

**Part I. Consideration of questions under the responsibility of
the Security Council for the maintenance of
international peace and security**

<i>Agenda item</i>	<i>Decision</i>	<i>Paragraph</i>
The situation concerning the Democratic Republic of the Congo	Resolution 2409 (2018)	38
The situation concerning Iraq	Resolution 2421 (2018)	2 (f)
The situation in Mali	Resolution 2423 (2018)	38 (d) (iii), 63, 66
Reports of the Secretary-General on the Sudan and South Sudan	Resolution 2406 (2018)	7 (a) (i), (vi)–(vii)
	Resolution 2416 (2018)	28
	Resolution 2429 (2018)	19 (iii), 38 (b)
	Resolution 2445 (2018)	29
Thematic Children and armed conflict	Resolution 2427 (2018)	8, 10, 22, 23, 33, 34, 35, 36, 37, 38
Protection of civilians in armed conflict	S/PRST/2018/18	First
Maintenance of international peace and security	S/PRST/2018/1	Twenty-third
United Nations peacekeeping operations	S/PRST/2018/10	Eighteenth
	Resolution 2436 (2018)	7
Measures against the perpetrators of violations and abuses against children		
Country- and region-specific The situation in the Central African Republic	Resolution 2399 (2018)	21 (d)
Reports of the Secretary-General on the Sudan and South Sudan	Resolution 2428 (2018)	14 (d) and (f)
Thematic Children and armed conflict	Resolution 2427 (2018)	32

29. Protection of civilians in armed conflict

During 2018, the Security Council held three meetings to consider the protection of civilians in armed conflict, including one high-level meeting, which took the form of an open debate.⁴⁷³ The Council adopted one resolution and one presidential statement under this item. More information on the meetings, including on participants, speakers and outcomes, is given in table 1.

Further to a concept note circulated by Poland,⁴⁷⁴ the Council held a ministerial-level open debate on 22 May 2018, with the purpose of advancing the

protection of civilians at all levels and encouraging efforts to enhance respect for international humanitarian law and human rights law, as well as to develop and implement policies and strategies to avoid civilian harm in the conduct of hostilities, including in the context of the “global effort” called for by the Secretary-General in his report of May 2017.⁴⁷⁵ At the meeting, the Council heard briefings from the Secretary-General, the Director General of the International Committee of the Red Cross and the Secretary-General of the Iraqi Al-Amal Association. The Secretary-General gave a briefing to the Council first, and stated that the most effective way

⁴⁷³ For more information on the format of meetings, see part II, sect. I.

⁴⁷⁴ [S/2018/444](#), annex.

⁴⁷⁵ [S/2017/414](#).

to protect civilians was to prevent and end conflicts. Further to his report,⁴⁷⁶ the Secretary-General described the situation of civilians in conflict zones and recalled his recommendations to improve the protection of civilians through national policy frameworks, engagement with non-State armed groups and ensuring accountability for serious violations.⁴⁷⁷ The Director General of the International Committee of the Red Cross highlighted four issues of concern, namely, the use of heavy explosive weapons in populated areas, the protection of health care, the deprivation of liberty and the people who go missing in armed conflict. He cautioned that any normalization of violations could have a terrible impact and underlined that a more positive focus on international humanitarian law could improve compliance.⁴⁷⁸ The Secretary-General of the Iraqi Al-Amal Association spoke about the situation of civilians in Iraq and urged the Council to ensure that civilians were protected in line with legal obligations under international humanitarian law and international human rights law.⁴⁷⁹ Following the briefings, Member States discussed the means to strengthen accountability for violations of international humanitarian law and international human rights law, providing practical examples of national initiatives implemented in that regard. Speakers also focused on the need to enhance the protection of medical personnel and facilities pursuant to resolution 2286 (2016), as well as on the implementation of protection mandates by United Nations peacekeeping operations. Following the meeting, on 29 June 2018, Poland circulated a summary of the open debate.⁴⁸⁰

