

2013 - 2014

Model Arab League

BACKGROUND GUIDE

Council on Palestinian Affairs

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Dear Delegates,

Welcome to the 2013-2014 Model Arab League! It is my great pleasure and privilege to serve as the Chair on the Council on Palestinian Affairs for the National University Model Arab League conference. A bit about me: my name is Shannon Collaer, and I am currently a junior at the George Washington University in Washington, DC, majoring in Middle Eastern Studies and Arabic. This is my third year at the National Model, and I travelled to the Kingdom of Saudi Arabia for the NCUSAR 2012-2013 Winter Fellowship program. I competed with the Montana State University MAL team for the last two years before transferring to pursue my interest and commitment to Middle Eastern Studies-a passion inspired by my participation in Model Arab League. I encourage you to take full advantage of the many opportunities offered through the National Council on US-Arab Relations: besides the educational benefits of MAL like research, critical thinking, negotiation and public speaking, NCUSAR offers programs for language development, and the Winter Fellowship program to Saudi Arabia-an experience which hugely influenced me on many levels-personal, educational, and career aspirations.

The Council on Palestinian Affairs is one of extreme importance: while the Arab World faces complex problems in all realms: political, environmental, social, economic, etc., these challenges are duly complex for Palestinians, who struggle with issues of statelessness, limited freedom to travel, and disproportionate levels of unemployment and poverty in addition to changing geopolitical challenges. The role of the Council on Palestinian Affairs is to address the systemic complexities of the Palestinian position as well as the current events issues of the Arab World at large. As delegates in this council, your challenge is to develop innovative strategies which answer historic difficulties in addition to modern challenges. This background guide is meant to direct your research so the time spent in council sessions will be productive and well informed. I am excited to work with you, and cannot wait to see what this year's Council on Palestinian Affairs will yield.

Best of luck!

Shannon Collaer

Council on Palestinian Affairs

Topic 1: Recognizing and mitigating the impact of the Syrian civil war on displaced Palestinian refugees, guaranteeing the eventual rehabilitation of damaged refugee camps in Syria, and ensuring the safe return of refugees upon resolution of the conflict

I. Introduction to the Topic

A. General Background

The ongoing conflict in Syria began in March 2011, and began as an uprising against Bashar al-Assad, whose family has held the presidency since 1971. Although the uprising began in the wider context of the Arab Spring, it has progressed to a protracted armed conflict that has engulfed the country for two and a half years-a much longer time span with a much higher death toll than the other Arab Spring uprisings. The country is split in spheres of influence, with some areas primarily held by rebel forces and others controlled by Assad and the Syrian Army. The UN announced in July 2013 that the death toll had climbed above 100,000¹, and there are 1.9 million documented Syrians living as refugees, although the real number (including undocumented refugees) is estimated by the UN to be well over 2 million, and 3/4 of these refugees are women and children². While this holds obvious tragic implications for Syrians, Palestinians are also suffering; Syria was home to twelve Palestinian refugee camps³, all of which have been affected by the ongoing conflict. The UN estimates that over 70% of the 530,000 Palestinian refugees in Syria have been displaced by the violence.⁴

B. History of the Topic in the Arab World

The responses to the Syrian crisis by the Arab League have largely been critical, with the League voting to formally suspend Syria from the League in November 2011⁵, followed by the acceptance of the Syrian National Council (coalition formed by Syrian government opposition groups) as the sole, legitimate representative of Syria in the Arab League.⁶ The League sent representatives to monitor the violence in December 2011, and has repeatedly sought UN action for the Syrian crisis. Primary attention has been directed toward mitigating violence and brokering cease fires (like the Eid Cease Fire of 2012). While these efforts are necessary, special attention must also be given to the unique situation of the Palestinians, now refugees twice over,

¹ Al Jazeera. "UN: Syria Death Toll Rises Above 100,00." Al Jazeera, 25 July 2013. Web. http://www.aljazeera.com/news/middleeast/2013/07/2013725142157450141.html.

² UNHCR. "Syrian Crisis: Facts and Figures." United Nations Refugee Agency. 23 August 2013. Web. http://data.unhcr.org/syrianrefugees/syria.php.

