
Part II
**Provisional rules of procedure and related
procedural developments**

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Introductory note

Part II of the present Supplement covers the practice of the Security Council in relation to its provisional rules of procedure and relevant Articles of the Charter of the United Nations. Since the provisional rules of procedure are routinely applied by the Council at its formal meetings, the focus of part II is on special applications of the rules in the proceedings of the Council, rather than on the standard applications of the rules.

Part II is divided into 10 sections, in the order of the relevant chapters of the provisional rules of procedure, as follows: section I, meetings and records (Article 28 of the Charter and rules 1–5 and 48–57); section II, agenda (rules 6–12); section III, representation and credentials (rules 13–17); section IV, presidency (rules 18–20); section V, Secretariat (rules 21–26); section VI, conduct of business (rules 27, 29–30 and 33); section VII, participation (Articles 31–32 of the Charter and rules 37 and 39); section VIII, decision-making and voting (Article 27 of the Charter and rules 31–32, 34–36, 38 and 40); section IX, languages (rules 41–47); and section X, provisional status of the rules of procedure (Article 30 of the Charter).

The remaining rules are covered in other parts of the present Supplement, as follows: rule 28, concerning subsidiary organs of the Council, in parts IX and X, and concerning Council missions, in part VI; and rule 61, concerning relations with other United Nations organs, in part IV.

During the period under review, there were no instances of the application of rules 58 to 60, concerning the admission of new Members, and therefore the present Supplement contains no material relating to those rules.

* * *

During the period under review, the Council held a total of 258 meetings. Most of the meetings were public, with a total of 243 public meetings and 15 private meetings held in 2019. The Council held a total of 135 informal consultations of the whole in 2019, and Council members continued to meet in the framework of informal interactive dialogues and Arria-formula meetings, following past practice. During the period under review, the Council continued to expand the practice of holding informal “wrap-up” sessions at the end of the month, except for the months of January and February, when no wrap-up sessions were held. For the months of March and April, France and Germany held a joint informal wrap-up session at the end of April.

In 2019, the Council was seized of 69 agenda items. The Council added the item entitled “The situation in the Bolivarian Republic of Venezuela” to the list of matters of which it was seized. While being seized of 69 items, the Council considered 49 items at its meetings in 2019. Of the 49 items considered by the Council in 2019, 27 concerned country-specific and regional situations and 22 dealt with thematic and other issues.

During the period under review, the Council adopted 52 resolutions and issued 15 statements by the President. The Council also issued 18 notes by the President and 32 letters from the President. Three draft resolutions were not adopted for lack of the required nine affirmative votes and three draft resolutions were not adopted because of the negative vote of a permanent member. In 2019, objections to the adoption of the agenda led to procedural votes on two occasions.

Aspects relating to the working methods of the Council continued to be raised and discussed in Council meetings, in particular in the context of the open debate on working methods under the item entitled “Implementation of the note by the President of the Security Council (S/2017/507)” held on 6 June 2019 (see cases 1, 6, 7 and 8).¹ Speakers exchanged views on aspects relating to the format of Council meetings and on the participation in Council meetings. The discussion was focused also on cooperation and communication between the Council and the Secretariat, as well as on issues pertaining to the decision-making process and initiatives to restrain the use of the veto, penholdership and the drafting of outcome documents of the Council.

At the end of the year, on 27 December 2019, the Council issued eight notes by the President, covering a wide variety of aspects of the working methods of the Council, including the planning and conduct of Council missions, the informal process for the selection of Chairs of subsidiary bodies, the inclusion of an unofficial addendum to the provisional programme of work, the early participation of newly elected members, the conduct and publicity of wrap-up sessions, the circulation of reports of the Secretary-General, the use of the male pronoun in the provisional rules of procedure, and the process of elaboration and adoption of the annual report to the General Assembly.²

¹ See S/PV.8539. The Council had before it a concept note annexed to a letter dated 29 May 2019 from the representative of Kuwait to the Secretary-General (S/2019/450).

² See S/2019/990, S/2019/991, S/2019/992, S/2019/993, S/2019/994, S/2019/995, S/2019/996 and S/2019/997.

I. Meetings and records

Note

Section I covers the practice of the Council concerning meetings, publicity and the records of the Council, in relation to Article 28 of the Charter of the United Nations and rules 1 to 5 and 48 to 57 of the provisional rules of procedure of the Council.

Article 28

1. *The Security Council shall be so organized as to be able to function continuously. Each member of the Security Council shall for this purpose be represented at all times at the seat of the Organization.*

2. *The Security Council shall hold periodic meetings at which each of its members may, if it so desires, be represented by a member of the government or by some other specially designated representative.*

3. *The Security Council may hold meetings at such places other than the seat of the Organization as in its judgment will best facilitate its work.*

Rule 1

Meetings of the Security Council shall, with the exception of the periodic meetings referred to in rule 4, be held at the call of the President at any time he deems necessary, but the interval between meetings shall not exceed fourteen days.

Rule 2

The President shall call a meeting of the Security Council at the request of any member of the Security Council.

Rule 3

The President shall call a meeting of the Security Council if a dispute or situation is brought to the attention of the Security Council under Article 35 or under Article 11 (3) of the Charter, or if the General Assembly makes recommendations or refers any question to the Security Council under Article 11 (2), or if the Secretary-General brings to the attention of the Security Council any matter under Article 99.

Rule 4

Periodic meetings of the Security Council called for in Article 28 (2) of the Charter shall be held twice a year, at such times as the Security Council may decide.

