2017-2018
Model Arab League
BACKGROUND GUIDE
Joint Defense Council
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Original draft by Kathleen Langbehn, Chair of the Joint Defense Council at the 2017-2018 National University Model Arab League, with contributions from the dedicated staff and volunteers at the National Council on U.S.-Arab Relations.
Honorable Delegates,

I would like to welcome you to the 2017-2018 Model Arab League. I am honored to serve as the chair for the Joint Defense Council at the National University Model Arab League. My name is Kathleen Langbehn; I am a senior at Converse College studying Psychology. This is my fourth year with the Model Arab League programs and my third year as a chair.

In this committee, I expect delegates to have a sound base of policy research that enables them to stay in character. Remember, you are representing your assigned country, not your own personal beliefs. Concerns regarding the military and political climate of the region are growing by the day, and I hope that you will all be able to come up with resolutions that address this growing Arab League and world-wide concern.

The most important aspect of debate is respect towards your fellow participants and staff of the conference. As debate may become heated at points, given the intensity of the topics and political climate of the region, I expect nothing less than respectful dialogue. In the end, this is an educational opportunity to learn and expand your skillsets.

As participants in this Council and at the conference as a whole, it is my hope that you will all broaden your knowledge and understanding of Middle Eastern politics and issues. Additionally, you have to opportunity to improve your public speaking, research, critical thinking, and negotiation skills to utilize in the future. There are many opportunities offered to Model Arab League alumni by NCUSAR including intensive Arabic language programs, both summer and academic year semester internship programs, study abroad opportunities, and exchange fellowships to both Saudi Arabia and Qatar.

I look forward to seeing the resolutions that you all come up with, and I am anticipating a productive, fun, and educational experience for all.

Best wishes,

Kathleen Langbehn
Topic I: Reassessing inter-Arab defense and security relationships as outlined in the Joint Defense and Economic Cooperation Treaty, particularly as it relates to regional instability and external interference.

I. Introduction to the Topic

A. General Background

In 1950, Jordan, Syria, Iraq, Saudi Arabia, Lebanon, Egypt, and Yemen created a cooperation pact to maintain security, defense, and peace in the region according to both the Arab League Pact and United Nations Charter, known as the Treaty of Joint Defense and Economic Cooperation between the States of the Arab League (JDEC). Articles included in this pact created the Joint Defense Council (JDC) and the Economic Council, as well as guidelines for the JDC to follow. This treaty includes a military annex which establishes a Permanent Military Commission. As regional stability waxes and wanes, inter-Arab security relationships are increasingly important. It is essential to analyze not only instability in the region as a whole, but also the state of bilateral collaborations between individual member states.

There are a number of critical aspects that are of particular note within the text of the JDEC treaty. First, Article II states that all parties to the agreement “consider any [act of] armed aggression made against any one or more of them or their armed forces, to be directed against them all.” This stipulation of collective defense – not unlike the Article V assurances laid out in NATO’s Washington Treaty – commits League members to inter-Arab security not only in spirit, but in practice. States are compelled “to go without delay to the aid of the State or States against which such an act of aggression is made, and immediately to take, individually and collectively, all steps available, including the use of armed force, to repel the aggression and restore security and peace.” That is to say: the League is intended to act as a single entity when it comes under attack.

Of course, collective response necessitates unified capabilities, as Articles III through VI all suggest. Contracting parties agree to hold regular meetings – leading to the Article VI creation of the Joint Defense Council – and coordinate their strategies in an effort to prepare themselves to check any aggression. This has also served as the basis for multiple attempts at a unified Arab military force, which has yet to come to fruition – the latest attempt to assemble such a force was agreed to in March 2015, largely in response to the conflicts in Yemen and Libya. Still, efforts

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2 Ibid.

3 Ibid.

to realize this goal are ongoing, with smaller-scale joint military alliances – such as the proposed alliance between Egypt, Jordan, Saudi Arabia, and the UAE\(^5\) -- gaining traction in recent months.