³ Sheifaz, Noam. "UNWRA: A Quarter Million Palestinians Displaced in Syrian Civil War Thus Far." +972. 2 May 2013. Web. http://972mag.com/unrwa-quarter-million-palestinians-displaced-in-syrian-civil-war-thus-far/70331/

⁴ Huffington Post. "70% of Palestinian of Syrian Refugees in Syria Displaced by Conflict, UN Relief Commissioner Says." Huffington Post. 23 May 2013. Web. http://www.huffingtonpost.com/2013/05/23/palestinian-refugees-in-syria-displaced_n_3327119.html.

⁵ MacFarquhar, Neil. "Arab League Votes to Suspend Syria Over Crackdown." New York Times. 12 November 2011. Web. http://www.nytimes.com/2011/11/13/world/middleeast/arab-league-votes-to-suspend-syria-over-its-crackdown-on-protesters.html?_r=0.

⁶ Al Arabiya. "Arab League Recognizes Syria's New Opposition Bloc." 13 November 2012. Web. http://english.alarabiya.net/articles/2012/11/12/249215.html.

who have been affected, Like many Syrians fleeing, a large portion of Palestinians have fled to neighboring Lebanon, a country already hosting over 400,000 Palestinian refugees. The situation for Palestinians arriving in Lebanon is dire: massive overcrowding in refugee camps, limited resources for basic needs, and exposure to violence are the reality for these refugees. The United Nations Refugee Relief and Works Agency, UNRWA, has sought to alleviate these conditions, but the agency is operating with a limited budget and an impending health and sanitation crisis, such as shortages of potable water, and the spread of communicable diseases due to unhygienic, crowded conditions in the camps. Moreover, Palestinians lives are at risk because of the conflict; Palestinian refugees as well as UNRWA staff die weekly in shelling and air strikes. These risks are compounded by long term effects of displacement, like interruption in education, mental health risks, and loss of jobs and property in Syria.

Although the Syrian War presents a unique situation, this is not the first time Palestinians have been affected by regional turmoil. The most obvious example of changes in government affecting Palestinians is the creation of Israel in 1948 and the resulting displacement of over 700,000 Palestinians. Palestinians have continued to be affected by events with Israel-the border changes of 1967 and 1973 created more refugees and complicated the status of Palestinians. Other examples of displacement and destabilization include Palestinians in Iraq affected by the 2003 US invasion; UNRWA does not have jurisdiction in Iraq, and Palestinian policy was under unique decision of the Iraqi government. Up until May 2006, UNHCR estimated that 34,000 Palestinians lived in Iraq. By 2010, the estimation was barely over 11,000.

C. Finding a Solution to the Problem: Past, Present, and Future

The role of the Palestinian Affairs in the context of the Syrian conflict is great; the disastrous effects of violence have uniquely impacted Palestinians, who already lived as refugees and have again been displaced. Significant consideration must be afforded to how to best mitigate the current suffering of Palestinians displaced by the crisis, and how to provide for them in the future. For the present, concerns of basic supplies like food, clean water, shelter, and medical care must be addressed, along with solutions for long term needs like education and employment. The UN announced in September 2013 that over half the UNRWA schools in Syria will be closed this year, affecting over 45,000 Palestinian children. 11

The Council must also look to the future: the damage of Palestinian refugee camps in Syria must be addressed to allow for the return of Palestinians to Syria. The restoration of lost property must also be a concern, and the eventual return of these refugees to Syria must be guaranteed.

⁷ UNRWA. "Palestinian Refugees." United Nations Relief Works Agency. Web.http://www.unrwa.org/etemplate.php?id=86.