Rule 5

Meetings of the Security Council shall normally be held at the seat of the United Nations.

Any member of the Security Council or the Secretary-General may propose that the Security Council should meet at another place. Should the Security Council accept any such proposal, it shall decide upon the place and the period during which the Council shall meet at such place.

Rule 48

Unless it decides otherwise, the Security Council shall meet in public. Any recommendation to the General Assembly regarding the appointment of the Secretary-General shall be discussed and decided at a private meeting.

Rule 49

Subject to the provisions of rule 51, the verbatim record of each meeting of the Security Council shall be made available to the representatives on the Security Council and to the representatives of any other States which have participated in the meeting not later than 10 a.m. of the first working day following the meeting.

Rule 50

The representatives of the States which have participated in the meeting shall, within two working days after the time indicated in rule 49, inform the Secretary-General of any corrections they wish to have made in the verbatim record.

Rule 51

The Security Council may decide that for a private meeting the record shall be made in a single copy alone. This record shall be kept by the Secretary-General. The representatives of the States which have participated in the meeting shall, within a period of ten days, inform the Secretary-General of any corrections they wish to have made in this record.

Rule 52

Corrections that have been requested shall be considered approved unless the President is of the opinion that they are sufficiently important to be submitted to the representatives on the Security Council. In the latter case, the representatives on the Security Council shall submit within two working days any comments they may wish to make. In the absence of objections in this period of time, the record shall be corrected as requested.

Rule 53

The verbatim record referred to in rule 49 or the record referred to in rule 51, in which no corrections have been requested in the period of time required by rules 50 and 51, respectively, or which has been corrected in accordance with the provisions of rule 52, shall be considered as approved. It shall be signed by the President and shall become the official record of the Security Council.

Rule 54

The official record of public meetings of the Security Council, as well as the documents annexed thereto, shall be published in the official languages as soon as possible.

Rule 55

At the close of each private meeting the Security Council shall issue a communiqué through the Secretary-General.

Rule 56

The representatives of the Members of the United Nations which have taken part in a private meeting shall at all times have the right to consult the record of that meeting in the office of the Secretary-General. The Security Council may at any time grant access to this record to authorized representatives of other Members of the United Nations.

Rule 57

The Secretary-General shall, once each year, submit to the Security Council a list of the records and documents which up to that time have been considered

confidential. The Security Council shall decide which of these shall be made available to other Members of the United Nations, which shall be made public, and which shall continue to remain confidential.

This section comprises five subsections, namely: A. Meetings, concerning the convening of meetings pursuant to rules 1 to 5 as well as rule 48; B. Informal consultations of the whole; C. Other informal meetings of the members of the Security Council; D. Discussions concerning meetings; and E. Records, which are maintained pursuant to rules 49 to 57.

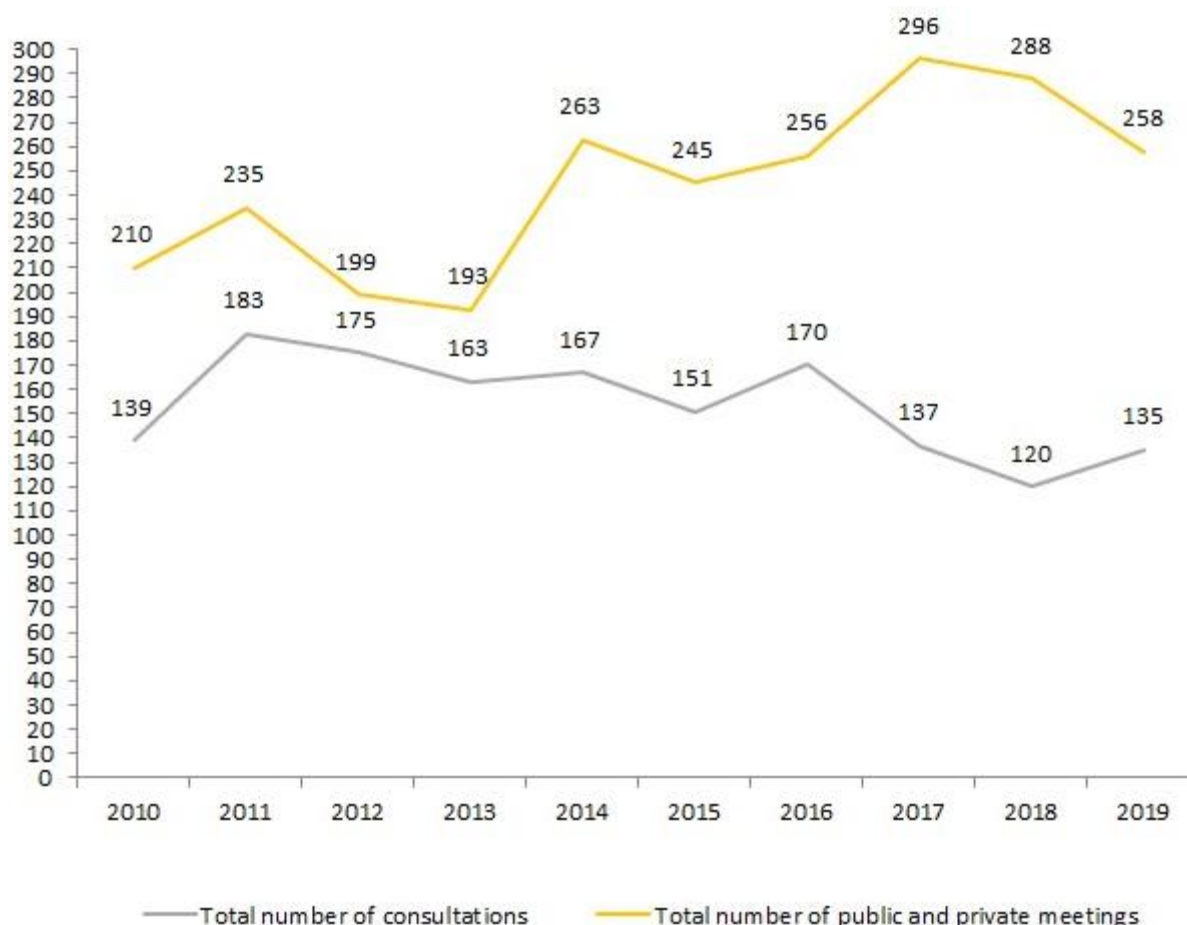
During the period under review, the Council held 258 meetings, of which 243 were public meetings and 15 were private meetings. In addition, in 2019, the Council held a total of 135 informal consultations of the whole (also known as consultations or informal consultations).