**B. History of the Topic**

Though JDEC lays out its expectations fairly clearly, the practical efficacy of the pact remains in question nearly 70 years later. In times of military crisis, there is seldom unity within the League on how to respond, never mind a cohesive counter-offensive. Historically, there are some examples of success, though they are typically in terms of cooperation, rather than military victory. The June 1967 war saw nearly every member of the League support Egypt, Syria, Jordan, and Lebanon in their campaign to counter Israeli offensives in the Sinai Peninsula and Golan Heights. The two League members who did not contribute to the Arab efforts were Saudi Arabia and Yemen, both of whom were engaged at the time in a civil war in North Yemen. Additionally, in what represents the only League military action taken against a member state, the foreign ministers of 21 League members called for the imposition of a no-fly zone in Libya in March 2011, a request that was indulged by the international community.\(^6\)

The reality, however, is that there is often discord or a lack of response among League members when armed conflicts arise. During the Iran-Iraq War in 1980, only five states in the Arab League provided material support to Iraq: Egypt, Jordan, Kuwait, Saudi Arabia, and the UAE. Perhaps more importantly, both Libya and Syria threw their support behind Iran, supplying it with weapons and artillery. While this may be due in part to the initial Iraqi aggression in western Iran that ignited the conflict, it bears noting that Iran had led its own incursions in Iraq before the invasion, including calls for the overthrow of Saddam.\(^7\) Additionally, while the League condemned the 1982 invasion of Lebanon by Israel, it did very little to come to the country’s aid, instead establishing a Syrian-dominated Arab Deterrent Force – many of which had been in Lebanon from the early days of the Lebanese Civil War.\(^8\)

The invasion of Kuwait by Iraq exhibits perhaps the most glaring abdication of the purported obligations of the JDEC treaty. Despite clear, unprovoked aggression by Iraq, the League did not manage to muster a military response to counter it; in fact, it could only produce a divided statement of condemnation two days after the invasion, supported by just 14 of the 20 members voting.\(^9\) A month after the statement, just twelve Arab states – including Kuwait – had agreed to

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enter into an alliance opposing Iraq. Some League members, including the Palestinian Liberation Organization, Jordan, and Yemen, opted to align with Saddam, opposing external intervention. In the end, Arab nations that provided personnel or material support to the military coalition included Morocco, Egypt, Syria, Kuwait, Saudi Arabia, Bahrain, Qatar, the UAE, and Oman.

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

Clearly, employment of the JDEC treaty as the language suggests it should be is a rarity, though it seems that there will be no shortage of opportunities to do so in the future. In recent years, the Middle East has experienced a number of internal and external disturbances or threats, including civil wars in Libya, Syria, and Yemen, the rise of extremist groups such as Al Qaeda and Da’esh, and the looming presence of Iran. All of these pose a hazard to stability and security across the Middle East, and states will need to prepare themselves to combat them. The JDEC treaty was established to guarantee collective security – if the League continues to only loosely adhere to its tenets, perhaps it is time to review and revise it.

In order to solve the issue, the League should research the successes and failures of other outside defensive organizations and defense treaties so that it may use them as a model for its own policy. Based on this research, the League should find and analyze feasible principles and guidelines which may be incorporated to increase its defensive security. Some key organizations to research include NATO, the EU, the UN, the African Union, the GCC, and potential alliances such as the Baltic States’ joint acquisitions. It may also be beneficial to analyze frameworks and cooperation that member states are not directly a part of, but are observer states to. From this on-the-edges perspective, there may be more subjective information to be obtained and possibly incorporated into the League’s security strategy.

II. Questions to Consider in your Research

• Historically, in matters of security threats, how has my country upheld the JDEC treaty? Has it typically been a proponent of collective defense? In instances where it has not, why?
• How has external influence impacted the security of the region, specifically in my country?
• What specific factors in my country are either causing or being affected by the instability in the region?

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11 Ibid.
• How can my country’s status as an observer in various treaties, frameworks, and collaborations among different nations be utilized to increase stability in the region and improve Inter-Arab relations?

III. Questions a Resolution Might Answer

• How committed to collective defense should the League be? Is it compulsory or voluntary?
• With shifting diplomatic dynamics in the region, what precautions should the Arab League take to continue this treaty, if any?
• How can external interference in inter-Arab defense and security be mitigated? What types of threats would illicit a JDEC response?
• What are broad principles which may be adopted within the League to minimize instability between member states?

IV. Additional Resources

• Treaty of Joint Defense and Economic Cooperation Between the States of the Arab League (1950)

• On Turkey’s Strategic partnership with Azerbaijan (2010)

• Mutual Defense Treaty between Philippines & USA (1951)

• Mutual Defense Treaty between China & USA (1954)
Topic II: Reviewing Arab League military capabilities to increase independent operational capacity, and promoting interoperability within the League and through frameworks such as the Istanbul Cooperation Initiative, Mediterranean Dialogue, and Counter-ISIL Coalition.