On 24 May 2018, the Council unanimously adopted resolution 2417 (2018), which focused on the connection between armed conflict and conflict-induced food insecurity and the threat of famine. In the resolution, the Council strongly condemned the use of starvation of civilians as a method of warfare, as well as the unlawful denial of humanitarian access.⁴⁸¹ In that connection, the Council recalled that it had adopted and could consider adopting sanctions measures that could be applied to individuals or entities obstructing the delivery of humanitarian assistance.⁴⁸² The Council strongly urged States to conduct, in an independent manner, full, prompt, impartial and effective investigations within their

jurisdiction into violations of international humanitarian law related to the use of starvation of civilians as a method of warfare and, where appropriate, to take action against those responsible.⁴⁸³ In the resolution, the Council requested the Secretary-General to continue to provide information on the humanitarian situation and response, including on the risk of famine and food insecurity in countries with armed conflict, as part of his reporting on country-specific situations, as well as to report swiftly to the Council when the risk of conflict-induced famine and widespread food insecurity in armed conflict contexts occurred. The Council also requested the Secretary-General to brief it on the implementation of the resolution within his annual briefing on the protection of civilians.⁴⁸⁴

On 21 September 2018, the Council adopted a presidential statement in which it recognized the contribution of the updated aide-memoire for the consideration of issues pertaining to the protection of civilians in armed conflict, including its enhanced focus on the protection of medical facilities and personnel and on the use of starvation as a method of warfare. The Council also recognized the contribution of the aide-memoire as a practical tool that provided a basis for improved analysis and diagnosis of key protection issues.⁴⁸⁵ In accordance with past practice, the aide-memoire was contained in the annex to the presidential statement.⁴⁸⁶

Throughout 2018, the Council continued the practice of hearing briefings by the Office for the Coordination of Humanitarian Affairs concerning the protection of civilians in armed conflict under country and region-specific items.⁴⁸⁷ The Council also included protection-related provisions in most of its

⁴⁸³ *Ibid.*, para. 10.

⁴⁸⁴ *Ibid.*, paras. 11–13.

⁴⁸⁵ *S/PRST/2018/18*, seventh paragraph. The initial aide-memoire was adopted on 15 March 2002 (*S/PRST/2002/6*, annex).

⁴⁸⁶ See *S/PRST/2015/23*.

⁴⁸⁷ During 2012 and 2013, the Council heard briefings by the Office for the Coordination of Humanitarian Affairs 4 times at public meetings and 25 times in consultations; during 2014 and 2015, the Council heard briefings by the Office 32 times at public meetings and 42 times in consultations; and during 2016 and 2017, the Council heard briefings by the Office 44 times at public meetings and 56 times in consultations. In 2018 alone, the Council heard briefings by the Office 27 times in public meetings and 16 times in consultations in a total of 43 briefings during the year.

⁴⁷⁶ *S/2018/462*.

⁴⁷⁷ *S/PV.8264*, pp. 2–4.

⁴⁷⁸ *Ibid.*, pp. 4–6.

⁴⁷⁹ *Ibid.*, pp. 6–7.

⁴⁸⁰ *S/2018/684*, annex.

⁴⁸¹ Resolution 2417 (2018), paras. 5–6.

⁴⁸² *Ibid.*, para. 9.

resolutions and presidential statements in relation to both country- or region-specific and thematic items.⁴⁸⁸

