I don't think we can have a standing UN army, the membership is not ready for it."

If the UN did have a standing army then the Security Council would be able to deploy troops to areas of the world that need military intervention quickly and efficiently which is not possible at the moment due to the time it takes to gather peacekeepers (when a security council resolution calls for them) from member states. Others argue that the UN having a standing army would go against the UN's main principles of peace and negotiation. States are also worried that if the UN did possess a standing army then they would be under more scrutiny and threat.

There is also the sensitive balancing act that the UN must deal with regarding the constantly repeated belief that it doesn't do enough to overcome the world's issues and the criticism that it gets involved in issues that are none of its business. Creating a standing army could please those that agree with the former but greatly anger those who agree with the latter.

DEFINITION OF KEY TERMS

Standing Army¹

A permanent army maintained in time of peace and war.

¹ "Standing Army." *The Free Dictionary*. Farlex, n.d. Web. 06 July 2015.

Peacekeeper²

A soldier, military force, etc., deployed to maintain or restore peace.

Responsibility to Protect³

The Responsibility to Protect doctrine is the enabling principle that first obligates individual states and then the international community to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity.

BACKGROUND INFORMATION

What is essentially being proposed with creating a UN standing army is a standing peacekeeping force. There are many things that have stopped the creation of such an army thus far and still stand in the way of creating such an organization. From the supposed inadequacy of the way that UN peacekeeping forces operate currently, the obstacles posed by the way that the Security Council is structured, and the way that this organization would be created. It must also be highlighted that there are existing NGO's (Non Governmental Organizations) that do the same thing that a UN standing army would do (as listed in the Organizations involved section).

The way the UN peacekeeping force currently works

Currently it takes a long time for the United Nations to deploy troops of peacekeepers into the area they are needed. This is because it is a long process to demand and supply peacekeepers before they can be sent to the problem area. Firstly, the Security Council is the only section of the organization that is authorized to send troops to a certain area. The Security Council must outline in their resolution how many military personal would be needed; this resolution must pass with the conventional two-thirds majority with no votes against from the permanent five members. Debating a resolution on a topic that would need military force often takes a long time, as countries tend to disagree on the number of troops that should be deployed. Once the Security Council has passed their resolution outlining the number of peacekeepers needed the UN headquarters will talk with and ask member states to decide what military personal they will send to the area and then deploy them. This length of time means that peacekeepers can't get to the areas where they

² *Dictionary.com*. Dictionary.com, n.d. Web. 06 July 2015.

³ "Responsibility to Protect." *Responsibility to Protect*. N.p., n.d. Web. 06 July 2015.

have been requested efficiently; having a standing army would greatly reduce the time frame from the passing of a Security Council resolution to peacekeepers being deployed.

How the current peacekeeping force is funded and how this can lead to problems

Currently the funding for UN peacekeeping is paid for by all member states regardless of whether they have a seat in the Security Council or not. Under Article 17 of the UN charter each member state is legally obliged to pay their share towards peacekeeping. The amount that each member state is required to pay is defined by the relative economic wealth of each individual state, among other things. The permanent five members of the Security Council are all required to pay slightly more as they have a larger responsibility for the maintenance of peace. Governments are expected to pay the peacekeeping soldiers that they send as they would be paid working in the country's army. However, member states that volunteer military personal are reimbursed by the UN at a standard rate that has been approved by the General Assembly; this is typically just over US\$1,028 per month. This has led to countries with poorly trained forces sending troops to peacekeeping missions leading to problems within peacekeeping forces. There is also the problem of member states not paying their required amount to peacekeeping that has led to (as of 31 March 2015) \$2.17 billion being owed by member states to peacekeeping dues. When discussing and writing resolution on creating a UN standing army it is important to define where the funding for this army would come from making sure that member states have incentives to fund the army but not so far that the incentives are making the army weaker and less reliable.

How a UN standing army would be created

The way that a UN standing army was proposed to be created was by getting volunteers from armies across the world so that the army would be multi-national. The UN would then train, equip and fund the soldiers that it had recruited. The funding would come from its budget but would most likely have to be funded as the peacekeeping force is. The force would act under the authority of the Secretary General and would only be used for legitimate peace operations, much like the peacekeeping force works at the current time. The most popular model that was suggested was that of a force consisting of 6,000 soldiers all from different races and backgrounds. These soldiers would be helped with mobility assets capable of rapid deployment at any given time. Another important factor in creating this force would be gender balance within the force. In recent years the UN has prided itself on the fact that the amount of women working as peacekeepers has risen to the point

where, in 2014, there was approximately 125,000 female peacekeepers with women making up 3% of UN military personnel.