During the period under review, the Council continued to expand the practice of holding informal wrap-up sessions at the end of the month, except for the months of January and February, when no wrap-up sessions were held. For the months of March and April, a joint informal wrap-up session was held by France and Germany at the end of April.

During the period under review, Council members also continued to hold informal interactive dialogues and Arria-formula meetings. A total of seven informal interactive dialogues and 22 Arria-formula meetings were held during the year. Figure I shows the total number of meetings and informal consultations of the whole held during the period from 2010 to 2019.

In 2019, the question of the format of meetings was raised during an open debate concerning the working methods of the Council (see case 1).

Figure I
Number of meetings and consultations, 2010–2019



A. Meetings

Application of rules relating to meetings

During the period under review, there were no intervals exceeding 14 days between meetings of the Council, as provided for under rule 1 of the provisional rules of procedure. The Council continued to convene more than one meeting a day, on certain occasions.

In 2019, the Council did not hold any periodic meetings pursuant to rule 4 or any meetings away from Headquarters in accordance with rule 5.

During the reporting period, there was one communication from a Member State requesting the Council to “investigate the recent threats against Venezuela”, in which Article 34 of the Charter was cited explicitly as the basis for the request.³ Some

³ See letter dated 6 August 2019 from the representative of the Bolivarian Republic of Venezuela to the President of the Council (S/2019/641).

Council members made explicit references to rule 2 of the provisional rules of procedure at the 8529th meeting, held on 20 May 2019, convened by the Russian Federation under the item entitled “Letter dated 13 April 2014 from the Permanent Representative of the Russian Federation to the United Nations addressed to the President of the Security Council (S/2014/264)”. At the meeting, the Council held a procedural vote concerning the adoption of the provisional agenda. After the procedural vote, which resulted in the rejection of the request of the Russian Federation by six votes to five, with four abstentions,⁴ the representative of South Africa explained her support for the holding of the meeting, based on the fact that Ukraine was on the agenda of the Council and

⁴ *In favour*: China, Dominican Republic, Equatorial Guinea, Russian Federation, South Africa; *against*: Belgium, France, Germany, Poland, United Kingdom, United States; *abstaining*: Côte d’Ivoire, Indonesia, Kuwait, Peru. For more information on the adoption of the agenda, see sect. II.

on rule 2 of the provisional rules of procedure.⁵ Having abstained, the representative of Indonesia, which held the presidency for the month, explained that the request of the Russian delegation had been addressed in accordance with rule 2. However, he expressed his strong belief that the discussion could only be effective and productive if all members of the Council were united in the decision to proceed with the discussion.

⁵ See [S/PV.8529](#). For more information on the discussion, see part I, sect. 21.B.

No requests for a meeting were received explicitly citing rule 3 of the provisional rules of procedure. During the period under review, there was, however, one request to convene a meeting in which either rule 2 or 3 was cited implicitly. Table 1 lists the case in which an urgent or emergency meeting of the Council was requested without explicit reference to rule 2 or 3 and/or Articles 34 or 35 of the Charter.

Table 1

Letters in which Member States requested an urgent or emergency meeting without explicit reference to any provision of the Charter or the provisional rules of procedure, 2019

<i>Letter addressed to the President of the Council</i>	<i>Summary</i>	<i>Meeting convened (date and agenda item)</i>
Letter dated 13 August 2019 from the Permanent Representative of Pakistan addressed to the President of the Security Council (S/2019/654)	Request for an urgent meeting under the item entitled “The India-Pakistan question” to consider the situation arising from the recent aggressive actions by India, which pose a threat to international peace and security	16 August 2019 The Council held consultations on the situation in Jammu and Kashmir ^a

^a See [A/74/2](#), para. 72.

Complaints raised by Member States concerning the application of rule 3

During the period under review, no complaints were raised concerning the application of rule 3.

Format

Public meetings

The Council continued to convene meetings in public as provided for in rule 48 of the provisional rules of procedure, mainly for the purposes of (a) receiving briefings on country-specific or regional situations, or thematic issues, under its consideration; (b) holding debates on particular items; and (c) adopting decisions.⁶ In 2019, the Council held a total of 243 public meetings, compared with 275 public meetings in 2018 and 282 in 2017. In 2019, the Council met in public 94.2 per cent of the time (243 out of a total 258 Council meetings were held in public).