⁸ UNRWA. "Syria Crisis Situation Update: Issue No. 58." United Nations Relief Works Agency. Web. 26 August 2013. http://www.unrwa.org/etemplate.php?id=1860

⁹ UNRWA. "Occupied Palestinian Territories." United Nations Relief Works Agency. http://fanack.com/countries/opt/history/the-nakba-from-the-unrwa-photo-archive/

¹⁰ IRIN Humanitarian News and Analysis. "Middle East: Palestinian Refugee Numbers and Whereabouts." IRIN. http://www.irinnews.org/report/89571/middle-east-palestinian-refugee-numbers-whereabouts

¹¹ UN. "Syrian Conflict Preventing Palestinian Refugees from Going Back to School." UN News Centre. 1 September 2013. Web.

http://www.un.org/apps/news/story.asp?NewsID=45747&Cr=Palestin&Cr1=#.UiTQSTamiSo

II. Questions to Consider in Your Research

- Does my country host a significant number of Palestinian refugees?
- Does my country host a significant number of Syrian refugees?
- What resources (financial, role in international organizations, etc.) can my country offer to address the suffering of Palestinian refugees displaced by the Syrian conflict?
- What programs for education, medical training, sanitation, etc., are successful in my country, and how might these be applied in the context of the topic?
- What history with refugees does my country have?
- How can future plans be made to guarantee return of Palestinians in the context of ongoing conflict?

III. Questions a Resolution Might Answer

- What short term and long term goals are paramount in mitigating the effect of the Syrian conflict on Palestinians?
- What international organizations are necessary partners in this process?
- What, if any, support may be offered to countries with significant refugee populations by the Arab League?
- How do solutions provide for the future rehabilitation and return of Palestinians to Syria?

IV. Resources to Review

United Nations Relief Works Agency: Syria Emergency Updates: http://www.unrwa.org/index.php

United Nations Relief Works Agency: Report: "The Syrian Catastrophe": http://www.unrwa.org/userfiles/2013071244355.pdf

United Nations Relief Works Agency: http://www.unrwa.org/userfiles/201306071557.pdf

United Nations High Commissioner for Refugees: Syrian Regional Refugee Response: http://data.unhcr.org/syrianrefugees/country.php?id=122

Topic 2: Addressing the quality of health among the residents of the occupied Palestinian territories and ensuring that stakeholders work to provide adequate access to health care as a basic human right

I. Introduction to the Topic

A. General Background

The quality of life in the occupied Palestinian territories of the West Bank and the Gaza Strip is limited by many factors, but especially the access to and quality of healthcare. The World Health Organization is the primary technical adviser to the Palestinian Ministry of Health, and is also the leading humanitarian health contributor in the area, providing staff as well as supplies to the insufficient infrastructure of the Palestinian health care system. Despite efforts of the WHO, UNRWA, and other humanitarian organizations, health care for Palestinians is lacking; maternal mortality, life expectancy, health care units, staff and equipment, energy supplies, and permits to travel for health care are present significant problems.

B. History of the Topic in the Arab World

This problem is significant throughout the Arab World, as Palestinians in refugee camps in host countries may also struggle with access to health care, but the topic is specifically addressing the occupied territories of Palestine and the residents therein. The situation in the West Bank is less dire than that of the Gaza Strip, as the checkpoints and blockades present a significant challenge to emergency transportation, access to drugs and equipment, and basic building supplies. The border checkpoints complicate emergency care, with ambulances unable to cross quickly, and requests for permits to access care often denied or not respected. The WHO reported in December 2012 that 42% of essential medication is at zero stock in Gaza, with another 13% at "critically low" levels, and the shortage of basic drugs has gone as high as 65% at zero stock. This causes delay or risky completion of oncology treatments, dialysis, and emergency surgeries. Fuel and energy shortages and shortfalls in the PA's budget or health care further complicate surgery and ongoing treatments. The UN and WHO concluded that "the health care system cannot function effectively when Gaza is subject to a blockade and cut off from the West Bank."

C. Finding a Solution to the Problem: Past, Present and Future

¹² WHO. "WHO Presence in Occupied Palestinian Territory." World Health Organization. Web. http://www.emro.who.int/pse/who-presence-in-palestine/.