I. Introduction to the Topic

A. General Background

As threats to and within the MENA region remain prominent, and as countries around the world continue to advance their military capability and strategies, member states have worked to develop their military technologies, strategies and abilities. However, the Arab League’s approach to military collaboration and interoperability has changed little since its inception. With growing military capabilities across the region and around the world, it is important that the League’s capacity increases as well.

There are many existing frameworks which increase bilateral and multilateral interoperability throughout the world and including MENA countries such as the Istanbul Cooperation Initiative, the Mediterranean Dialogue, and the Counter-ISIL Coalition. These frameworks focus on multilateral relations in the realm of military defense and collaboration. One basic theme that is often found in these frameworks as well as various international organizations is collective defense, or the agreement that if one member of the coalition is attacked, it should be considered a threat to all other members. Other principles that may benefit the League are collective crisis management and cooperative security. While some member states may be more developed militarily, the League as a whole must research ways to streamline efficiency and meet these nations where they are to help build them up for an increased cooperative security.

B. History of the Topic

The Arab League had little in the way of an official organization-wide military force, although the MENA region has been known to pull together less formal military coalitions (most notably against Israel throughout the mid-to-late 20th century). In 2015, the League proposed the creation of a 40,000 troop joint military response force with members from several member states.13 Reminiscent of NATO, the coalition would feature land, sea, and air forces, and each nation financially would back its own troops. Since 2015, however, the coalition has gained little traction.

In 2004, Bahrain, Kuwait, Qatar, and the United Arab Emirates joined a partnership with NATO on the basis of Gulf regional stability benefiting the Euro-Atlantic area and vice versa.14 The


Istambul Cooperation Initiative (ICI) addresses the fight against terrorism and counters the proliferation of weapons of mass destruction.

In 1994, NATO created the Mediterranean Dialogue which includes Algeria, Egypt, Jordan, Mauritania, Morocco, and Tunisia. This Dialogue was created on similar principles to the ICI in that regional stability and security in the Mediterranean is linked to security in Europe. The Strategic Concept of 2011 reaffirms NATO’s desire to cooperate with current members of the Dialogue as well as other countries of the region.

In 2014, 73 partner nations across the world formed the Global Coalition to defeat Daesh, otherwise known as the Counter-ISIL Coalition. League member states included in this coalition include Bahrain, Djibouti, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Morocco, Oman, Saudi Arabia, Somalia, Tunisia, and the United Arab Emirates. Support has been given by increasing the military capacity in the region including the Iraqi government, and the Arab League as a whole is also a partner.

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

In order to analyze and increase the its military capabilities, it is imperative that the Arab League thoroughly research the strengths and weaknesses of its current military strategy and look to the strategies of other successful military cooperatives including those discussed above. Next, the League should synthesize this research into a constructive resolution which will streamline and capitalize upon the existing military capabilities of its member states to create a functional military coalition.

A crucial component of this topic is the proper understanding of what military cooperation entails, and the implementation of policies which enable such cooperation. For example, successful military cooperation involves a common logistics chain with similar or common procedures and tactics; otherwise two units operating in the same area cannot provide the mutual support of supplies or firepower. Another component of the success of other international agencies has been the unification and modification of ammunition across different groups. This allows for the simple exchange of supplies, increases resource sharing, and requires less manpower than differentiated ammunition and supplies.

II. Questions to Consider in your Research

• What, if any, outside frameworks is my country a part of? If not a member, why?
• How can the League utilize components of outside frameworks to increase the operational capacity of member states’ militaries and work cohesively together?


• What are some basic principles used by various international organizations, such as NATO, the EU, the AU, etc. that can increase unified operational capacities?
• Which member states have similar resources and operational capacities as mine, and how can we work together?

III. Questions a Resolution Might Answer

• How can the League best streamline interoperability of all members without imposing on sovereignty?
• What are viable solutions to adapt current military policies to increase interoperability to include member states with reduced military advancements?
• How can we utilize information obtained by the research and review of current military efficiency in order to increase independent and collaborative operational capacity?
• What capabilities may be combined in order to increase operational capacity of the league?