The other way, in which a UN standing army was proposed, was by creating UNEPS (United Nations Emergency Peace Services). This was first proposed in 2002 and was later refined and an outline was published in 2006. The UNEPS would be a permanent standing force that would be based at designated UN states. The time that it would take this peacekeeping force to areas of the world that need protection would be cut down to 48-72 hours in an emergency. The UNEPS would be made up of 18,000 military personnel that would be individually recruited from a range of different countries, making sure that all personnel are from “diverse cultural, religious, social and geographical backgrounds”; this would be done with the aim to remove the ‘western colonial’ stigma that comes along with UN peacekeeping missions. The outline for the UNEPS also places focus on Security Council resolutions 1325 and 1820. Both of these call for greater participation of women in UN peacekeeping missions. So, to do this it was proposed that there should be a highly visible female leadership within the UNEPS. All of the recruits that the UNEPS would take on would have to have already demonstrated skills in many peacekeeping areas such as: conflict resolution, law enforcement and humanitarian assistance. Because all troops would be recruited and trained on an individual basis the problem of the dependency on member-states to provide trained military personnel for peacekeeping missions would be lessened. It was also proposed that the UNEPS would work with, and compliment, existing peacekeeping operations along with the UN standing police force. The UNEPS has been described as a ‘first-in, first-out’ service that would be deployed when needed and would leave the affected area when peacekeepers arrived. The proposers of UNEPS make it clear that the organization would not be a replacement for robust diplomacy or already engaged long-term peacekeeping operations. Finally, the UNEPS was to be financed through the regular UN budget. This would mean that less money would be going to other parts of the UN action meaning that there would be less funding for other operations and organizations.

Problems of a UN standing army

The first major problem that would have to be overcome with creating a UN standing army, regardless of if it is purely military or has humanitarian and civil service aspects, would be location. To have such a standing organization a large area of land would have to be used for training, housing and storage. There would need to be a large area of land where standing army recruits would have to be trained on fieldwork and on peacekeeping work. This would call for large areas of land and enough room to build training

centers in which recruits could be trained. Next, all recruits would need accommodation. Many would have moved away from their own state to work in the standing army so the housing would have to be comfortable, permanent and fully equipped with sanitation facilities and electricity. Finally, there would be a need for storage of goods and weaponry; this can take up a lot of room particularly when considering that a UN standing army would need an air force to get to areas that need help as soon as possible. Finding an area of land, on which to build a training location with space outside to train in fieldwork, will be extremely difficult as many member states would not be willing to give up such a large area of land at no cost.

This leads on to the next problem, which is most likely the largest, cost. Firstly the UN would have to provide enough funding to build all of the accommodation needed to house the force. Then money would have to be spent on providing weaponry for the troops, including larger weapons such as tanks and planes. The location of the army would also be costly to purchase. There are also costs regarding the maintenance of the headquarters, which would be continuous. Finally, the troops within the standing army need to be provided with a salary. This problem doesn't occur with the current peacekeeping force as peacekeepers are paid by their member state. The question of where this money comes from has to be tackled.

There are also the initial problems that would be faced with creating a standing army. Firstly, there is the question of which member states should initially contribute forces to the standing army. Then there is the issue of creating a chain of command within the force. Finally, there is the problem that each officer and troops will have primarily owed allegiance to their individual member state. When these individuals are recruited into the standing army it is essential that the person has had peacekeeping experience, which means that they will most likely still be in active duty in their state.

Finally there is the opposition that would come from individuals and the public with the creation of a standing army. One way in which to get over this opposition would be to make the force more comprehensive. This would mean that the standing army wouldn't just provide military intervention, but also conflict resolution and humanitarian help.

MAJOR COUNTRIES AND ORGANIZATIONS INVOLVED

There is little information regarding the current members' of the Security Council stances towards the creation of a UN standing army. The UN currently publishes how many peacekeepers each member state contributes to UN missions the overall number is made up of: police, military experts and troops. Using the number of peacekeepers that each member state contributes and how large the state's own standing army is, it is possible to vaguely work out what each member's stance would be on the issue. These things and any available information on the issue from each member state is what has indicated the states stance on the issue.

