GENERAL ASSEMBLY FIRST COMMITTEE
BACKGROUND GUIDE 2018

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NATIONAL MODEL UNITED NATIONS

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United Nations System at NMUN•NY

This diagram illustrates the UN system simulated at NMUN•NY and demonstrates 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 UN system.
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Name</th>
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<tbody>
<tr>
<td>ATT</td>
<td>Arms Trade Treaty</td>
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<td>AU</td>
<td>African Union</td>
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<td>BMS</td>
<td>Biennial Meetings of States</td>
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<td>CBM</td>
<td>Confidence-Building Measures</td>
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<td>CD</td>
<td>Conference on Disarmament</td>
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<td>CTTTF</td>
<td>Counter-Terrorism Implementation Task Force</td>
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<td>EU</td>
<td>European Union</td>
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<td>G7</td>
<td>Group of 7</td>
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<td>GCA</td>
<td>Global Cybersecurity Agenda</td>
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<td>GGE</td>
<td>Group of Governmental Experts</td>
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<td>HRC</td>
<td>Human Rights Council</td>
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<td>IAEA</td>
<td>International Atomic Energy Agency</td>
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<td>IANSA</td>
<td>International Action Network on Small Arms</td>
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<td>ICT</td>
<td>Information and communication technology</td>
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<td>INTERPOL</td>
<td>International Criminal Police Organization</td>
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<td>ITI</td>
<td>International Tracing Instrument</td>
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<td>ITU</td>
<td>International Telecommunications Union</td>
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<td>NPT</td>
<td>Treaty on the Non-Proliferation of Nuclear Weapons</td>
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<td>PAP-T</td>
<td>Partnership Action Plan on Terrorism</td>
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<td>RASR</td>
<td>Regional Approach to Stockpile Reduction</td>
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<td>RFID</td>
<td>Radio Frequency Identification</td>
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<td>SALW</td>
<td>Small arms and light weapons</td>
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<td>SDGs</td>
<td>Sustainable Development Goals</td>
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<td>UDHR</td>
<td>Universal Declaration of Human Rights</td>
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<td>UN</td>
<td>United Nations</td>
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<td>UNDC</td>
<td>United Nations Disarmament Commission</td>
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<td>UNDC</td>
<td>United Nations Disarmament Commission</td>
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<td>UNIDIR</td>
<td>United Nations Institute for Disarmament Research</td>
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<td>UNODA</td>
<td>United Nations Office for Disarmament Affairs</td>
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<tr>
<td>WMD</td>
<td>Weapon of mass destruction</td>
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<td>WSIS</td>
<td>World Summit on Information Society</td>
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</table>
Committee Overview

The United Nations (UN) General Assembly has existed since the creation of the UN and is one of the six principal organs of the UN established by the *Charter of the United Nations* (1945). The First Committee considers all matters related to disarmament and international security. General Assembly resolution 1378(XIV) of 20 November 1959 on “General and Complete Disarmament” was the first resolution co-sponsored by all Member States and considered the question of disarmament the most important question facing the world at the time. Consequently, the General Assembly established the United Nations Disarmament Commission (UNDC) in 1952 with a general mandate to discuss topics related to disarmament. Furthermore, in its 26th session, the General Assembly declared the 1970s as a Disarmament Decade. During this time, additional institutions were established; in 1979 the Conference on Disarmament (CD) was created as the international community’s multilateral negotiation forum on disarmament, and in 1980, the United Nations Institute for Disarmament Research (UNIDIR) was created with the purpose of undertaking independent research on questions related to disarmament. Several other disarmament-related entities and other organizations also report to the General Assembly through the First Committee, such as the regional centers on disarmament and the Comprehensive Nuclear-Test-Ban Treaty Organization. The ratification of the *Treaty on the Non-Proliferation of Nuclear Weapons* (NPT) in 1970 was a fundamental cornerstone in the field of nuclear disarmament. Efforts leading to this vital agreement started a decade earlier, and an important element in its development took place in the First Committee. In 1958, when nuclear non-proliferation was on the agenda for the first time, the First Committee recommended the creation of an ad hoc committee studying the dangers of nuclear dissemination, but this resolution failed to be adopted by the General Assembly Plenary. Over subsequent years, this subject was recurrent, and the First Committee adopted a series of resolutions recognizing its central role in pushing negotiations on non-proliferation forward.