IV. Additional Resources:

• The Global Coalition to Defeat ISIS
• Interoperability for joint operations
• A Broad Definition of Interoperability
• Can this joint Arab military force succeed where others have failed?
• More information on the ICI:
• More information on the Mediterranean Dialogue
• NATO Collective Defense Clause:
• Treaty of Joint Defense and Economic Cooperation Between the States of the Arab League (1950)
Topic III: Outlining goals for Arab military modernization with particular consideration for the requirements of modern and asymmetric warfare.

I. Introduction to the Topic

A. General Background

Asymmetric warfare is defined as “conflicts between nations or groups that have disparate military capabilities and strategies.” The term is often used when referring to conflicts between an established, professional army and an insurgency group.

Military modernization is not only a logical advancement for the League; it is also completely necessary. As asymmetric warfare is on the rise, including insurgent groups, terrorists, and non-state actors, it is required that the League update its military capabilities. Often times, increasing military options are limited for the League based on a lack of trust between member states, so the promotion of diplomatic interactions to encourage and facilitate bi-lateral and multi-lateral operations may serve well.

Encouragement of diplomatic relations between nations facing similar homeland threats would facilitate the exchange of intelligence and help to undercut the issue of lacking intelligence regarding different militant threats. Additionally, the League as a whole may focus on wider operations, but coordination of more specific measures could be implemented on an individual basis.

B. History of the Topic

Asymmetric warfare and the level of accompanying threats have evolved over time. Some of the first “asymmetric” warfare seen, and labeled as such, was the guerilla warfare during the Vietnam War. Additionally, there has been asymmetric war in Kashmir, Pakistan, Palestine, and numerous other locations in the MENA region and beyond. This warfare is exceptionally dangerous and unpredictable because it is constantly evolving. As traditional warfare continues to counterattack, the insurgent groups, militants, terrorists, etc. who are utilizing asymmetrical tactics will continue to adapt and refine their strategies.

Modern warfare tactics have evolved in general as well. Weapons can now be mass produced at higher rates with less manpower required than ever before. As modern conflicts become

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increasingly political and religious in motivation, there must be increased collaboration between the military and political realms for significant change to be plausible.

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

In order to combat the issue of asymmetric warfare, delegates will need to understand the impact that it has on their specific country. Next, delegates should analyze their nation’s resources and create a plan to use those resources to the nation’s strategic advantage. Delegates should not limit their research to only Arab League solutions; it will be beneficial to analyze other international organizations and defensive measures against asymmetric warfare that have been used in the past.

Goals should be outlined in multi-step increments that can be adopted on a rolling basis depending on the member states’ individual military advancement. A starting point would be analysis of military capabilities of various member states to align countries based upon similar capabilities. Additionally, the JDC may look to collaborate on legislation against terrorism and asymmetric warfare. A way to avoid the obvious issues the committee will run into in developing any measures may be to focus on a means of engineering these measures as needed, as opposed to outlining a specific solution to the issues of modern and asymmetric warfare.

II. Questions to Consider in your Research

• How are other international organizations and countries combating asymmetric warfare?
• What are the asymmetrical threats to my country and what can my country do to help mitigate these threats?
• Are there training guidelines for combating asymmetric warfare used by other international organizations that may be beneficial to my country or other member states?
• What are requirements of modern and asymmetric warfare compared to warfare for my country in the past?

III. Questions a Resolution Might Answer

• What is a stepwise program that may be implemented League-wide depending on the number of attainable intermediate steps to reach the League’s end goal for universal modernization?
• How can bilateral and multilateral relations be utilized between member states and the League as a whole to increase information sharing about military modernization?
• How can the League analyze asymmetric and modern warfare threats in the region and delegate the most efficient use of resources?
• What steps can the League take in order to establish malleable goals that can be adapted to each member states’ military as it currently stands, and then expands?
IV. Additional Resources to View:

- Intelligence Support to Asymmetric Warfare Course
- 9 Weapons that are Banned from Modern Warfare
- Improving Strategic Competence: Lessons from 13 Years of War
- Military Cooperation in MENA: Uncertainty in the Face of Changing Threats
- The Changing Nature of War in MENA
- BBC Analysis: Asymmetric Warfare
Topic IV: Examining League emergency preparedness and natural disaster response protocols, with a focus on defense sector contributions and national security implications.