¹³ BBC News. "Palestinian Health Care Ailing." BBC World News. 5 March 2009. Web. http://news.bbc.co.uk/2/hi/7924199.stm

¹⁴ WHO. "Initial Health Assessment Report: Gaza Strip." World Health Organization, Office of the Occupied Palestinian Territory. December 2012. Web.

http://www.who.int/hac/crises/international/wbgs/WHO_Initial_Health_Assessment_Report_Gaza_Strip_December 2012.pdf

The WHO. "Five Years of Blockade: A Political Determinant of Health in Gaza." World Health Organization. 14 June 2012. Web. World Health Organization: Five Years of Blockade: A Political Determinant of Health in Gaza: http://www.emro.who.int/images/stories/palestine/documents/WHO Gaza Blockade and Health 6 14 2012 FIN AL.pdf

In seeking to address these problems, the League is faced with considerable challenges: at the root of many of these issues is policy regarding permits and checkpoints. Proposed solutions must keep this reality in mind in order to be effective. The focus should provide for long term access to health care for Palestinians; simple aid packages cannot address the issues of lacking infrastructure, staff, medication, power supply, and freedom of movement to access health care that Palestinians face. The topic requires not only that the League address the current situation, but safeguard access to health care as a basic human right. Such a requirement demands a multipronged solution.

An important component to such a solution should utilize the flexibility of the term "stakeholders" which the topic presents. This allows the involvement of both public and private actors; delegates should not simply rely on classic actors like the UNRWA, the UNHRC, or the WHO; rather, resolutions should explore the potential of investment and development by private actors. In approaching this, the reality of limitations on building and ease of transport must be remembered and appropriately provided for, and resolutions should recognize the potential financial risks and complications of private investment in health care infrastructure in the occupied territories. Research should explore examples of such investment and potential companies/groups that may be willing to accept the potential difficulties in investing in infrastructure in the occupied territories.

II. Questions to Consider in Your Research

- What is the health care system in my country?
- What medical programs or technologies exist in my country that may contribute to a solution?
- What international organizations is my country affiliated with that may have expertise in matters of health care?

III. Questions a Resolution Might Answer

- How can the League provide a higher standard of health care in the Palestinian territories?
- How can access to health care for Palestinians be improved?
- What can be done to improve infrastructure to ensure long term solutions?
- How can the complications of transport, especially in emergencies, to and from the Gaza Strip be addressed?

IV. Resources to Review

World Health Organization Special Report: Right to Health: Barriers to Health Access in the Occupied Palestinian Territory, 2011 and 2012:

 $http://www.emro.who.int/images/stories/palestine/documents/WHO_Access_Report_March_5_2013.pdf$

World Health Organization Initial Health Assessment Report: Gaza Strip: http://www.who.int/hac/crises/international/wbgs/WHO_Initial_Health_Assessment_Report_Gaza_Strip_-_December_2012.pdf

Topic 3: Reviewing and revising the Casablanca Protocol (1965), with special attention given to access to employment and educational opportunities, and freedom of movement, for Palestinians

I. Introduction to the Topic

A. General Background

The Casablanca Protocol was published September 11th, 1965, in the hopes of addressing the status of Palestinian refugees in the Arab League and its individual member states. The Protocol deals with issues of nationality, freedom of movement, travel documents, and employment. These questions are especially unique and complicated for Palestinians, who hold a national identity but are technically stateless, and live in a sort of limbo in regard to rights within their various host countries. The Casablanca Protocol was written in an effort to address these complex questions, which have grown since the original document was accepted in 1965.

B. History of the Topic in the Arab World

Although drafted by the Arab League, not all League members are full signatories to the Casablanca Protocol. Jordan, Algeria, Sudan, Iraq, Syria, Egypt and Yemen are the only states to fully accept the terms of the Protocol, while Kuwait, Libya, and Lebanon support the Protocol "with reservation," while Saudi Arabia, Morocco, and Tunisia have not approved the Protocol. 16 Oman, Qatar, Bahrain, the UAE, Mauritania, Somalia, Palestine and Djibouti signed the Protocol upon joining the Arab League. The fulfillment of the Casablanca Protocol has yet to be realized, perhaps most dramatically in Lebanon, where over 400,000 Palestinians reside, but live without the rights outlined in the Casablanca Protocol. ¹⁷ Palestinians in Lebanon are barred from certain professions, property rights, and suffer dramatic poverty. 18 Although exact explanations for reluctance to fully accept and implement the terms of the Casablanca Protocol vary by country. the common concerns are primarily over sovereignty, and the obligation of countries to first provide for their own citizens. Kuwait, for example, accepted "with reservations" based on concerns over private business law and the ability of firms to discriminate in employment (preferring Kuwaiti citizens over Palestinian workers). Employment opportunities especially complicate the implementation of the treaty: in countries with limited economies (i.e., Morocco and Tunisia) where issues of unemployment (and underemployment) exist, the possibility of incorporating Palestinians equally into the workforce is seen a disadvantage to the citizens of host countries. Issues of the entitlements of citizenship are also problematic, with states hesitant to grant given political rights to Palestinians within their countries. Research should consider how current regional economic, political, and social movements may affect the possible