Angola, Lithuania, New Zealand and Venezuela

These 3 states do not currently contribute any peacekeepers to UN missions or contribute very few of them. Angola has been helped in the past by UN peacekeepers with UNAVEM I and II which started in 1989 and ended in 1995. It is unclear as to what stance Angola takes on the issue but its stance would most likely depend on how the army would be run and how it would be used, Venezuela might be against since it would not be willing to contribute any troops while the other two remain undecided. It is important to mention that the states (except for Venezuela) have small armies of active troops.

Chad and Spain

Chad currently contributes 1141 peacekeepers to UN missions with 1110 of these being troops, while Spain contributes 624 peacekeepers 618 of which are troops. The state has an army consisting of 30,000 personal and Spain's reaches the number of 123,300 active frontline troops. There is currently a UN peacekeeping mission in progress in Chad that started in 2007. Because of this it is likely that Chad would be for a UN standing army, but like Angola the states' stance is dependent on the proposal for the standing army concerning its function.

Chile

Chile contributes 380 peacekeepers to U.N. missions with 364 of these being troops. The state has an army consisting of 36,500 personal. Chile has not had any help from U.N. peacekeepers in recent years. The state is undecided on the matter of creating a U.N. standing army and its decision would be based on the proposal of how the standing army would be created.

France, United Kingdom and United States of America

France is the only P5 state that is openly for the creation of a UN standing army. France currently contributes 918 peacekeepers to U.N. missions with 871 of these being troops. Currently France has the smallest army of all the P5 states and the 6th largest army in the world with 202,761 active frontline personnel.

On the other hand, the USA currently contributes 80 peacekeepers across the world with the largest contribution going to 39 police but also has its own army consisting of 1 400 000 active frontline personnel. The USA doesn't want the UN to have its own standing army. It believes that this would be a drain on UN resources and is concerned that having a UN standing army would mean that the USA would be under more scrutiny with how it handles military situations.

Last, the UK contributes 289 peacekeepers to current peacekeeping missions with their largest contribution being troops with a number of 285. It has the 5th largest army in the world consisting of 146,980 active frontline troops. It is not decided on the creation of a UN standing army but is likely to side with the USA.

Jordan and Malaysia

Jordan contributes 1776 peacekeepers with 1541 of these peacekeepers being police of which it is the largest contributor in the world. Jordan's army currently consists of 110,700 active frontline military personal. On the other hand, Malaysia contributes 878 peacekeepers to the UN 842 of which are troops. Its army consists of 110,000 personal. Both states are currently undecided on the issue.

Nigeria

Nigeria contributes 2954 peacekeepers with troops making up 2491 of these. Nigeria's army is made up of 130,000 active frontline personnel. Nigeria is mostly against the creation of a UN standing army.

Russian Federation and China

The Russian Federation currently contributes 75 peacekeepers to UN missions around the world with 53 of these being military experts and has an army consisting of 766,055 active frontline personnel. The Russian Federation is against having a UN standing army, as it believes that it could be penalized and be fought against by the UN; this point is particularly relevant with the political unrest that is in the region currently. Furthermore, China currently contributes a total of 3082 peacekeepers to UN missions with the largest

majority of these peacekeepers being troops and has an army consisting of 2,333,000 active frontline personnel. China has not officially released its opinion on creating a UN standing army but it is likely that it is against the army's creation. This is because China could be penalized for issues in the Southeast Asian area.

NATO

NATO (North Atlantic Treaty Organization) consists of 28 member states including the UK, the USA and France. It was created in 1949 as a political and military alliance. Like the UN, NATO is "committed to the peaceful resolution of disputes" but will undertake crisis management operations if talks and peaceful resolutions fail.

The way that NATO undertakes crisis management using military is a good example as to how a UN standing army could be structured. NATO does not have a standing army but relies on member states to work together. NATO's crisis management involves military and non-military measures in conflicts, just like a UN standing army would. Member's work and train together so that multinational operations can be taken on at short notice. Like in the UN crisis management operations cannot be sent out without political authorization. Each member state's government decides collectively on what measure needs to be taken depending on the nature of the crisis. It is important that the member states within NATO have similar military standards this means that when troops are deployed to different areas missions are carried out in a similar way.

UN Standing Police Capacity (SPC)

The United Nations currently has a standing police capacity that is capable of rapid response and consists of 40 staff members. The aim of the SPC is to build a police capacity in post conflict areas in the aim to retain peace in post conflict environments. The SPC focuses on many things that all help in peace operations including training, public order and community policing. The SPC works closely with UN peacekeepers and are the first police officers that are deployed to any new peacekeeping mission. Along with helping UN peacekeeping operations the SPC provides expertise and assistance in law enforcement. It also works with UN agencies helping with security matters and transition periods.