The Council focused on multiple aspects and used a variety of language formulas to address the protection of civilians in its decisions; selected provisions of those decisions are listed in table 2. In particular, the Council: (a) condemned all forms of attacks against civilians, especially against women and children and including attacks against schools, hospitals and medical facilities; (b) called upon all parties to conflict to comply with their obligations under international humanitarian law, human rights law and refugee law and called for accountability measures against perpetrators of such crimes; (c) demanded that all parties to armed conflict ensure unhindered access for the delivery of humanitarian assistance, particularly in the context of conflict-induced famine, and ensure the safety of humanitarian and medical personnel as

well as United Nations personnel; (d) emphasized the primary responsibility of States to comply with their relevant obligations to protect civilians; (e) requested additional monitoring mechanisms as well as reporting arrangements in order to improve the protection of civilians in armed conflict; and (f) adopted or expressed its intention to adopt targeted measures, such as sanctions, against perpetrators. In addition, the Council practice of strengthening the mandates of United Nations peace operations with a view to protecting civilians continued to evolve. During the reporting period, the Council requested several missions to adopt a more comprehensive approach to the protection of civilians, including by strengthening local community engagement and empowerment, early warning systems and information-sharing mechanisms.⁴⁸⁹

⁴⁸⁸ For information on other cross-cutting issues before the Council, see part I, sect. 28, “Children and armed conflict”, and sect. 30, “Women and peace and security”.

⁴⁸⁹ For additional information on mandates and decisions relevant to peacekeeping and political missions, see part X.

Table 1
Meetings: protection of civilians in armed conflict

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
S/PV.8264 22 May 2018	Letter dated 9 May 2018 from the Permanent Representative of Poland to the United Nations addressed to the Secretary-General (S/2018/444) Report of the Secretary-General on the protection of civilians in armed conflict (S/2018/462)		63 Member States ^a	Director General of the International Committee of the Red Cross, Secretary-General of the Iraqi Al-Amal Association, Chargé d'affaires a.i. of the Delegation of the European Union to the United Nations, Permanent Observer of the African Union to the United Nations, Permanent Observer of the observer State of the Holy See to the United Nations, Permanent Observer of the observer State of Palestine to the United Nations	Secretary-General, all Council members, ^b all invitees ^c	

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S/PV.8267 24 May 2018		Draft resolution submitted by nine Council members ^d (S/2018/492)			Four Council members (Netherlands, Russian Federation, United Kingdom, United States)	Resolution 2417 (2018) 15-0-0
S/PV.8359 21 September 2018						S/PRST/2018/18

^a Afghanistan, Algeria, Argentina, Armenia, Austria, Azerbaijan, Bangladesh, Belarus, Belgium, Brazil, Bulgaria, Canada, Chile, Colombia, Costa Rica, Croatia, Estonia, Georgia, Germany, Ghana, Guatemala, Hungary, India, Indonesia, Iran (Islamic Republic of), Iraq, Ireland, Italy, Japan, Jordan, Kenya, Latvia, Liberia, Liechtenstein, Maldives, Montenegro, Morocco, Myanmar, New Zealand, Nigeria, Norway, Pakistan, Panama, Portugal, Qatar, Republic of Korea, Romania, Rwanda, Saudi Arabia, Slovakia, South Africa, Spain, Sudan, Switzerland, Syrian Arab Republic, Thailand, Turkey, Ukraine, United Arab Emirates, Uruguay, Venezuela (Bolivarian Republic of), Viet Nam and Yemen.

^b Poland (President of the Security Council) was represented by its Minister for Foreign Affairs; and Kazakhstan was represented by its Deputy Minister for Foreign Affairs.

^c Georgia was represented by its Vice-Prime Minister and Minister for Foreign Affairs; and Argentina and Ukraine were represented by their Deputy Ministers for Foreign Affairs. The representative of Norway spoke on behalf of the five Nordic countries; the representative of Panama spoke on behalf of the Human Security Network; the representative of Qatar spoke on behalf of the Group of Friends on the Responsibility to Protect; the representative of Switzerland spoke on behalf of the Group of Friends on the protection of civilians in armed conflict; and the representative of Venezuela (Bolivarian Republic of) spoke on behalf of the Non-Aligned Movement.

^d Côte d'Ivoire, France, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom and United States.