¹⁶ REFWORLD. "Protocol for Treatment of Palestinians in Arab States." United Nations Refugee Agency. Web. http://www.refworld.org/cgi-

<u>bin/texis/vtx/rwmain?page=country&category=&publisher=&type=MULTILATERALTREATY&coi=SDN&rid=&docid=460a2b252&skip=0</u>

¹⁷ Human Rights Watch. "World Report 2011: Lebanon." Human Rights Watch. 2011. Web. http://www.hrw.org/en/world-report-2011/lebanon

¹⁸ Wood, Josh. "The Palestinians' Long Wait in Lebanon." The New York Times. 2 March 2011.Web. http://www.nytimes.com/2011/03/03/world/middleeast/03iht-m03-lebanon.html

implementation of the Casablanca Protocol, and how such geo-political trends should inspire the revision of the Protocol to make it more widely supported and thus increase chances of success.

C. Finding a Solution to the Problem: Past, Present and Future

In reviewing the Casablanca Protocol, the League must be concerned with revisions that make the document a more viable solution. At present, due to conflicts of sovereignty and state obligation to citizens above refugees, its goals have not been realized, and this requires attention. Special emphasis should be committed to questions of opportunity for freedom of movement, education, and employment for Palestinians. Freedom of movement requires that Palestinians be able to travel easily and without worry of the ability to return to host countries. This question involves travel and visa policies. Education and employment are elements that are essential for Palestinian refugees to gain autonomy and financial and academic opportunity. In reviewing and revising the Casablanca Protocol, the League should focus on how best to provide for these necessities.

II. Questions to Consider in Your Research

- What is my country's position on the Casablanca Protocol?
- Does my country host a significant number of Palestinian refugees?
- What is the status of these refugees? To what extent does the treatment of Palestinians in my country fulfill the goals of the Casablanca Protocol?
- What is the educational system in my country? What opportunities, if any, does it offer for Palestinians?
- What is the economy like in my country? What is the unemployment rate? In what ways might the economy be able to absorb Palestinian workers?
- What are my country's policies regarding travel for Palestinians? What are the policies regarding the ability of Palestinians to return to their host country?

III. Questions a Resolution Might Answer

- How can member states revise the Casablanca Protocol to make its goals more attainable?
- How can member states incentivize the fulfillment of the requirements of the Casablanca Protocol?
- How can the lack of employment for Palestinians in host countries be addressed?
- How can the opportunity for education in host countries be expanded?
- How can travel policies be revised in a way which ensures both national sovereignty and the freedom of movement and return to home states for Palestinians?

IV. Resources to Review

REFWORLD. "Protocol for Treatment of Palestinians in Arab States (Casablanca Protocol)." United Nations Refugee Agency.: Treaty Translation and Signatories: http://www.refworld.org/cgi-

<u>bin/texis/vtx/rwmain?page=country&category=&publisher=&type=MULTILATERALTREATY</u> &coi=SDN&rid=&docid=460a2b252&skip=0

United Nations Information System on the Question of Palestine: Protocol on the Treatment of Palestinian Refugees ("Casablanca Protocol"):

http://unispal.un.org/UNISPAL.NSF/0/E373EB5C166347AE85256E36006948BA

Topic 4: Developing Arab League strategies to plan for the potential success of peace negotiations, including short-term actions to promote positive outcomes as well as long-term planning for multiple contingencies

I. Introduction to the Topic

A. General Background

Efforts at peace between Palestine and Israel have been made multiple times and taken many different forms: peace talks, treaties, involvement in international organizations, think tanks, etc. Although gains and losses have occurred along the way, resolution of the larger questions of Palestinian statehood, borders, and the rights of Palestinian refugees remains unaddressed. Although such a solution remains elusive, the Arab League must remain hopeful for current efforts toward peace, including resources like the Arab Peace Initiative and recently renewed peace talks mediated by US presence (Secretary of State John Kerry allocated nine months for the current round) and UN influence and plan accordingly. Should a peace negotiation prevail, the League must alter its strategy in terms of Palestinian issues and provide accordingly, for both short term and long term implementation.