During the review period, the Council held 18 high-level meetings at which two or more Council members were represented at the ministerial or higher levels, of which 12 were on thematic items and 6 were on regional and country-specific items. In 2019, the Council held three meetings at which more than half of

the Council members were represented at the ministerial or higher levels. Those meetings were held in connection with the items entitled “Maintenance of international peace and security”, “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security” and “Peace and security in Africa”. On 26 September 2019, the Council held its 8627th meeting, under the item entitled “Peace and security in Africa”, which focused on African-led efforts, including the African Union initiative Silencing the Guns by 2020.⁷ A total of 12 Council members were represented at the ministerial level, the largest number of Council members represented at a high level at a Council meeting in 2019. In addition, the Council held one meeting at which a Council member was represented at the level of Head of State or Government. On 4 February 2019, the President of Equatorial Guinea presided over the 8456th meeting of the Council, held under the item entitled “Threats to international peace and security”, focusing on mercenary activities in Africa.⁸

Table 2 lists all high-level meetings held in 2019 at which two or more Council members were represented at the ministerial or higher levels.

⁶ For more information on the formats for public meetings, see the note by the President dated 30 August 2017 ([S/2017/507](#), annex, sect. I.C.1).

⁷ See [S/PV.8627](#). For more information on the meeting, see part I, sect 11.

⁸ See [S/PV.8456](#). For more information on the meeting, see part I, sect. 37.

Table 2
High-level meetings, 2019

<i>Meeting record and date</i>	<i>Item</i>	<i>High-level participation</i>
S/PV.8450 23 January 2019	Identical letters dated 19 January 2016 from the Permanent Representative of Colombia to the United Nations addressed to the Secretary-General and the President of the Security Council (S/2016/53)	Ministerial level (2) Dominican Republic (Minister for Foreign Affairs), Indonesia (Minister for Foreign Affairs)
S/PV.8451 25 January 2019	Maintenance of international peace and security	Ministerial level (7) Belgium (Minister for Foreign Affairs), Dominican Republic (Minister of Foreign Affairs), Germany (Federal Minister for Foreign Affairs), Kuwait (Deputy Prime Minister and Minister for Foreign Affairs), Indonesia (Minister for Foreign Affairs), Poland (Secretary of State in the Ministry of Environment), United Kingdom (Minister of State for the Commonwealth and the United Nations)
S/PV.8452 26 January 2019	The situation in the Bolivarian Republic of Venezuela	Ministerial level (2) United Kingdom (Minister of State for Europe and the Americas), United States (Secretary of State)
S/PV.8456 4 February 2019	Threats to international peace and security	Heads of State or Government (1) Equatorial Guinea (President) Ministerial level (2) China (Special Representative of the President), Côte d'Ivoire (Minister for Foreign Affairs)
S/PV.8473 27 February 2019	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Ministerial level (2) Equatorial Guinea (Minister for Foreign Affairs and Cooperation), Germany (State Secretary of the Federal Foreign Office)
S/PV.8496 28 March 2019	Threats to international peace and security caused by terrorist acts	Ministerial level (3) France (Minister for Europe and Foreign Affairs), Indonesia (Vice-Minister for Foreign Affairs), South Africa (Minister of Defence and Military Veterans)
S/PV.8497 29 March 2019	The situation in Mali	Ministerial level (5) Côte d'Ivoire (Minister for Foreign Affairs), France (Minister for Europe and Foreign Affairs), Germany (Federal Minister for Foreign Affairs), United Kingdom (Minister of State for the Commonwealth and the United Nations), United States (Under Secretary of State for Political Affairs)
S/PV.8498 29 March 2019	The situation concerning the Democratic Republic of the Congo	Ministerial level (3) Côte d'Ivoire (Minister for Foreign Affairs), France (Minister for Europe and Foreign Affairs), South Africa (Minister of Defence and Military Veterans)

<i>Meeting record and date</i>	<i>Item</i>	<i>High-level participation</i>
S/PV.8500 2 April 2019	Non-proliferation	Ministerial level (5) France (Minister for Europe and Foreign Affairs), Germany (Federal Minister for Foreign Affairs), Indonesia (Minister for Foreign Affairs), Kuwait (Deputy Prime Minister and Minister for Foreign Affairs), Poland (Minister for Foreign Affairs)
S/PV.8514 23 April 2019	Women and peace and security	Ministerial level (3) Germany (Federal Minister for Foreign Affairs), United Kingdom (Minister of State for the Commonwealth and the United Nations), Equatorial Guinea (Secretary of State for Foreign Affairs)
S/PV.8534 23 May 2019	Protection of civilians in armed conflict	Ministerial level (2) Germany (Minister of State at the Federal Foreign Office), Indonesia (Minister for Foreign Affairs)
S/PV.8548 13 June 2019	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Ministerial level (2) Poland (Minister for Foreign Affairs), Kuwait (Deputy Prime Minister and Minister for Foreign Affairs)
S/PV.8596 13 August 2019	The promotion and strengthening of the rule of law in the maintenance of international peace and security	Ministerial level (2) Germany (Federal Minister for Foreign Affairs), Poland (Minister for Foreign Affairs)
S/PV.8600 20 August 2019	Maintenance of international peace and security	Ministerial level (3) United States (Secretary of State), Germany (State Secretary of the Federal Foreign Office), Poland (Minister for Foreign Affairs)
S/PV.8626 25 September 2019	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Ministerial level (11) Belgium (Deputy Prime Minister and Minister of Finance and Development Cooperation), China (State Councillor and Minister for Foreign Affairs), Dominican Republic (Minister for Foreign Affairs), Equatorial Guinea (Minister for Foreign Affairs and Cooperation), France (Minister of State attached to the Minister for Europe and Foreign Affairs), Germany (Minister of State at the Federal Foreign Office), Indonesia (Minister for Foreign Affairs), Kuwait (Deputy Prime Minister and Minister for Foreign Affairs), Poland (Undersecretary of State in the Ministry of Foreign Affairs), Russian Federation (Minister for Foreign Affairs), South Africa (Minister for International Relations and Cooperation)
S/PV.8627 26 September 2019	Peace and security in Africa	Ministerial level (12) Belgium (Secretary-General of the Ministry of Foreign Affairs), China (State Councillor and Minister for Foreign Affairs), Côte d'Ivoire (Minister for Foreign Affairs), Equatorial Guinea (Minister for Foreign Affairs and Cooperation), France (Minister for Europe and Foreign Affairs), Germany (Minister of State at the Federal Foreign Office), Indonesia (Minister for Foreign Affairs), Kuwait (Deputy Prime Minister and Minister for Foreign Affairs), Peru (Minister for Foreign Affairs), Poland (Minister for Foreign Affairs), Russian Federation (Minister for Foreign Affairs), South Africa (Minister for International Relations and Cooperation)
S/PV.8648 28 October 2019	The situation in the Middle East, including the Palestinian question	Ministerial level (2) Germany (State Secretary of the Federal Foreign Office), South Africa (Minister for International Relations and Cooperation)

