

January 11, 2018

Spring Term 2018
**Managing Humanitarian and Refugee Crises:
Challenges for Policy Makers and Practitioners PA 5823**
Friday, January 26, from 3 pm to 8 pm
Saturday, January 27, from 8 am to 4 pm

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Syllabus
(Revised January 11, 2018)

Course overview:

This is a one credit course, and conducted in two sessions – Friday, January 26 from 3 pm to 8 pm (with breaks), and Saturday, January 27, from 8 am to 4 pm (also with breaks).

From Syria and Iraq to Somalia and Sudan to Burma and Bangladesh, persecution, civil conflict and complex emergencies, which principally impact populations in the global south, pose compelling challenges to the capacities of governments, NGOs, and international organizations to prevent and alleviate suffering and promote recovery. In fact, especially in the wake of the Cold War, there was a fair degree of optimism about the capacity of the international community to effectively address humanitarian crises and promote stabilization and peacebuilding. But especially in the context of conflict in the Middle East and South Asia in recent years, policy-makers have increasingly questioned the ability of the international community to achieve that objective. Moreover, with the advent of a new presidential administration in the United States with an uncertain commitment to engagement or leadership on international humanitarian issues, these challenges seem even more complex.

This short course will examine the efforts of the international community – governments, international organizations, non-governmental organizations (NGOs), and others – to respond to humanitarian, recovery, and reconstruction challenges posed by civil conflict and complex emergencies.

The issues and institutions that relate broadly to humanitarian challenges and humanitarian suffering around the world are often studied separately. However, even in the short time we have, the course will take a broad and integrated approach, designed to give students a wide understanding of the lay of the humanitarian land and the questions with which policy makers and policy practitioners grapple – including those relating to security, disaster response, and human rights, and the roles of international and non-governmental humanitarian organizations. In addition to focusing on the efforts of the international community, the course will examine the role and institutions of the United States government, the largest provider of international humanitarian aid, including U.S. policy on refugee admissions.

Over the course of our two days together, I am planning to welcome a number of guest speakers by Skype.

- On humanitarianism: **Richard Wilcox**, Special Advisor, Humanitarian Finance, World Food Program.
- On multilateral humanitarian organizations and issue, **Margaret Pollack**, acting Deputy Assistant Secretary of State, Bureau of Population, Refugees and Migration, U.S. Department of State. (Margaret served for many years as Director for Multilateral Coordination and External Relations at PRM.)
- On NGOs, **Patricia McIlreavy**, Vice President of the Humanitarian Policy and Practice Team at InterAction, an alliance of some 180 non-governmental organizations involved in humanitarian assistance and development.
- On U.S. organization and policy on international humanitarian response and refugees, **Nancy Izzo Jackson**, Deputy Assistant Secretary of State, Bureau of Population, Refugees and Migration, U.S. Department of State.
- On peacekeeping, **Hardin Lang**, former UN peacekeeping official and currently Vice President for Programs and Policy, Refugees International.
- On Women, Peace and Security, **Louise Allen**, executive coordinator, NGO Working Group on Women, Peace and Security.

Learning objectives:

Students in this one credit class will gain a broad understanding of the policy issues that are involved in international humanitarian response – an understanding that will integrate concepts from a range of fields – as well as knowledge of the key institutions that define and impact policy and practice in this area. Students will also gain an appreciation of key dilemmas faced by policy-makers and practitioners involved in response to complex crises, challenges to achieving policy and operational objectives, and strategies for success. Of course, we will not have the chance to go into the depth and detail of a three credit course, but there is much we can do in two days.

Books for Purchase

We will be using three books in the course. Between electronic versions, rentals and paperback, I believe you can purchase access to all three books for as little as \$40 – and closer to \$75 if you want to own each of the books in hard copy. (See information below about completing the readings before class begins.)

1. Barnett and Weiss, *Humanitarianism in Question, Politics, Power, Ethics*, Cornell University Press, 2008. (We are only reading one long chapter from this book. **Note that the chapter is now accessible as a PDF on our Moodle site.**)

2. Weiss, *et al.*, *The United Nations and Changing World Politics* (8th edition), Westview, 2017.

3. Betts and Collier, *Refuge, Transforming a Broken Refugee System*, Allen Lane/Penguin, 2017.

The other reading materials for the course are all available either online or on our Moodle site.

Prerequisites:

There are no formal prerequisites, other than a keen interest in the material, though those who are not graduate students should contact me before the class begins.

Course requirements and grading

To be completed any time before the first class

You should complete all the readings (see below) before class.

You will also be asked to complete short responses to 12 assigned questions drawn from the readings. Each response should be about 1-2 short paragraphs, and the exercise is designed to ensure students have considered the readings carefully before the two class sessions. Taken together, the 12 responses should total between 1400 and 1700 words.