As the only main body with universal membership, the General Assembly is a unique forum for discussion within the UN system. As such, it represents the normative center of the UN and its main role in the maintenance of international peace and security can be summarized in three principal aspects: a generator of ideas, a place of international debate, and the nucleus of new concepts and practices. All these points will be further developed in the following sections of this overview. First, a brief explanation of the governance, structure, and membership of the First Committee will be presented, followed by an explanation of its mandate, functions, and powers. Before concluding, a discussion about current efforts and recent activities will offer a more contemporary perspective on work of the committee.

**Governance, Structure, and Membership**

As outlined in the Charter, the General Assembly is comprised of all Member States of the UN. However, Observer status can also be granted to intergovernmental organizations such as the African Union and states without

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6 Ibid.
8 Sciora & Stevenson, *Planet UN*, 2009, pp. 77-78.
10 Ibid.
11 Ibid.
full UN membership; currently, the Holy See and the State of Palestine are the only two non-Member States with permanent Observer status. In the General Assembly, each Member State has one equal vote.

Since its 44th session in 1989, the General Assembly is considered in session the entire year, but the most important time is the General Debate, which takes place from mid-September to the end of December and is called the “main part of the General Assembly.” The remainder of the year, called the “resumed part of the General Assembly,” working group meetings take place and thematic debates are held. Except for decisions on important matters, votes in the General Assembly require a simple majority, and the majority of resolutions are adopted without a vote, illustrating the consensual nature of the General Assembly. Elaborated by the General Assembly Fifth Committee, the budget allocated to disarmament for the biennium 2018-2019 is $25.6 million and is mainly attributed to multilateral negotiations and deliberations on disarmament and arms limitation.

The First Committee receives substantive and organizational support from three important entities: the General Committee, UNODA, and the Department for General Assembly and Conference Management. The General Committee is comprised of the President and the 21 Vice-Presidents of the General Assembly, as well as the Chairpersons of all the six General Assembly Main Committees; all positions are elected every session on a non-renewable basis. The General Committee’s main duty, besides making recommendations on organizational issues, is to deal with the agenda of the General Assembly Plenary and its six Main Committees. After receiving a preliminary list of agenda items from the UN Secretariat, the General Committee allocates the different items to each Main Committee. The First Committee then votes upon its own agenda based on the allocated agenda items. Within the UN Secretariat, UNODA provides “objective, impartial and up-to-date” information and promotes the implementation of practical measures on nuclear disarmament and non-proliferation, disarmament in the field of conventional weapons, and the general strengthening of mechanisms and frameworks bolstering disarmament. It further encourages norm-setting at the General Assembly, CD, and UNDC. Additionally, the Department for General Assembly and Conference Management also provides valuable technical secretariat support and acts as the intersection between the General Assembly and the Economic and Social Council.

The First Committee works in close cooperation with the UNDC and the CD. The CD has a crucial role in addressing issues of disarmament and has been central to negotiations of international agreements such as the NPT. Unlike the CD, the UNDC is a subsidiary organ of the First Committee and is composed of all 193 Member States. By making recommendations to the General Assembly, it has been important in the formulation of principles and guidelines that have subsequently been endorsed by the committee in its own reports. Both bodies report either annually or more frequently to the First Committee. Additionally, as a crucial partner with the UN system, civil society organizations have an important relationship with the General Assembly and are often invited to speak at the General Assembly.