Table 2

Provisions relevant to the protection of civilians in armed conflict, by theme and agenda item

	<i>Agenda item</i>	<i>Decision</i>	<i>Paragraph</i>
Condemnation of attacks and acts of violence against civilians and abuses and violations of human rights and international humanitarian law			
Country- and region-specific	The situation in Afghanistan	Resolution 2405 (2018)	23
	The situation in Burundi	S/PRST/2018/7	tenth
	Central African region	S/PRST/2018/17	twelfth
	The situation concerning the Democratic Republic of the Congo	Resolution 2409 (2018)	14, 19
	Reports of the Secretary-General on the Sudan and South Sudan	Resolution 2429 (2018)	39, 41, 44
	The situation in the Middle East	S/PRST/2018/5	third
Thematic	Children and armed conflict	Resolution 2427 (2018)	1, 15
	Protection of civilians in armed conflict	Resolution 2417 (2018) S/PRST/2018/18	5, 6 third

<i>Agenda item</i>	<i>Decision</i>	<i>Paragraph</i>	
Calls for compliance with and accountability under applicable international humanitarian law, human rights law and relevant Security Council resolutions by all parties			
Country- and region-specific	The situation in Afghanistan	Resolution 2405 (2018)	27
	Central African region	S/PRST/2018/17	tenth
	The situation in the Central African Republic	Resolution 2448 (2018)	26, 53
	The situation concerning the Democratic Republic of the Congo	Resolution 2409 (2018)	11, 14, 40
	The situation in Libya	S/PRST/2018/11	third
	The situation in Mali	Resolution 2423 (2018)	44, 61
	The situation in the Middle East	Resolution 2401 (2018)	7
		Resolution 2449 (2018)	2, 6
		Resolution 2451 (2018)	10
	The situation in Somalia	Resolution 2408 (2018)	22, 23, 24
		S/PRST/2018/13	twelfth
		Resolution 2431 (2018)	49, 52
	Reports of the Secretary-General on the Sudan and South Sudan	Resolution 2406 (2018)	24
		Resolution 2429 (2018)	46
Thematic	Children and armed conflict	Resolution 2427 (2018)	7, 16 (a) and (c)
	Maintenance of international peace and security	Resolution 2419 (2018)	5, 6
	Protection of civilians in armed conflict	Resolution 2417 (2018)	1, 2, 4, 8, 10
		S/PRST/2018/18	fifth
	Threats to international peace and security	S/PRST/2018/9	sixth
	United Nations peacekeeping operations	S/PRST/2018/10	fifteenth
	Resolution 2447 (2018)	10	

	<i>Agenda item</i>	<i>Decision</i>	<i>Paragraph</i>
Demands for humanitarian access and safety of humanitarian and medical personnel and facilities			
Country- and region-specific	The situation in Afghanistan	Resolution 2405 (2018)	26
	The situation in the Central African Republic	S/PRST/2018/14	eleventh
		Resolution 2448 (2018)	66, 67
	The situation concerning the Democratic Republic of the Congo	Resolution 2409 (2018)	43
	The situation in Mali	Resolution 2423 (2018)	62
	The situation in the Middle East	Resolution 2401 (2018)	1, 5, 8, 10
		S/PRST/2018/5	fourth, fifth
		Resolution 2449 (2018)	1, 4, 6
		Resolution 2451 (2018)	8, 10
		Resolution 2439 (2018)	6
	Peace and security in Africa	Resolution 2408 (2018)	26
	The situation in Somalia	Resolution 2431 (2018)	51
		Resolution 2444 (2018)	47
Resolution 2406 (2018)		23	
Reports of the Secretary-General on the Sudan and South Sudan	Resolution 2416 (2018)	24	
	Resolution 2428 (2018)	2, 23	
	Resolution 2429 (2018)	43	
	Resolution 2445 (2018)	25	
	Resolution 2427 (2018)	13	
Thematic	Children and armed conflict	Resolution 2417 (2018)	4, 7
	Protection of civilians in armed conflict		