Because you will be completing this assignment before we've had the chance to discuss the materials, the principal criterion for my evaluation of this exercise will be whether you demonstrate that you have read the material with at least some care. This first assignment will count for 25% of your grade.

Late submissions: It is very important that you complete this assignment before our class, as you will be at a great advantage if you have thought about and integrated the material before we meet. Thus, I regret that, if you do not do complete the assignment before we begin class on January 26, you will be penalized a full grade for the course (and will still be required to complete the assignment).

To be completed during the two classes

Class participation. Students will be evaluated by the quality of their engagement and all students (whether or not they are hand-raisers) will be given the chance to engage. This will constitute 30% of your overall grade.

A short in-class presentation (5-10 minutes) developed during the course of the two days of class. This will constitute 20% of your overall grade.

To be completed after class (by February 19)

A 700 word (about 2-3 pages) *thought paper* on a humanitarian policy of your choice, with your perspectives drawn from what you've learned in class. This will constitute 25% of your overall grade.

Late submissions: For each week (or portion thereof) that you are delayed in completing this assignment, you will be penalized one half grade on your paper.

Organization of the course

I will organize our two day class around eight broad topic areas (though I might devote more time to some than to others), and we will spend about an hour or so, on average, on each topic. As mentioned, I'm planning to have guest presenters for many of those topic areas. During the last 2-3 hours of the class on Saturday, we'll have short in-class presentations by students.

In general, each hour long "module" will start with a short presentation of the material, followed by discussion. Over the course of the two days, we'll structure discussions in various ways to keep it interesting. In some cases, especially when we have guests who present to us on Skype, we'll have traditional class discussion. In other cases, we'll break up into small group conversations, and have groups to present their observations/conclusions at the end of the hour long session.

Discussion of topics and readings, below

Please read the syllabus in its entirety before reviewing the assigned readings, as the syllabus contains important information. My notes to you in the syllabus will be in *italics*.

The subject areas:

Topic areas will include the following:

1. A History and Overview of Humanitarianism

We will consider the origins of both the concept of humanitarianism and the field of practice. What are the critical components of humanitarianism, and how do we understand the evolution of concepts like neutrality and impartiality, the interests of stakeholders and related issues? What is the larger political context in which humanitarian activities take place? We will consider and assess the breadth of the humanitarianism, as officials and representatives of NGOs have sought to go beyond the saving of lives, and have attempted to promote reconciliation and recovery in countries around the world.

Reading

Text:

Weiss and Barnett, "Humanitarianism: A Brief History of the Present," Chapter 1, pp. 1-48, in *Humanitarianism in Question*.

Note that this collection was published in 2008, and much has occurred over the past decade. But it provides a good overview of humanitarianism, and the subsequent and ambitious work, Empire of Humanity, by Barnett, was too long for me to assign for this class.

2. The State of the Humanitarian World, and Where Does Humanitarianism Fit in Relations between States?

We'll examine and discuss worldwide humanitarian trends, and then consider the fact that efforts to address crises take place within a larger international political context, broadly defined. How do policy-makers and practitioners make sense of that larger context, and how does it impact the actions they take or fail to take?

Readings

UNHCR Document:

UNHCR, *Global Trends* (2016), pp. 1-12, 24-33, and 53-57. At <http://www.unhcr.org/5943e8a34.pdf>

This is the UNCHR annual report on the state of the world. Chapter 1 is an introduction. Chapter 3, from page 24 to page 33, addresses "solutions," and then includes a section on South Sudanese refugees. That is relevant to the solutions discussion in large part because the government of Uganda (which hosts about one million South Sudanese) is attempting to implement some of the solutions described. Chapters 8 and 9, pp. 53-57, contain statistical and definitional information that you should review.

Donor and Recipient Statistics:

Development Initiatives, *Global Humanitarian Assistance Report 2017*. Executive Summary, pp. 5-10. Also read pp. 69-73, to obtain an idea of how donor dollars flow. At <http://devinit.org/wp-content/uploads/2017/06/GHA-Report-2017-Full-report.pdf>

This reading is designed to give you a sense of the sources and directions of international humanitarian funding. Look at the graphic closely, including the footnotes, where you will see reference to the fact that Turkey's reported contribution is not included in the "international assistance" total of about \$27 billion worldwide, because its contribution is for refugees within Turkey. But the inclusion of Turkey's reported contribution is significant, as it reveals the fact that host countries are indeed making contributions that are not recorded in totals for international assistance.

Why Humanitarianism?