15 UN DPI, About Permanent Observers, 2017; UN DPI, Non-member States, 2017.
18 Ibid.
19 Ibid.
20 UN General Assembly, Proposed Programme Budget for the biennium 2018-2019 (A/72/6 (Sect. 4)), 2017, p. 5.
22 UN General Assembly, General Committee, 2017.
23 Ibid.
24 Ibid.
25 Ibid.
26 UNODA, About Us, 2014.
27 Ibid.
28 UN DGACM, Functions of the Department, 2014.
32 Ibid.
Mandate, Functions, and Powers

The mandate of the General Assembly is set in Chapter IV of the Charter of the United Nations; Article 11 requires the General Assembly to address questions of international peace and security, particularly disarmament. This mandate has evolved over time, and the growing range of issues facing the international community ultimately gave the First Committee its focus on disarmament and international security. The question of disarmament is organized in seven clusters: nuclear weapons, other weapons of mass destruction (WMDs), disarmament aspects in outer space, conventional weapons, regional disarmament and security, other disarmament measures and security, and the disarmament machinery. The mandate of the General Assembly allows it to be a conduit for ideas that can become the driver of new policies and shared norms through discussion and debate. This can be regarded as one of the main differences with the Security Council. The Security Council is more concerned with concrete threats to security such as ongoing conflicts, whereas the General Assembly aims to create peace by forming habits of cooperation. It is important to note, however, that the General Assembly considers matters of international security only when the issue is not under the consideration of the Security Council.

The General Assembly and its six Main Committees are the center of the UN System and represent its main deliberative, policymaking, and representative organs; their outcomes thus define new norms that can become treaties or conventions among UN Member States. The General Assembly is tasked with initiating studies and making recommendations to promote international cooperation in the political field; encouraging the development of international law; promoting the implementation of cultural, social, and human rights; and promoting fundamental freedoms free from discrimination. The body often reviews reports issued by “the other principal organs established under the Charter as well as reports issued by its own subsidiary bodies.” The General Assembly Plenary receives recommendations from the six Main Committees, which can recommend the General Assembly Plenary address the functions or priorities of UN funds and programs. Once the recommendations are sent to the Plenary Committee, the Plenary then votes on whether to adopt the resolutions as presented. Although decisions reached by the General Assembly are non-binding, they are often adopted as customary international law and serve as a good indicator of key international policy norms. Additionally, the General Assembly can request the Secretary-General or other UN organs to issue a report to one of the Main Committees on a specified question such as the implementation of recommendations made by the General Assembly.

The First Committee is capable of introducing resolutions that initiate new negotiations on arms control and disarmament, which, in turn, can lead to the creation and funding of agencies or meetings as well as ad hoc committees or working groups that consider a particular question with the purpose of reporting to the General Assembly. The General Assembly Plenary must also adopt resolutions adopted in the First Committee before they

35 Charter of the United Nations, 1945, Art. 11.
38 Ibid., p. 10.
39 Ibid.
40 Ibid.
44 Charter of the United Nations, 1945, Art. 15; UN General Assembly, Functions and Powers of the General Assembly, 2013; UN General Assembly, Statement made by the Chairperson of the Fourth Committee (7 May), 2013, UN General Assembly, Statement by the Chairperson of the Fourth Committee (7 May), 2013.
46 UN General Assembly, About the General Assembly, 2016.
are put into effect.\textsuperscript{50} Still, even when adopted by the Plenary, General Assembly resolutions are not legally binding.\textsuperscript{51} Nonetheless, the consensus reached in the First Committee often leads to more concrete initiatives at the UN.\textsuperscript{52}

**Recent Sessions and Current Priorities**

The strategic framework of the *Biennial Programme Plan*, adopted on 9 March 2016, covers the years 2018-2019 and consists of five subprograms: multilateral negotiations on arms limitation and disarmament, WMDs, conventional arms, information and outreach, and regional disarmament.\textsuperscript{53} In this regard, the main objectives of the First Committee are to: support efforts on agreements toward disarmament, promote non-proliferation of nuclear weapons and other WMDs, facilitate mutual confidence among Member States and the regulation of conventional weapons, increase understanding of Member States and the public on disarmament issues, and promote regional disarmament as a fundamental means toward global disarmament.\textsuperscript{54}