<i>Agenda item</i>	<i>Decision</i>	<i>Paragraph</i>
Affirmation of primary responsibility of States and parties to conflict to protect civilians		
Country- and region-specific		
The situation in Burundi	S/PRST/2018/7	eleventh
The situation concerning the Democratic Republic of the Congo	Resolution 2409 (2018)	25
The situation in Mali	Resolution 2423 (2018)	63
Peace and security in Africa	S/PRST/2018/3 Resolution 2439 (2018)	twelfth 3
Thematic		
Maintenance of international peace and security	S/PRST/2018/1 Resolution 2419 (2018)	tenth 7
Protection of civilians in armed conflict	S/PRST/2018/18	second
United Nations peacekeeping operations	Resolution 2436 (2018)	6
Requests for specific monitoring and analysis of and reporting on protection of civilians		
Country- and region-specific		
The situation concerning the Democratic Republic of the Congo	Resolution 2409 (2018)	59 (ii) and (iv)
The situation in the Middle East	Resolution 2451 (2018)	7
The situation in Somalia	Resolution 2431 (2018) Resolution 2444 (2018)	9 49
Reports of the Secretary-General on the Sudan and South Sudan	S/PRST/2018/4 Resolution 2406 (2018) Resolution 2416 (2018) Resolution 2429 (2018) Resolution 2445 (2018)	tenth 33 26 7 (ii)–(iii), 56 (i), (iv) and (viii) 27
Thematic		
Protection of civilians in armed conflict	Resolution 2417 (2018) S/PRST/2018/18	11, 13 eighth

	<i>Agenda item</i>	<i>Decision</i>	<i>Paragraph</i>
Imposition of targeted measures against perpetrators of violations against civilians in armed conflict			
Country- and region-specific	The situation in the Central African Republic	Resolution 2399 (2018) S/PRST/2018/14	21 (b), (c), (d) and (f) second
	Reports of the Secretary-General on the Sudan and South Sudan	Resolution 2406 (2018) Resolution 2428 (2018)	3 14 (c), (d), (g)–(h), 19 (c), 25
	The situation in Somalia	Resolution 2444 (2018)	48
Thematic	Children and armed conflict	Resolution 2427 (2018)	32
	Protection of civilians in armed conflict	Resolution 2417 (2018)	9
Inclusion of mission-specific protection mandates and benchmarks^a			
Country- and region-specific	The situation in the Central African Republic	S/PRST/2018/14	seventh
		Resolution 2448 (2018)	39 (a) (i)–(iv)
	The situation concerning the Democratic Republic of the Congo	Resolution 2409 (2018)	36 (i) (a)–(g), 44, 47, 48
	The question concerning Haiti	Resolution 2410 (2018)	15
	The situation in Mali	Resolution 2423 (2018)	34, 37, 38 (d) (i)–(iii), (e) (i)–(ii) and (f), 70 (ii)
	Peace and security in Africa	Resolution 2439 (2018)	7
	The situation in Somalia	Resolution 2431 (2018)	6, 17, 20
	Reports of the Secretary-General on the Sudan and South Sudan	S/PRST/2018/4 Resolution 2406 (2018) Resolution 2428 (2018) Resolution 2429 (2018)	fifth, seventh 7 (a)–(c), 9 (iii), 12, 15, 21 23 11 (i), 13, 19 (i)–(iii), 53
		S/PRST/2018/19	eighth

<i>Agenda item</i>	<i>Decision</i>	<i>Paragraph</i>
Thematic		
Children and armed conflict	Resolution 2427 (2018)	33
Protection of civilians in armed conflict	S/PRST/2018/18	fourth
United Nations peacekeeping operations	Resolution 2436 (2018)	7

^a For additional information on mandates and decisions relevant to peacekeeping and political missions, see part X.