-- Luttwak, "Give war a chance," *Foreign Affairs*, July-August 1999 (six pages). At <https://www.foreignaffairs.com/articles/1999-07-01/give-war-chance>

-- Ignatieff, "With Syria, diplomacy needs force," *New York Times*, February 25, 2014. At <https://www.nytimes.com/2014/02/26/opinion/with-syria-diplomacy-needs-force.html>

-- Walt, "Could we have stopped this tragedy? A realist grapples with his doubts on intervention in Syria." *Foreign Policy*, September 21, 2015. At

<http://foreignpolicy.com/2015/09/21/could-we-have-stopped-this-tragedy-syria-intervention-realist/>

Why should states engage in humanitarianism – that is, both the effort to provide assistance to vulnerable populations and the effort to prevent or bring an end to conflicts that impact civilians? We won't have the time in this short course to explore various theories of international relations and foreign policy (as well as ethics) and how each might address that question. But we do need to consider this question of why states should (or should not) engage. These short readings offer a variety of perspectives.

3. The United Nations, International Institutions, and Human Rights and Humanitarian Law Designed to Address Global Crises and to Protect Human Rights in Situations of Conflict: Do they Matter?

We'll examine the United Nations and other international institutions that establish the institutional and the legal context through which governments and international organizations involve themselves in humanitarian issues and through which the human rights of individuals affected by conflict are recognized and protected. What does the UN Charter suggest about the role of governments in responding to complex crises, what norms and institutions have been developed to provide such capacity, and what are the challenges to their effectiveness? We will also introduce the legal regimes surrounding various humanitarian issues and designed to safeguard rights, such as the Geneva Conventions, the Convention Relating to the Status of Refugees, and other international instruments. And we will consider – very briefly – the “Responsibility to Protect” doctrine.

Readings

Basic text:

Weiss et al. *The United Nations and Changing World Politics*, Introduction, pp. 1-21; Chapter 1 (“The Theory and Practice of UN Collective Security”) pp. 25-42.

The chapters in the Weiss book provide basic information about the United Nations. The Weiss book also has chapters specifically on human rights, but I don't want to overburden you with reading. I will try to cover some of that omitted reading material in our class.

International Legal Documents Related to Humanitarianism and Human Rights:

The readings below are, or describe, international legal documents that relate to laws or norms that impact international humanitarian response as well as human rights. I want you to be familiar with these documents and their texts. I understand that you will not become an expert on each simply with a read-through.

1. UN Charter. You may read most of the Charter quickly. But focus, in particular, on introductory note, Preamble, Chapter I, Article 1 and 2; Chapter IV, Articles 11, 12, 17, 19; Chapter V, Articles 23, 24, 27; Chapter VI; Chapter VII; Chapter VIII; Chapter XV; Chapter IX, Chapter X, Chapter XV, and Chapter XVI, Article 103. At

<http://www.un.org/en/documents/charter/index.shtml>

The UN Charter is considered an authoritative expression of international law; all UN members are, in theory, bound by its provisions.

2. “The Geneva Conventions of 1949 and their Additional Protocols,” at ICRC Website, at <http://www.icrc.org/eng/war-and-law/treaties-customary-law/geneva-conventions/overview-geneva-conventions.htm>

Read this webpage, which summarizes the Conventions. Please also read the links at the bottom of the page, to short summaries of the three additional Protocols. The summaries will not make you an expert on the Protocols, but I want you to see the effort to strengthen the effect of the Conventions. Note that I’m not asking you to read the text of the Conventions or the Protocols.

Founded in 1863, the International Committee of the Red Cross “is an impartial, neutral and independent organization whose exclusively humanitarian mission is to protect the lives and dignity of victims of armed conflict and other situations of violence and to provide them with assistance.” (From the ICRC website.)

3. Description of ICRC Convention IV. At <http://www.icrc.org/applic/ihl/ihl.nsf/INTRO/380>

This is another description of Convention IV – a bit longer than the prior one. Please also read Article 3 of Convention IV (on conflicts not of an international character – also known as “common article 3”—as it is included in all four Geneva conventions of 1949), for which there is link on the web page.

4. Convention and Protocol Relating to the Status of Refugees, pp. 13-37 (Convention), and 46-50 (Protocol). At <http://www.unhcr.org/3b66c2aa10.html>

This international convention was adopted largely in response to the displacement in Europe following World War II – and its initial focus was on refugees who had fled countries in Europe. The Convention’s Protocol, which was adopted much later, applied the Convention’s provisions to the rest of the world. As a practitioner, I found that Articles 1 and 33 were probably the most important ones in my work. Think about this document when you read parts of the Betts/Collier book, below.

5. Guiding Principles on Internal Displacement, at <http://www.ohchr.org/EN/Issues/IDPersons/Pages/Standards.aspx>

Read the introductory material on the webpage and the Guiding Principles.

6. Universal Declaration of Human Rights, at <http://www.un.org/en/universal-declaration-human-rights/>

Read the introductory material on the webpage and the Declaration.

The Universal Declaration is not a treaty – rather, it was a resolution, adopted by the General Assembly in 1948. It foreshadowed two international human rights treaties, the

International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights.