B. History of the Topic in the Arab World

In the past, efforts at resolving the Palestinian question have been made in the form of peace talks, peace initiatives, and at times, war. The history between Palestine and Israel is a long and complex one, with cycles of progress and setbacks in the years since 1948. The border changes following the 1967 and 1973 wars are significant to keep in mind when looking to a future of peace between Palestine and Israel. The history of peace negotiations is important to keep in mind in researching this topic and preparing potential plans for implementation. Major plans, like the Roger peace plan and the Sadat Initiative (early 1970s), the Oslo Accords of 1993, the Camp David Summit (2000) the Quartet's Road Map for Peace (2002), the truncated attempts at peace talks in 2007, 2009, and 2010 should be revisited in your research. Elements of success and contributions toward failure must be considered to promote attempts at a realistic and tenable solution. While emphasis is classically placed on bilateral talks between Palestine and Israel, multilateral negotiations which implicate and obligate other Arab states must be analyzed, and plans for implementation should address such obligations.

Furthermore, should a peace plan be accepted, the status of Palestinian refugees will face significant questions. In order to best provide for the implementation of a peace plan, the Arab League must begin planning for immediate and long term changes that a negotiated solution may demand.

C. Finding a Solution to the Problem: Past, Present and Future

¹⁹ "The Arab Peace Initiative." 2002. Web.

http://www.al-bab.com/arab/docs/league/peace02.htm

Daraghmeh, Mohammed. "As Talks Begin, Palestinians Reach Out to Israelis." ABC News. 30 August 2013. Web. http://abcnews.go.com/International/wireStory/talks-begin-palestinians-reach-israel-20118216

Should a peace agreement be reached, the Arab League must have a plan of action. In the short term, this includes successful implementation and a strategy for addressing how this plan will affect Palestinians living outside of the occupied territories. In the long term, there must be a plan for continued peace, and preparations for the reality that the plan may fail; should the implementation not go through, or should a major event significantly change the context of the region, how will the Arab League provide for Palestinians?

Such a plan should include strategies for failure: i.e., diplomatic or economic fallout for Israel should terms be breached. Having a clear plan of political punishment for violation of agreements provides an element of deterrence and clear consequences. This will not only limit chances of violating a peace, but heightens the accountability of Israel in doing so, in domestic politics (given democratic structure, the Israeli people could punish their government for breaking a peace-a potential reality given that the majority of Israeli citizens polled consistently support efforts at establishing a lasting peace) as well international politics. In considering these things, attention must be paid to current peace efforts as well as patterns in the history of attempts at peace.

II. Questions to Consider in Your Research

- How would peace in Palestine affect my country? How would a resolution to the Arab-Israeli conflict change political and economic relations?
- How can my country contribute to a transition to peace?
- What is my country's role in the peace process?
- What is my country's history in the Palestinian-Israeli conflict?

III. Questions a Resolution Might Answer

- How can the successful implementation of a negotiated settlement be guaranteed?
- How will peace change the current structure of the Arab League and its treatment of Palestine?
- What are the best ways to achieve long term peace?
- What are necessary strategies for the possibility that peace does not hold?

IV. Resources to Review

Al Bab: The Arab Peace Imitative (translation): http://www.al-bab.com/arab/docs/league/peace02.htm

Office of the Quartet Representative: http://www.quartetrep.org/quartet/

Office of the United Nations Special Coordinator for the Middle East Peace Process: Record of Quartet Statements:

http://www.unsco.org/q.asp

Congressional Research Service: Israeli-Arab Negotiations: Background, Conflicts, and US Policy, Carol Migdalovitz,, January 29 2010: http://www.fas.org/sgp/crs/mideast/RL33530.pdf