<i>Meeting record and date</i>	<i>Item</i>	<i>High-level participation</i>
S/PV.8649 29 October 2019	Women and peace and security	Ministerial level (2) Germany (Minister of State at the Federal Foreign Office), South Africa (Minister for International Relations and Cooperation)

Private meetings

During the period under review, the Council continued to hold some meetings in private, in accordance with rule 48 of the provisional rules of procedure. Private meetings continued to constitute a small percentage of all Council meetings; only 15, or 5.8 per cent, of a total 258 meetings held in 2019 were private.⁹

Of the 15 private meetings held in 2019, 13 (86.7 per cent) were meetings with troop- and police-contributing countries held under the item entitled “Meeting of the Security Council with the troop- and

police-contributing countries pursuant to resolution 1353 (2001), annex II, sections A and B”. Of the two remaining meetings (13.3 per cent), one was devoted to the annual briefing by the President of the International Court of Justice, following the Council’s established practice in that regard, while the second was held under the item entitled “The situation in the Middle East”, to hear briefings by the High Representative for Disarmament Affairs and the Director General of the Organisation for the Prohibition of Chemical Weapons.

Figure II shows the percentage of public and private meetings held during the period under review, as well as the breakdown of private meetings by type, as described above. Table 3 provides information on all private meetings held by the Council during the period under review, by item and in chronological order.

⁹ For more information on the formats for private meetings, see the note by the President dated 30 August 2017 (S/2017/507, annex, sect. I.C.2).

Figure II
Public and private meetings, 2019

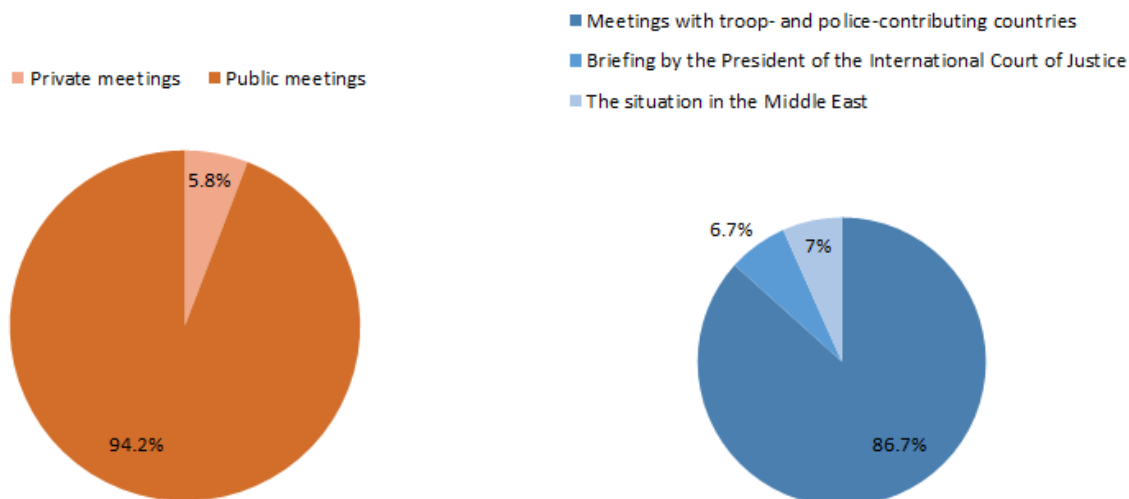


Table 3
Private meetings, 2019

<i>Item</i>	<i>Meeting record and date</i>
Meeting of the Security Council with the troop- and police-contributing countries pursuant to resolution 1353 (2001), annex II, sections A and B (13 meetings)	S/PV.8447, 17 January 2019; S/PV.8478, 5 March 2019; S/PV.8483, 14 March 2019; S/PV.8505, 9 April 2019; S/PV.8542, 10 June 2019; S/PV.8544, 11 June 2019; S/PV.8545, 11 June 2019; S/PV.8574, 15 July 2019; S/PV.8594, 8 August 2019; S/PV.8637, 8 October 2018; S/PV.8662, 7 November 2019; S/PV.8677, 3 December 2019; S/PV.8680, 10 December 2019

Item	Meeting record and date
Briefing by the President of the International Court of Justice (1 meeting)	S/PV.8653, 31 October 2019
The situation in the Middle East (1 meeting)	S/PV.8659, 5 November 2019

B. Informal consultations of the whole

Informal consultations of the whole are not official meetings of the Council. The members gather in private for the purpose of holding discussions and receiving briefings from the Secretariat and representatives of the Secretary-General. These meetings are normally held in the Consultations Room, adjacent to the Security Council Chamber.