Documents relating to the Responsibility to Protect

While we won't have the time to explore this concept in depth, I want you to obtain a sense of the issues surrounding the R2P doctrine, and have provided a few readings. We will also discuss in class.

-- Secretary General's presentation to the United Nations General Assembly, 20 September 1999. At <http://www.un.org/press/en/1999/19990920.sgsm7136.html>

The Secretary General made this speech at the annual session of the UNGA.

-- International Commission on Intervention and State Sovereignty, *The Responsibility to Protect* (2001). Please read the Foreword (vii-ix), the Synopsis (xi-xiii). At <http://responsibilitytoprotect.org/ICISS%20Report.pdf>

-- International Coalition for the Responsibility to Protect, Paragraphs 138-9, World Summit Outcome Document (2005). At <http://www.responsibilitytoprotect.org/index.php/component/content/article/35-r2pcs-topics/398-%20general-assembly-r2p-excerpt-from-outcome-document>

This excerpt is from an Outcome Document of governments meeting in New York at the United Nations in 2005. It represents some early acceptance by governments, at least in principle, of the doctrine of the Responsibility to Protect.

4. The International Humanitarian Players, and Key International Humanitarian Issues

We'll first consider the major public international institutions that have emerged to address international humanitarian issues, including the Office for the Coordination of Humanitarian Affairs (OCHA) and UN Funds and Programs that are involved in humanitarian issues (UNHCR, UNICEF, the World Food Program, etc.). Aspiring policy-makers and practitioners should know how these institutions seek to translate the concepts of humanitarianism into programs involving billions of dollars from governments around the world.

We'll also use this section to consider some of the key policy issues with which these institutions, and governments of the world, are now dealing. In particular, we'll consider global initiatives designed to promote international "compacts" on refugees and on migration, focusing on longer term solutions what have in many cases been defined as intractable conflicts.

Readings

On the Major International Institutions Dealing with Humanitarian Response

UNOCHA and Humanitarian Coordination

The Office of Coordination for Humanitarian Affairs is part of the UN Secretariat – it is therefore run by an Undersecretary General, who also holds the title of UN Emergency Relief Coordinator. OCHA is charged with coordination of the many and varied agencies that are involved in humanitarian response. These readings are designed to give you a sense of the operations and structure of OCHA, as well as some key issues.

UNOCHA Website, at www.unocha.org

Read the following links and sub-links (sub-links are indented):

About us

Who we are. **Also click on the link, embedded in text, to UN resolution 46/182 (and read that important resolution).**

Funding

Our work

Coordination

Humanitarian Financing

The Cluster Approach

This is an approach to humanitarian coordination that grew out of the international humanitarian reform effort – and, in particular, a 2005 reform project. The cluster approach primarily involves coordination challenges for crises in non-refugee settings – involving, for example, internally displaced persons and other impacted citizens who have not left their countries of origin. UNHCR continues to have lead responsibilities outside the Cluster System for refugee emergencies, though, for reasons we can discuss in class, the distinction (distribution of responsibilities) can break down in practice.

UNOCHA Website – About Clusters

<https://www.humanitarianresponse.info/en/coordination/clusters>

Read the following sublinks:

-What is the cluster approach?

-Why do we need the cluster approach?

-Who does what?

-Cluster activation and deactivation (that sublink is under the heading, “Cluster Coordination at the National Level.”)

Interagency Standing Committee

(IASC) webpage. At <https://interagencystandingcommittee.org/>

Please read the home page.

At the “IASC” link, read the “IASC Membership” sublink.

Also read the “Principals” link.

IASC, or the Interagency Standing Committee, is a coordinating body under OCHA that is composed of OCHA, UN agencies and non-governmental representatives. It plays a role in overall coordination in the international humanitarian system.

Other International Humanitarian Institutions outside of OCHA

While OCHA has responsibilities for the structure and/or organization of large-scale humanitarian response, other organizations – in large measure UN Funds and Programs which are not within the UN Secretariat -- receive the bulk of the resources when it comes to actual implementation of programs of aid. They receive the overwhelming portion of their support from voluntary contributions from governments. I may discuss several of these organizations in class, and have not assigned a large amount of readings relating to them. But I've assigned very brief descriptions for the two largest funds and programs, UNHCR and WFP, which together account for more than \$10 billion in support for programs annually.

I'm also asking you to read a short description of UNISDR, to obtain a bit of information on prevention of and response to disasters borne by natural hazards.

UNHCR:

The UNHCR Website, at www.unhcr.org

Please read the “About us,” and the sublink to “History of UNHCR”

WFP

At the WFP website, www.wfp.org

Please read the “Who We Are” link and the “Overview” sublink

Disaster prevention and response

At the UNISDR website, at

<http://www.unisdr.org>

Please read “Who we are” and sublinks to “Our Mandate,” and “What is Disaster Risk Reduction?”