Members of the force are scouted from all around the world to provide diversity. The unit is based at the UNGSC (United Nations Global Service Center) in Brindisi, Italy. This means that the force is in a prime location to be able to respond to any operation quickly.

When the main guideline for UNEPS was created it was encouraged that the force should have a police section in order to maintain peace once the conflict has stopped and

the initial force that was deployed has returned to the army's base. This would prevent criticism that a UN standing army would be a force that would just create more violence then solve issues in certain areas of the world.

TIMELINE OF EVENTS

Date	Description of Event
24 October 1945	Establishment of the United Nations
17 January 1946	First Security Council meeting in London
1948	First peacekeeping operation in the Middle East to observe and secure the ceasefire during the Arab-Israeli War
2000	Adoption of the Security Council Resolution 1325
2002	Proposal of the UNEPS as a form of a standing UN army
2008	Adoption of the Security Council Resolution 1820

UN INVOLVEMENT: RELEVANT RESOLUTIONS, TREATIES AND EVENTS

The UN has never successfully created a standing army. The closest organization that there is to a UN standing army is UN peacekeeping which works in conjunction with the UN standing police force. There have been previous attempts to create a standing army by the UNSC in the past, all of these attempts have failed. The most notable of these attempts was in the 90's where the P5 states failed to vote in favor of Canada and the Netherlands proposed resolution. Creating a standing army could completely change the way in which the UN is run so it is obvious why member states are hesitant to pass a resolution regarding the creation of a standing army.

PREVIOUS ATTEMPTS TO SOLVE THE ISSUE

Although the issue was first discussed many years ago little progress has been made in order to reach a decision in regard to the establishment of a standing UN army. The variety of policies of the UNSC member states and the veto power of the P5 states make it more difficult to reach a consensus. However, it should be motioned that Canada and the

Netherlands tried to create a resolution which failed, while UNEPS was proposed in 2002 as a possible form of the standing UN army.

POSSIBLE SOLUTIONS

Creating Guidelines and Authority

There would have to be clear guidelines created as to what the aim of the army would be and who would control it. The most probable directing body when deciding who would have the authority to deploy troops would be the Security Council. This could, however, lead to more conflict due to the permanent five members veto power, which would mean that any UN military operation that could be put into existence could be stopped by any of the P5 if the member state feels that military force is not necessary or that sending in the army would go against their national interest. This could lead to having a UN army that is made redundant as member states cannot agree whether it should be sent to a conflict zone or not. The other option would be for the army to be under the authority of the Secretary General. This could lead to controversy as this would mean that the army would be under the command of one person that could make the force biased and less useful.

The guideline for a standing army should also include what kind of conflict would call for the army to be sent in. This would prevent the army from being deployed to an area that would benefit more from peacekeepers than immediate troops.

What the Standing Army would consist of

When proposing the army it is integral that the different sections of the force are made clear. It is wise to not only have a military force within the army; but also to have a civil service like the SPC. This helps to rebuke the idea that a UN standing army would be used as a negative operation that would hinder rather than help the UN mission to create peace. One way in which to do this would be to merge the SPC with the army or make the SPC work closely with the standing army.

In addition, the number of troops that the army would consist of would need to be set. When doing this it must be remembered that an army consisting of too many troops would look threatening and an army of too few would have little effect especially if the force is spread across many different conflict areas.

Finally, the origin of the troops would have to be decided. The army should be multi-cultural and should contain both male and female troops in order to prevent any allegations of western colonialism, racism or sexism. One way in which troops could be employed would be by asking member states to provide a certain number of troops; this could be based off of how many troops a member state usually provides to peacekeeping missions a year. This again is delicate ground as many member states would not be happy with having to provide a large number of troops to the UN.

Funding

A United Nations standing army would have to be financed for a number of things, most of which are extremely costly. It is very important to decide where these funds would come from. One option would be to have member states funding the army as they do with peacekeepers. The problem with this would be that many member states would not want to have to pay for this army. They also wouldn't be legally obliged to as they are with peacekeepers. Another option would be to use the UN budget instead.⁴

Location

The final issue that must be solved when creating a United Nations standing army is the location. This area of land would have to be vast and would have to be able to receive electricity and fuel. The location would have to be in a neutral zone. Finding a location for a non-biased standing army is difficult and could be costly. The location must be outlined and decided upon within the Security Council.

⁴ It is important to remember that in Model UN delegates work under the premise that the UN has unlimited funding, but, it must be stated in a resolution where funding would come from.

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