During the period under review, members of the Council continued to meet often in informal consultations of the whole; they met in that capacity a total of 135 times in 2019 (see figure I). Frequently, informal consultations of the whole were held immediately after public meetings of the Council.

Pursuant to the Council's established practice, no official records of informal consultations were issued, and non-members were not invited. On several occasions, however, statements to the press were issued or elements to the press were read out by the President of the Council following informal consultations.¹⁰ As provided for in the note by the President dated 30 August 2017, the members of the Council encouraged the President of the Council to make efforts, whenever appropriate, to suggest, at the end of consultations, general lines or elements to be used when providing briefings to the press, in order to make consultations result-oriented and increase the transparency of the work of the Council while securing confidentiality.¹¹

C. Other informal meetings of the members of the Security Council

During the period under review, the Council continued to hold informal interactive dialogues and Arria-formula meetings.¹² Informal interactive

dialogues and Arria-formula meetings are convened at the initiative of one or more Council members. In practice, informal interactive dialogues are normally convened with the participation of all Council members, while Arria-formula meetings are convened with the participation of all or some Council members. While informal interactive dialogues are presided over by the President of the Council for the month, Arria-formula meetings are not. Frequently, the Council member or members convening the Arria-formula meeting also chair the meeting. Neither of the two types of meeting is considered a formal meeting of the Council. Neither type of meeting is announced in the *Journal of the United Nations* or in the Council's programme of work and no official records are prepared. Invitees to informal interactive dialogues and Arria-formula meetings include Member States, relevant organizations and individuals. In past practice, Arria-formula meetings were closed to the public; in recent practice, these meetings have been open to the public or even broadcast.¹³ Informal interactive dialogues are not open to the public or broadcast.

Informal interactive dialogues

During the reporting period, the Council held seven informal interactive dialogues.¹⁴ As provided for in the note by the President dated 30 August 2017, the Council may, when it deems appropriate, utilize informal dialogues to seek the views of Member States that are parties to a conflict and/or other interested and affected parties.¹⁵ All the informal interactive dialogues held in 2019 concerned country-specific or regional situations, as shown in table 4.

¹⁰ Not all statements to the press were issued as a result of informal consultations.

¹¹ S/2017/507, annex, para. 54.

¹² For more information on informal interactive dialogues and Arria-formula meetings, see S/2017/507, annex, paras. 92, 95 and 97–99.

¹³ Of the 22 Arria-formula meetings held in 2019, 17 were broadcast.

¹⁴ For information on the evolution of informal interactive dialogues, see *Repertoire, Supplement 2008–2009, Supplement 2010–2011, Supplement 2012–2013, Supplement 2014–2015, Supplement 2016–2017* and *Supplement 2018*, part II, sect. I.C.

¹⁵ S/2017/507, annex, para. 92.

Table 4
Informal interactive dialogues, 2019

<i>Date</i>	<i>Subject</i>	<i>Participants (including non-members of the Council)</i>
21 January 2019	The situation in the Central African Republic	All Council members; Under-Secretary-General for Peace Operations
20 March 2019	Peace and security in Africa (activity of the Peacebuilding Commission and Peacebuilding Support Office in the Sahel)	All Council members; Colombia (as Chair of the Peacebuilding Commission); Egypt and Romania (as Vice-Chairs of the Peacebuilding Commission), Assistant Secretary-General for Peacebuilding Support; Burkina Faso; Mali
21 March 2019	The situation in the Middle East (fostering dialogue and cooperation as a response to conflicts and common challenges in the Middle East and North Africa)	All Council members; Program Director for the Middle East and North Africa of the International Crisis Group; Professor at Montreal University; Assistant Administrator and Director of the Regional Bureau for Arab States, United Nations Development Programme; Senior Political Affairs Officer, Middle East Team, Department of Political and Peacebuilding Affairs/Department of Peace Operations
7 June 2019	The situation in Libya	All Council members; Deputy Secretary General for Common Security and Defence Policy and crisis response of the European External Action Service
31 July 2019	Peace and security in Africa (Ebola outbreak in the Democratic Republic of the Congo)	All Council members; African Union Commissioner for Social Affairs; Ebola Emergency Response Coordinator; Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator; Executive Director of the Health Emergencies Programme of the World Health Organization; Democratic Republic of the Congo
28 August 2019	The situation in Burundi	All Council members; Director of the Central and Southern Africa Division, Department of Political and Peacebuilding Affairs/Department of Peace Operations; Switzerland (as Chair of the Burundi configuration of the Peacebuilding Commission)
27 November 2019	Peace consolidation in West Africa (United Nations Office for West Africa and the Sahel)	All Council members; former Special Representative of the Secretary-General for Central Africa and Head of the United Nations Regional Office for Central Africa; Assistant Secretary-General for Africa, Department of Political and Peacebuilding Affairs/Department of Peace Operations; Colombia (as Chair of the Peacebuilding Commission)

Arria-formula meetings

As provided for in the note by the President dated 30 August 2017, Arria-formula meetings are utilized by the members of the Council as a flexible and informal forum for enhancing their deliberations and their contact with civil society and non-governmental organizations.¹⁶

According to that note, Council members may invite, on an informal basis, any Member State, relevant organization or individual to participate in Arria-formula meetings. During the period under review, the Council held a total of 22 such meetings. They are listed in table 5.