Readings on Humanitarian Issues – reports/documents

Given our time constraints, I'm only including three documents, below, but I could include 20 or more. The first is a document from the Europe-based International Council of Voluntary Agencies, or ICVA, describing the so-called Grand Bargain. Because it touches on an event (the World Humanitarian Summit in March 2016), documents (e.g., a blue ribbon panel on humanitarian financing), and – most importantly – issues that have occupied the time and attention of humanitarians in recent years, I thought it would be a useful read. The second is the outcome document from a UN meeting on migration and refugees held in September 2016, and an outcome statement on a companion meeting, essentially convened by former President Obama, on refugees – also held in September 2016 at the UN.

ICVA, *The Grand Bargain, everything you need to know*, February 2017, at

https://www.agendaforhumanity.org/sites/default/files/The%20Grand%20Bargain_Everything%20You%20Need%20to%20Know%20%28ICVA%29_0.pdf

United Nations, Webpage: “Addressing Large-scale Movements of Refugees and Migrants,” at <http://refugeesmigrants.un.org/declaration>

Read the webpage, and the full text (25 pp.) of the *New York Declaration for Refugees and Migrants*, September 13, 2016, which you can access through a link on the webpage.

White House, “Joint Statement on Leaders’ Summit on Refugees,” September 20, 2016, at <https://www.whitehouse.gov/the-press-office/2016/09/20/joint-statement-leaders-summit-refugees>

Reading on Humanitarian Issues – Betts/Collier

I am assigning readings from Betts and Collier, Refuge: Transforming a Broken Refugee System, Penguin, 2017. I don’t agree with it all. For instance, I think it may be too cynical about the roots of the international system of refugee protection. I also think the authors may create somewhat of a “straw man” when they suggest that already recognized challenges have yet to be recognized. And I’m not sure they fully come to grips with the challenge of managing unregulated movements of asylum-seekers. Nonetheless, it is a very important work that seeks to move the ball forward on critical issues surrounding the refugee regime. Unfortunately, I cannot assign the whole book, so I’ve focused on the descriptive sections primarily, as they are crucial for an understanding of the policy prescriptions that emerge from the descriptions.

Betts and Collier, *Refuge: Transforming a Broken Refugee System*, Penguin, 2017. Read pages 1-11, 34-94, and 156-181.

5. NGOs in International Humanitarian Response

Whether it is the Minneapolis-based American Refugee Committee, the International Rescue Committee, Medecins Sans Frontieres, Save the Children, or dozens if not many hundreds of others, non-governmental organizations are playing a key role in international humanitarian response. How well organized and effective is the NGO community in humanitarian response? To what extent are NGOs in the developing world engaged? What program and normative issues, such as a rights-based approach to humanitarian assistance, are they bringing forward? And what issues of accountability arise in this context, for the NGOs themselves, as well as for policy-makers who must make decisions about providing support to these organizations? We’ll try to at least touch on many if not most of these issues.

Reading

Schwartz, “Humanitarian NGOs as instruments, partners, advocates and critics in the governance of international humanitarian response: complementary or conflicting role? *Asian Pacific Journal of Public Administration*, 38:1, 2016, 43-59.

6. U.S. Government in Humanitarian Response – Organization and Activities

There are many offices, agencies, and departments involved in the delivery of U.S. humanitarian assistance – and that number increases if we use an expanded definition of

humanitarian assistance that includes peace-building. The bulk of U.S. civilian humanitarian assistance comes from two sources: the U.S. Agency for International Development (USAID) and the State Department. We will consider the activities of USAID and State, and explore a range of program and policy issues – including some that have emerged in the new administration of Donald Trump. We will also examine the U.S. refugee admissions program in this section.

Discussion and the readings:

The topic: *There are many offices, agencies, and departments involved in the delivery of U.S. humanitarian assistance – and that number increases if we use an expanded definition of humanitarian assistance that includes peace-building. The bulk of U.S. civilian humanitarian assistance comes from two agencies: the U.S. Agency for International Development (USAID) and the State Department.*

In recent years, that number has hovered around \$6 - \$7 billion, from three accounts.

1) The International Disaster Assistance Account – nearly two billion dollars per year, and implemented by USAID’s Office of Overseas Disaster Assistance (OFDA), in USAID’s Bureau of Democracy, Conflict and Humanitarian Assistance;

2) Title II Food Aid (most of which is used for emergency assistance) – over one billion dollars per year, and implemented by the Food for Peace office in USAID’s Bureau of Democracy, Conflict and Humanitarian Assistance; and

3) Migration and Refugee Assistance – over \$3 billion per year, and implemented by the State Department’s Bureau of Population, Refugees and Migration.

(Again, all numbers above are ballpark estimates.)