During the recent 71\textsuperscript{st} session, the First Committee adopted a total of 64 resolutions.\textsuperscript{55} All of the seven clusters were discussed, with nuclear disarmament being the most reviewed cluster.\textsuperscript{56} The subprograms laid out in the *Biennial Programme Plan* continue to be priority topics each session, in addition to emerging security issues reflective of the complex security environment the international community is confronted with today, such as nuclear terrorism and the relationship between gender and disarmament.\textsuperscript{57} Among the 64 adopted resolutions there are three major thematic areas examined: cybersecurity, nuclear disarmament, and counter-terrorism efforts.\textsuperscript{58} During its 71\textsuperscript{st} session, the First Committee emphasized the importance of preventing terrorists from acquiring WMD, and suggested methods for this, such as advising Member States to monitor the illegal delivery and manufacturing within domestic borders, and ratifying other First Committee texts that address this.\textsuperscript{59} Furthermore, General Assembly resolution 71/38 of 9 December 2016 on “Measures to prevent terrorist from acquiring weapons of mass destruction,” expands on this idea by stating it would be helpful to compile a report of all measures currently being taken by international organizations to prevent terrorists from acquiring WMDs.\textsuperscript{60} Member States review the issues that are faced domestically, and outline which measures can be taken to further meet the needs of the international community.\textsuperscript{61}

In recent years, a great emphasis has been placed on the role of information security in the context of greater levels of inter-connectedness among Member States.\textsuperscript{62} In 2011, the General Assembly requested the establishment of a Group of Governmental Experts (GGE) to study the existence of threats to Member States with respect to information security and report its findings at its 68\textsuperscript{th} session.\textsuperscript{63} Between 2013 and 2015, the GGE submitted to the General Assembly reports which included several notable items, such as a declaration against the use of proxies on behalf of Member States to “commit internationally wrongful acts using ICTs ([information and communication technologies])”, and the importance of international law as it applies to the security of ICTs.\textsuperscript{64} General Assembly resolution 70/237 of 23 December 2015 requested the SG to form a new GGE that would report to the General

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\textsuperscript{50} UN General Assembly, *About the General Assembly*, 2016.
\textsuperscript{51} Ibid.
\textsuperscript{52} Ibid.
\textsuperscript{54} Ibid.
\textsuperscript{55} UN General Assembly, *Resolutions: 71\textsuperscript{st} Session*, 2017.
\textsuperscript{56} Ibid.
\textsuperscript{58} UN General Assembly, *Resolutions: 71\textsuperscript{st} Session*, 2017.
\textsuperscript{59} UN DPI, *States Must support National, Global Action to Stop Weapons from Reaching Terrorist Groups, First Committee Hears, as it Approves 7 texts (GA/DIS/3364)*, 2016.
\textsuperscript{61} Ibid.
\textsuperscript{62} UN General Assembly, *Developments in the field of information and telecommunications in the context of international security (A/RES/69/24)*, 2011.
Assembly in 2017, and this new GGE had its first meeting in August 2016.⁶⁵ Although this meeting acted as an outlet for Member States to review the current discussions on international cybersecurity, this meeting was highly criticized due to the lack of advancing discussions and concrete ideas.⁶⁶ During the 70th session, General Assembly resolutions 70/273 and 70/21 both addressed the vital role of information technology in the context of international security and disarmament.⁶⁷ General Assembly resolution 71/28 of 9 December 2016 stressed the importance of maintaining the free flow of information, while addressing the threats toward global information security.⁶⁸ The First Committee also discussed the illicit trade of small arms and light weapons (SALW), specifically the importance of collaboration to strengthen the international agreements that are already in place.⁶⁹ General Assembly resolution 71/48 of 5 December 2016 on “The illicit trade in small arms and light weapons in all aspects,” reiterated that SALW are not only a threat to international peace and security, but also have humanitarian and socioeconomic consequences thus recognizing the importance of eradicating the illicit trade of SALW.⁷⁰ Furthermore, this resolution encourages all Member States to work with civil society organizations, non-governmental organizations, and other regional groups to combat the illicit trade of SALW.⁷¹ The First Committee remains committed to the eradication of the illicit trade of SALW through General Assembly resolution 71/44 of 5 December 2016, on “Transparency in armaments,” which requests the continued use of the United Nations Register of Conventional Arms, and calls upon Member States to decide whether to further develop the Register.⁷² Looking forward to the 72nd session, the First Committee will continue to prioritize transparency in armaments, as well as the role of science and technology through the lens of international peace and security.⁷³