¹⁶ Ibid., para. 98.

Table 5
Arria-formula meetings, 2019

<i>Date</i>	<i>Subject</i>	<i>Organizer(s)</i>
24 January 2019	What's next for women and peace and security in the Middle East and North Africa: the potential of national action plans	Germany
31 January 2019	Preventing and countering the financing of terrorism	France
8 February 2019	Accountability for conflict-related sexual violence as a central pillar for prevention	Germany
12 February 2019	Protecting boys and girls in a shrinking humanitarian space	Belgium
11 March 2019	Human rights, accountability and justice: contributions to international peace and security	France, Peru
13 March 2019	Women's participation in political processes, with a focus on the Sahel	France, Germany
15 March 2019	A symbolic date: the fifth anniversary of the beginning of Russia's occupation of Crimea: a blatant violation of international law	Belgium, France, Germany, Poland, United Kingdom, United States
1 April 2019	Protecting humanitarian and medical personnel	France, Germany
8 April 2019	The Western Balkans road map for the control of small arms and light weapons as a model for effective regional arms control	Dominican Republic, Equatorial Guinea, France, Germany
12 April 2019	Explosive ordnance threat mitigation: for the implementation of a coherent and comprehensive response	Belgium and Poland, in collaboration with Germany
17 April 2019	Human rights components in peace operations	Côte d'Ivoire, France, Germany, Kuwait, Peru
9 May 2019	Israeli settlements and settlers: core of the occupation, protection crisis and obstruction of peace	Indonesia, Kuwait, South Africa
13 May 2019	The humanitarian crisis in Cameroon	Dominican Republic, Germany, United Kingdom, United States
24 May 2019	Peacekeeping impact on peacebuilding and sustaining peace	Côte d'Ivoire, Indonesia
7 June 2019	Transnational organized crime and drug trafficking in the Caribbean region as a threat to international stability	Dominican Republic
24 June 2019	Responding effectively to the needs of refugees, displaced persons and returnees: the role of the Security Council and its members	Côte d'Ivoire, Equatorial Guinea, South Africa
22 August 2019	Advancing the safety and security of persons belonging to religious minorities in armed conflict	Brazil, Canada, Jordan, Poland, United Kingdom, United States
23 August 2019	Mass atrocity crimes in Myanmar: where do we stand on accountability?	Germany, Kuwait, Peru
25 October 2019	Trafficking in persons for sexual exploitation in (post-) conflict situations: integrating a comprehensive approach to trafficking in persons into the women and peace and security agenda of the Security Council	Belgium, Niger, Peru, United Kingdom, Viet Nam, United Nations Office on Drugs and Crime
12 November 2019	Challenges of radicalization in prisons	Belgium, Indonesia

<i>Date</i>	<i>Subject</i>	<i>Organizer(s)</i>
26 November 2019	Reintegration of children associated with armed forces and armed groups: bridging the humanitarian-development-peace nexus, including by taking into account children's views in designing and implementing reintegration programmes	Belgium, Peru, Poland, United Kingdom
9 December 2019	Protection of the environment during armed conflict	Kuwait

Other informal meetings

Following the practice started in 2007, the Council met with the Peace and Security Council of the African Union in 2019.¹⁷ In this connection, and in accordance with the note by the President dated 30 August 2017, the members of the Council acknowledged the importance of annual joint consultative meetings and informal dialogues with the members of the Peace and Security Council of the African Union, to exchange views on ways to strengthen cooperation and partnership.¹⁸ In 2019, the Council commenced the holding of monthly informal discussions at the level of permanent representatives to encourage a frank exchange among ambassadors on developing threats to peace and security.¹⁹ These meetings have become known as “sofa talks”.

D. Discussions concerning meetings

During the period under review, questions pertaining to the meetings of the Council and to other forms of informal gatherings of members of the

Council were discussed during the open debate on the working methods of the Council held on 6 June 2019, under the item entitled “Implementation of the note by the President of the Security Council (S/2017/507)” (see case 1).

Case 1 Implementation of the note by the President of the Security Council (S/2017/507)

At the 8539th meeting, held on 6 June 2019 at the initiative of Kuwait, which held the presidency of the Council for the month, the Council held an open debate on its working methods.²⁰ The focus of the open debate was the Council's working methods since the issuance of the note by the President of the Council (S/2017/507), including the identification of implementation gaps and practical proposals that could contribute to enhancing the efficiency of the Council's working methods. Several speakers welcomed the practice of holding briefings at the beginning of the month on the provisional programme of work, as well as wrap-up sessions with the wider membership at the end of the monthly presidency of the Council.²¹ Speakers highlighted how such practices enhanced the transparency and accountability of the Council by increasing interactivity among members of the Council and the wider membership of the United Nations.²² The representative of Switzerland, speaking on behalf of the members of the Accountability, Coherence and Transparency Group, noted that wrap-up sessions were an important vehicle for transparency and accountability and that the main purpose of such meetings should be interaction with the wider membership. Given the benefits of such meetings, the representatives of Singapore, Slovenia, Liechtenstein and Ukraine added that the State holding the monthly presidency should announce the schedule of such sessions in the provisional programme of work well in

¹⁷ The members of the Security Council and the Peace and Security Council of the African Union held their thirteenth annual joint consultative meeting in Addis Ababa on 21 October 2019 (see S/2019/825 and S/2020/192). Previously, they had met on 19 July 2018 in New York (see S/2018/736). For information on prior practice concerning the informal joint meetings of the two Councils, see *Repertoire, Supplement 2008–2009, Supplement 2010–2011, Supplement 2012–2013, Supplement 2014–2015, Supplement 2016–2017 and Supplement 2018*, part II, sect. I.C.