USAID’s Office of Foreign Disaster Assistance (OFDA, number 1, above) works with non-governmental organizations in large measure, but also has agreements for support of projects undertaken by international organizations.

USAID’s emergency food aid (number 2, above) is largely channeled through the World Food Program.

State/PRM (number 3, above) channels the bulk of its assistance to international organizations, including UNHCR, ICRC and UNRWA. To a greater extent than OFDA, PRM provides what might be described as program rather than “project” support to these organizations. PRM also supports NGOs, but to a much smaller degree than does OFDA (in terms of percentage of total aid).

And PRM has major responsibilities with respect to the U.S. refugee admissions program.

Finally, and as mentioned above, there are other U.S. government offices involved, especially if you use a broad definition of humanitarian assistance to include peacebuilding. This

includes USAID's Office of Transition Initiatives, the State Department Bureau of Conflict and Stabilization Operations, as well offices that support UN peacekeeping, in the State Department's Bureau of International Organization Affairs, among others.

Update: *After it came into office, the Trump Administration sought to radically reduce funding for these accounts, but that effort has been resisted by the Congress.*

Note that the Administration has expressed an intention to merge the Title II food aid program into the USAID International Disaster Assistance Account. I am not sure where implementation stands at this moment.

More significantly, the Trump Administration is considering a reorganization of many parts of the government, including the humanitarian offices. In particular, the Administration may consider whether it will 1) keep humanitarian functions at both the State Department and USAID and seek to enhance coordination; 2) consolidate functions and USAID, or 3) consolidate functions at State (the least likely alternative at this point).

One of the readings I've assigned you is an expert group report that makes the case for retaining humanitarian functions at both State and USAID. It is, admittedly, an advocacy piece and there are other credible views on this issue. But I'm including it because it provides a good description of the state of current US government organization. (Full disclosure: I also drafted it.)

Readings on USG organization

Refugees International (expert group), *Honoring a distinguished tradition: U.S. World Leadership on Refugee and Displacement Crisis Response and U.S. Government Reorganization*, August 2017, at https://static1.squarespace.com/static/506c8ea1e4b01d9450dd53f5/t/5995f397f5e2316e69763966/1502999448378/2017+State+Dept.+Humanitarian+Response_FINAL.pdf

Readings related to U.S. refugee admissions

Under the 1980 Refugee Act, the President each year determines a U.S. refugee admissions ceiling. In the final year of the Obama administration, that ceiling was set at 110,000 for fiscal year 2017 (October 1, 2016 to September 30, 2017), but it was effectively reduced to just over 50,000 through executive action by President Trump, who also ordered a four month suspension in the refugee admissions program early in his tenure. While that suspension was technically lifted in late October 2017, nearly all refugee applicants from 11 specified nationality groups continue to be prevented from entry, pursuant to a new, three month review by the Administration of refugee processing from those countries – the results of which are expected to be announced in late January.

In the meantime, for fiscal year 2018 (October 1, 2017 to September 30, 2018), the President authorized a refugee ceiling of 45,000.

Torbati, "Trump lifts refugee ban, but admissions still plummet, data shows," *Reuters*,

December 8, 2017, at

<https://www.reuters.com/article/us-trump-effect-refugees/trump-lifts-refugee-ban-but-admissions-still-plummet-data-shows-idUSKBN1E21CR>

White House, Remarks by President Trump to the 72nd Session of the United Nations General Assembly, September 19, 2017, at

<https://www.whitehouse.gov/briefings-statements/remarks-president-trump-72nd-session-united-nations-general-assembly/>

You only need to read the 3-4 paragraphs dealing with refugee issues. (You can search for them.)

7. Peacekeeping

In the decade of the 1990s, in particular, United Nations peacekeepers became the tool of choice in many situations involving international efforts to address complex humanitarian crises. But United Nations peacekeeping was not originally developed with such ambitious objectives. We will consider the theory behind traditional peacekeeping, and how that has changed in recent decades, and the challenges that this poses.

Readings

This is a vast area, and I have struggled with a reading list that does not overburden you but gives you key information.

UN Peacekeeping (Department of Peacekeeping Operations) website, at

<http://www.un.org/en/peacekeeping/>

Read the homepage, and then the following links and sublinks (sublinks are indented, below.)

Where we work

 Current operations (read description of each)

What is peacekeeping

 Principles of peacekeeping

 Forming a new operation

What we do

Weiss et al., *The United Nations and Changing World Politics*, chapter 2, 43-57; portions of chapter 4: 87-100 and 113-116.

Then read United Nations, Report of the Panel on United Nations Peace Operations (the “Brahimi Report”) (United Nations, 2000). Executive Summary, which can be found as a link at:

http://www.un.org/en/events/pastevents/brahimi_report.shtml

Note that this study was prepared in 2000. It is still relevant today.