30. Women and peace and security

In 2018, the Security Council held two meetings, including one high-level meeting, under the item entitled “Women and peace and security”. Both meetings took the form of open debates.⁴⁹⁰ During the period under review, the Council did not adopt any decisions. More information on the meetings, including on participants and speakers, is given in table 1.

Further to the concept note circulated by Peru,⁴⁹¹ the Council held an open debate on 16 April 2018 under the sub-item “Preventing sexual violence in conflict through empowerment, gender equality and access to justice”.⁴⁹² At the meeting, the Council heard a briefing by the Deputy Secretary-General, the Special Representative of the Secretary-General on Sexual Violence in Conflict, and a Senior Researcher from Kalandan Press. The Deputy Secretary-General noted that during 2018 in Myanmar, and in many other conflict situations, sexual violence had once again been used as a tactic to advance military, economic and ideological objectives, and it had again been a driver of massive forced displacement. She affirmed the common responsibility to bring justice, recognition and reparations to the survivors of sexual violence – not only justice in the courtroom but also social justice and economic empowerment.⁴⁹³ The Special Representative of the Secretary-General on Sexual Violence in Conflict noted that the annual open debate on sexual violence in conflict provided a critical opportunity for taking stock of progress or regression on the issue. She stressed that, while significant normative and operational progress had been achieved, sexual violence continued to be employed as a tactic of war and terrorism and as a tool of political repression. She proposed three recommendations: first, she called on the international community to give serious consideration to the establishment of a reparations fund for survivors of

conflict-related sexual violence; second, she encouraged a more operational response to stigma alleviation and, in cases where survivors faced ongoing risks, she encouraged States to adopt special quota projects to help relocate women and children to third countries; third, she recommended marshalling sustained political resolve and resources equal to the scale of the challenge, noting that the gender-based violence response in humanitarian settings remained chronically underfunded.⁴⁹⁴ Speaking also on behalf of the NGO Working Group on Women, Peace and Security, the Senior Researcher from Kalandan Press stated that the international community, particularly the Security Council, had failed the Rohingya people and that the recent crisis could have been prevented if warning signs had not been ignored. She reported on her research and on evidence of rape by Government troops and noted that similar situations existed around the world. She affirmed that the rule of law must drive the response to the Rohingya crisis and called for the Security Council to refer the situation in Myanmar to the International Criminal Court.⁴⁹⁵ During the meeting, several speakers noted the importance of imposing targeted sanctions against perpetrators of conflict-related sexual violence and supported the Secretary-General’s recommendation to introduce sexual violence⁴⁹⁶ as a designation criterion for sanctions.⁴⁹⁷

On 25 October 2018, further to a concept note circulated by the Plurinational State of Bolivia,⁴⁹⁸ the

⁴⁹⁴ *Ibid.*, pp. 3–6.

⁴⁹⁵ *Ibid.*, pp. 6–7.

⁴⁹⁶ *Ibid.*, p. 39 (Mexico), p. 42 (Italy), p. 62 (Sudan), p. 65 (Bangladesh), p. 66 (Ireland) and p. 79 (Argentina).

⁴⁹⁷ *Ibid.*, pp. 8–9 (Sweden), p. 10 (United States), p. 11 (Ethiopia), p. 12 (France), p. 14 (Plurinational State of Bolivia), p. 20 (Kazakhstan), p. 23 (Netherlands), pp. 27–28 (Canada), p. 34 (Spain), p. 42 (Italy), pp. 47–48 (Lithuania), p. 54 (Germany), p. 72 (Costa Rica) and p. 74 (Montenegro). For more information on the discussion, see part VII, sect. III.B, “Discussion relating to Article 41”.

⁴⁹⁸ S/2018/904, annex.

⁴⁹⁰ For more information on the format of meetings, see part II, sect. I.

⁴⁹¹ S/2018/311, annex.

⁴⁹² S/PV.8234.

⁴⁹³ *Ibid.*, pp. 2–3.