I. Introduction to the Topic

A. General Background

While there have been many humanitarian efforts made to increase disaster preparedness on the national, regional, and international levels, there is not much language focusing on increasing defense capabilities in agreements and frameworks, such as the Sendai Framework. Although the social and economic impacts of natural disasters are indubitably an important factor to the League, increasing defensive measures will increase national security in times of emergency.

As ongoing conflicts in the region continue to occur, Arab persons are personally impacted by regional instability. Often times, especially in Yemen and Syria, bombings have been aimed towards healthcare facilities and healthcare workers. In an emergency situation, the safety of those providing assistance needs to be a top priority. The World Health Organization has ongoing efforts to improve access to healthcare in areas of conflict and crisis; however defense of these areas still remains problematic.\(^{20}\)

B. History of the Topic

In the past three decades, over 70 million people have been affected by disasters in the MENA region. In general, the Arab League has less unified emergency preparedness than other international organizations. Still, there are some existing steps that member states may take in times of crisis, first and foremost the ability of a member state to call an emergency meeting.

Calling emergency meetings of the Arab League in times of conflict is nothing new. Article VI of the Charter of the Arab League states “in the case of aggression or threat… against a member states, the state which has been attacked or threatened with aggression may demand the immediate convocation of the Council”\(^{21}\). Additionally, Article 11 of the Charter states that the council will meet outside of the regular biannual scheduled meetings at the request of two member states. In January of 2016, there was an emergency meeting of the League in Cairo to discuss cutting ties with Iran.\(^{22}\) In December of 2016, Qatar called for an emergency meeting of


the Arab League to discuss the situation in Aleppo. In July 2017, Jordan called an emergency meeting of the League to discuss the conflict in Jerusalem.

Following in the footsteps of other international organizations, in the spring of 2017 the League of Arab States hosted an Arab Preparatory Conference on Disaster Risk Reduction in order to “…strengthen our joint cooperation to reduce disaster losses and to build resilience to disasters across the Arab region”. This conference was hosted by Qatar in order to adopt the Doha Declaration, which contained “a series of comprehensive recommendations towards building resilience to disasters”. There are milestones within the Sendai Framework quickly approaching, and a strategic work program was outlined as part of the Doha Declaration.

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

No amount of disaster or emergency preparedness will prevent your country from being shaken by a natural disaster. However, it is up to your delegation to create and implement a plan that will mitigate the negative effects of such a crisis. Look at the successes and failures of other major disaster relief initiatives from around the world. In instances where disaster relief efforts were foiled, particularly by a security threat, what could policymakers have done differently to prevent the threat? Create a specific plan to manage disasters, and address potential threats or derailments which are likely to arise.

Next, consider the things that each member state can contribute to relief efforts, and find ways to incorporate other countries and organizations into your disaster plan. One potential aspect to consider when researching solutions may be how other international organizations strategize to mitigate natural disasters and pandemics. Humanitarian aid is a likely candidate; however, I urge you all to think deeper than just the surface. You may consider branches of defense such as the military’s role in medical responses, how a collaboration of militaries may be beneficial to assisting local militaries in times of crisis, or even how the military may be utilized to neutralize or prevent potential conflict in the wake of a disaster.

II. Questions to Consider in your Research

- What natural disasters or emergencies has my country dealt with in the past, and what was effective or ineffective about the responses?

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• Does my country currently have protocols prepared to respond to emergencies and natural disasters?
• What defensive protocol milestones about natural disasters and emergencies are plausible to reach as a member state and the League as a whole within the next year? Five years? Ten years?
• How can my country contribute to a regional natural disaster or state of emergency?
• What resources is my country willing and able to offer to other member states in order to ensure the stability of the League in a time of crisis?

III. Questions a Resolution Might Answer

• What are specific steps that the League can take to increase regional interoperability in times of emergencies and natural disasters?
• How can the League and JDC follow-up on protocols and research their efficacy?
• How can the League incorporate ideas from other national, regional, international, and global disaster reduction organizations?
• How can member states work bilaterally and multi-laterally to optimize defense sector contributions? For example, how can states with similar resources collaborate in times of emergency and natural disasters?

IV. Additional Resources to View:

• United Nations Office for Disaster Risk Reduction: What is the International Strategy?
• Sendai Framework for Disaster Risk Reduction 2015-2030
• FEMA – National Disaster Recovery Framework
• USAID Disaster Relief Fact Sheet – Includes a list of secondary impacts of national disasters on a country’s economy & infrastructure