Then read Weiss, et al., *The United Nations and Changing World Politics* and pp. 141-145

only.

8. Women, Peace and Security

This is a critical area for humanitarians, and one that is tragically and regularly neglected in humanitarian settings. Practitioners and scholars involved in humanitarian issues have considered women, peace and security from several perspectives: they've focused on the imperative of preventing and punishing violations of the human rights of women in situations of persecution and conflict and the differential needs of women in humanitarian settings. In addition, they've emphasized the importance of reconstruction efforts that recognize the role of women as agents of economic, social and political development; and on the value of promoting greater inclusion of women in positions of leadership in peacebuilding programs.

Readings:

UNSC Resolution 1325, on Women, Peace and Security, 31 October 2000. At <http://unscr.com/en/resolutions/doc/1325>

This is a foundational document in the field – much-discussed and much-debated, and consider how it captures – or perhaps conflates – several different sets of objectives.

NGO Working Group on Women, Peace and Security, Open Letter to Permanent Representatives to the UN: Recommendations on the Security Council Open Debate on Women, Peace and Security (WPS), October 16, 2017. At <http://www.womenpeacesecurity.org/files/CSO-Open-Letter-to-UN-Member-States-on-WPS-16-October-2017-English.pdf>

Further information about the course.

Attendance

As we only meet on two days, attendance is critical. If you have special issues concerning attendance that emerge before or during class, let me know and we can discuss. Note that any requirements we have in our class are subject to University policy, as described in <https://policy.umn.edu/education/makeupwork>

Special note on stressful issues and on mental health and stress management:

Because humanitarian crises often involve human rights abuses and great suffering, some of the topics, readings, and discussion may involve issues that impact students personally and profoundly. I will work hard to address challenging issues with sensitivity, but you should feel free to speak with me if we are dealing with material you find personally difficult. We will of course keep all such discussion private.

More generally, you may experience a range of issues that can cause barriers to learning, such as strained relationships, increased anxiety, alcohol/drug problems, feeling down, difficulty

concentrating, and/or lack of motivation. These mental health concerns or stressful events may lead to diminished academic performance or reduce your ability to participate in daily activities. University of Minnesota services are available to assist you with addressing these and other concerns you may be experiencing. You can learn more about the broad range of confidential mental health services available on campus via <https://diversity.umn.edu/disability/home>.

If you are enrolled with Disability Services and would like to make an accommodation request, I encourage you to share this with me as soon as possible so that we can be of maximum support to you. See more on their services at the end of the syllabus.

Remember also that there are advisors in the Humphrey Student Services office who are trained and experienced counselors. They are available at very short notice to address any concerns you have and provide further resources within the University. You can visit Humphrey Student Services in HHH 280, or on 612-624-3800.

Other University Policies

I have included below a description of additional, University-wide policies on a range of issues, which you may also wish to review. They provide information on general student conduct, use of personal electronic devices in the classroom, scholastic dishonesty, make-up work, grading, sexual harassment, equity and diversity, disability accommodations, and academic freedom and responsibility.

Student Conduct Code

The University seeks an environment that promotes academic achievement and integrity, that is protective of free inquiry, and that serves the educational mission of the University. Similarly, the University seeks a community that is free from violence, threats, and intimidation; that is respectful of the rights, opportunities, and welfare of students, faculty, staff, and guests of the University; and that does not threaten the physical or mental health or safety of members of the University community.

As a student at the University you are expected adhere to Board of Regents Policy: *Student Conduct Code*. To review the Student Conduct Code, please see: http://regents.umn.edu/sites/default/files/policies/Student_Conduct_Code.pdf.

Note that the conduct code specifically addresses disruptive classroom conduct, which means "engaging in behavior that substantially or repeatedly interrupts either the instructor's ability to teach or student learning. The classroom extends to any setting where a student is engaged in work toward academic credit or satisfaction of program-based requirements or related activities."

Use of Personal Electronic Devices in the Classroom

Using personal electronic devices in the classroom setting can hinder instruction and learning, not only for the student using the device but also for other students in the class. To this end,

the University establishes the right of each faculty member to determine if and how personal electronic devices are allowed to be used in the classroom. For complete information, please reference: <http://policy.umn.edu/Policies/Education/Education/STUDENTRESP.html>.

Scholastic Dishonesty

You are expected to do your own academic work and cite sources as necessary. Failing to do so is scholastic dishonesty. Scholastic dishonesty means plagiarizing; cheating on assignments or examinations; engaging in unauthorized collaboration on academic work; taking, acquiring, or using test materials without faculty permission; submitting false or incomplete records of academic achievement; acting alone or in cooperation with another to falsify records or to obtain dishonestly grades, honors, awards, or professional endorsement; altering, forging, or misusing a University academic record; or fabricating or falsifying data, research procedures, or data analysis. (Student Conduct Code:

http://regents.umn.edu/sites/default/files/policies/Student_Conduct_Code.pdf) If it is determined that a student has cheated, he or she may be given an "F" or an "N" for the course, and may face additional sanctions from the University. For additional information, please see: <http://policy.umn.edu/Policies/Education/Education/INSTRUCTORRESP.html>.