Conclusion

Disarmament has been an important issue for the UN and for the achievement of international peace since its founding.⁷⁴ As new threats arise and complicate the question of disarmament, addressing disarmament has become even more important.⁷⁵ Efforts such as those made in the field of combating the illicit trade of SALW and strengthening global counter-terrorism are a testimony of the General Assembly’s dedication toward a safer world. Additionally, working toward more efficient cyber security worldwide continues to be a priority for the First Committee. As a place where new ideas are shaped, the General Assembly has the ability to introduce standards and norms to promote disarmament and eventually a more peaceful world. Nevertheless, it has been argued that the First Committee has not been able to achieve its full potential and has only been reaffirming its resolutions year after year with no introduction of new or improved substantive work.⁷⁶ It is, therefore, the responsibility of the First Committee to achieve new advancements toward the pursuit of international peace and security while continually seeking consensus in collaboration with the whole of the international community.

Annotated Bibliography


Inspired by the documentary Planet UN, this book offers an in-depth analysis of the role of the United Nations and its challenges for the 21st century. It gives special attention to three pillars:

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⁶⁶ Valeriano & Pytlak, Cybersecurity and the Coming Failure of the UN’s Group of Governmental Experts, Niskanen Center, 2016.
⁶⁹ UN DPI, Spotlighting Human Costs of Wide-spread Arms Transfers, First Committee Delegates Say States Must Bolster Global Response to Effectively Stem Illicit Flows (GA/DIS/3558), 2016.
⁷⁰ UN General Assembly, The Illicit Trade in Small Arms and Light Weapons in All its Aspects (A/RES/71/48), 2016.
⁷¹ Ibid.
⁷⁶ Reaching Critical Will, UN General Assembly First Committee, 2014.
peace, development, and human rights. It also stresses the importance of the UN’s ability to adapt itself to our changing world and to react to new threats such as terrorism or nuclear risks. An account of the genesis of the UN also allows delegates to understand how the UN was started with the intent of creating a system to maintain peace and security and to become the organization it is today. Furthermore, this book contains a series of testimonies of important personalities such as the last five Secretaries-General of the UN.


This publication undertaken by the Permanent Mission of Switzerland to the UN is another contribution by a Member State of introductory information about the UN system. The General Assembly is a central focus of this handbook. A detailed description of its organization, structure, rules, and working methods can be found. Further providing information specific to all six Main Committees, this handbook offers a unique source of information to delegates to understand the work of the General Assembly and its place within the UN system.

Thakur, R. (2006). *The United Nations, Peace and Security*. Cambridge: Cambridge University Press. Ramesh Thakur, a renowned commentator on the UN, examines the UN from a contemporary perspective and looks at it from new angles such as human security focusing on questions related to international peace and security. By doing so, he critically analyzes the use of force by the UN with the intention of making it more effective in the light of today’s threats and with a particular focus on security and how it has evolved over the years and the role of the UN system including the General Assembly. His book is a valuable guide to the UN and will be of useful reading to delegates and offers an interesting perspective on international peace.


This resolution encourages Member States to take domestic action to prevent terrorists from acquiring WMDs. General Assembly First Committee stated that this is a multilateral effort, as well as a domestic one. Additionally, it is suggested that Member States implement the International Convention for the Suppression of Acts of Nuclear Terrorism. Delegates will learn about the Convention and will be able to use it as a starting point for their research.


The Proposed Strategic Framework is drafted biennially and outlines the priorities of each year. In the section on disarmament, there are two main segments, which are overall orientation and legislative mandates. Under the overall orientation, five priority subprograms are listed, which include multilateral negotiations on arms limitations and disarmament, WMD, conventional arms, information and outreach, and regional disarmament. Delegates will gain more knowledge on the General Assembly’s current priority for the year from this document, and have a clearer direction on moving forward with their research.

**Bibliography**