The Office for Student Conduct and Academic Integrity has an information page related to scholastic dishonesty: <http://www1.umn.edu/oscai/integrity/student/index.html>. If you have additional questions, please clarify with your instructor for the course. Your instructor can respond to your specific questions regarding what would constitute scholastic dishonesty in the context of a particular class – e.g., whether collaboration on assignments is permitted, requirements and methods for citing sources, if electronic aids are permitted or prohibited during an exam.

Makeup Work for Legitimate Absences

Students will not be penalized for absence during the semester due to unavoidable or legitimate circumstances. Such circumstances include verified illness, participation in intercollegiate athletic events, subpoenas, jury duty, military service, bereavement, and religious observances. Such circumstances do not include voting in local, state, or national elections. For complete information, please see:

<http://policy.umn.edu/Policies/Education/Education/MAKEUPWORK.html>.

Appropriate Student Use of Class Notes and Course Materials

Taking notes is a means of recording information but more importantly of personally absorbing and integrating the educational experience. However, broadly disseminating class notes beyond the classroom community or accepting compensation for taking and distributing classroom notes undermines instructor interests in their intellectual work product while not substantially furthering instructor and student interests in effective learning. Such actions violate shared norms and standards of the academic community. For additional information, please see: <http://policy.umn.edu/Policies/Education/Education/STUDENTRESP.html>.

Grading and Transcripts

The University utilizes plus and minus grading on a 4.000 cumulative grade point scale in accordance with the following:

- A 4.000 - Represents achievement that is outstanding relative to the level necessary to meet course requirements
- A- 3.667
- B+ 3.333
- B 3.000 - Represents achievement that is significantly above the level necessary to meet course requirements
- B- 2.667
- C+ 2.333
- C 2.000 - Represents achievement that meets the course requirements in every respect
- C- 1.667
- D+ 1.333
- D 1.000 - Represents achievement that is worthy of credit even though it fails to meet fully the course requirements
- S Represents achievement that is satisfactory, which is equivalent to a C- or better.

For additional information, please refer to:

<http://policy.umn.edu/Policies/Education/Education/GRADINGTRANSCRIPTS.html>.

Sexual Harassment

"Sexual harassment" means unwelcome sexual advances, requests for sexual favors, and/or other verbal or physical conduct of a sexual nature. Such conduct has the purpose or effect of unreasonably interfering with an individual's work or academic performance or creating an intimidating, hostile, or offensive working or academic environment in any University activity or program. Such behavior is not acceptable in the University setting. For additional information, please consult Board of Regents Policy:

<http://regents.umn.edu/sites/default/files/policies/SexHarassment.pdf>

Equity, Diversity, Equal Opportunity and Affirmative Action

The University provides equal access to and opportunity in its programs and facilities, without regard to race, color, creed, religion, national origin, gender, age, marital status, disability, public assistance status, veteran status, sexual orientation, gender identity, or gender expression. For more information, please consult Board of Regents Policy:

http://regents.umn.edu/sites/default/files/policies/Equity_Diversity_EO_AA.pdf.

Disability Accommodations

The University of Minnesota is committed to providing equitable access to learning opportunities for all students. Disability Services (DS) is the campus office that collaborates with students who have disabilities to provide and/or arrange reasonable accommodations.

If you have, or think you may have, a disability (e.g., mental health, attentional, learning, chronic health, sensory, or physical), please contact DS at 612-626-1333 to arrange a confidential discussion regarding equitable access and reasonable accommodations.

If you are registered with DS and have a current letter requesting reasonable accommodations, please contact your instructor as early in the semester as possible to discuss how the accommodations will be applied in the course.

For more information, please see the DS website, <https://diversity.umn.edu/disability/>.

Academic Freedom and Responsibility

Academic freedom is a cornerstone of the University. Within the scope and content of the course as defined by the instructor, it includes the freedom to discuss relevant matters in the classroom and conduct relevant research. Along with this freedom comes responsibility. Students are encouraged to develop the capacity for critical judgment and to engage in a sustained and independent search for truth. Students are free to take reasoned exception to the views offered in any course of study and to reserve judgment about matters of opinion, but they are responsible for learning the content of any course of study for which they are enrolled.* When conducting research, pertinent institutional approvals must be obtained and the research must be consistent with University policies.

Reports of concerns about academic freedom are taken seriously, and there are individuals and offices available for help. Contact the instructor, the Department Chair, your adviser, the associate dean of the college, or the Vice Provost for Faculty and Academic Affairs in the Office of the Provost.