¹⁸ See S/2017/507, annex, para. 97. In the note, the members of the Security Council also underscored the importance of increased coordination, cooperation and interaction with other relevant bodies including regional organizations, among them the African Union (para. 93), and agreed to consider joint missions of the Security Council and the Peace and Security Council of the African Union to conflict situations in Africa (para. 122). For more information on the cooperation of the Council with regional and subregional organizations pursuant to Chapter VIII of the Charter, see part VIII.

¹⁹ See S/PV.8539 (United Kingdom).

²⁰ The Council had before it a concept note annexed to a letter dated 29 May 2019 (S/2019/450).

²¹ See S/PV.8539 (Switzerland, Singapore, Slovenia, Liechtenstein and Ukraine).

²² *Ibid.*, (Switzerland, Singapore, Slovenia and Liechtenstein).

advance and that the Council should endeavour to institutionalize such meetings as a standard practice.

Regarding briefings, the representative of New Zealand said that in order to better deliver on the Council's conflict prevention role, the Council should invite briefers who could deliver insights to add value to the Council's deliberations. Speakers encouraged the practice of inviting members of civil society to brief the Council so that it might broaden its understanding of the issues on the agenda through useful first-hand information from the ground. The representatives of Canada, Italy, Slovenia and Costa Rica highlighted the value of inviting civil society briefers to Council meetings and commended the efforts made in that regard. The representative of Canada argued that the perspectives of women civil society briefers needed to be heard. The representative of Slovenia underlined that women could provide useful first-hand information from the ground and the representative of Italy stated that the participation of women civil society briefers allowed Council members to hear different voices and points of view before deliberating. The representative of Costa Rica added that the participation of civil society must be guaranteed, especially that of women representatives, who could provide insight based on their experiences and understanding of their rights.

Regarding public meetings, the representative of France called on the Council to avoid excessive public meetings to the detriment of the work on Council decisions and warned about the trend of Council members spending more and more time in the Chamber presenting their respective positions and less and less time in the consultation room deciding on joint action. He cited the five-year trend of the Council, which spent three times more time in public meetings than in consultations, while it negotiated and adopted fewer texts. While highlighting the importance of public meetings, he pointed out that public meetings tended to polarize positions at the expense of the consensus and that therefore the Council had to seek the right balance. The representative of Cuba, while acknowledging the increase in the number of public meetings in recent years, said that the Council continued to work primarily in closed formats, to take decisions without heeding the concerns of Member States and to force decisions on draft resolutions even when there were significant differences over their content. The representatives of Cuba and Ukraine said that the Council should conduct its work in the open as much as practically possible and stressed that closed consultations should be the exception rather than the rule. In a similar vein, the representative of Guatemala affirmed the importance of public meetings and said that continuing the practice of open debates, promoting greater participation of

non-members of the Council and holding Arria-formula meetings had enabled the Council to obtain accurate information so as to be more effective in fulfilling its responsibility to maintain international peace and security. The representative of Egypt stated that the frequency of public meetings, whether of the Council or its subsidiary organs and sanctions committees, should be increased, underlining that the meetings and work of the Council must not be kept from the wider membership, unless they concerned matters related to the national security of a State and the State had made a request to that end. The representative of Bahrain also noted that the convening of more public meetings could lead to improving the working methods of the Council. The representative of Colombia said that increasing the number of open-format Council meetings and keeping to a minimum the number of closed or private meetings, in the understanding that the latter should be the exception and not the rule, was an option that should be taken into account for the definitive rules of procedure of the Council.

A number of speakers highlighted the informative role and inclusive nature of Arria-formula meetings and/or informal interactive dialogues.²³ The representative of France said that interactive dialogues and Arria-formula meetings contributed significantly to informing the Council on important issues and preparing the work on future texts. The representative of Singapore underlined that the Council's greater use of formats such as Arria-formula meetings allowed it to engage more interactively with the General Assembly. The representative of Mexico noted that Arria-formula meetings and informal interactive dialogues enabled the Council to listen to all States involved and civil society, especially in cases that directly concerned them.

The representative of the Russian Federation said that while his delegation supported the notion of expanding the Council's coordination with a wide range of Member States and those that could provide important information for decision-making through appropriate mechanisms, including interactive dialogues and informal Arria-formula meetings, such formats were not official meetings of the Council and should only be used to raise Council members' awareness of issues on its agenda. It was unacceptable to use those platforms for propaganda performances or for individual delegations' controversial unilateral approaches. He pointed out that the costs of such events, including the use of the premises at Headquarters, conference services and, in some cases, translators, were covered by the Organization's regular budget.

²³ Ibid., (France, Singapore and Mexico).

Regarding open debates, speakers highlighted their positive role in making the Council's decision-making process more transparent, accountable, inclusive and legitimate and made recommendations for further improvements. The representative of Singapore regarded the increased number of open debates and the fact that more meetings were being webcast as an indication of progress on transparency and accountability. Noting that open debates enhanced the inclusivity and legitimacy of the work of the Council, the representative of Liechtenstein suggested separating the debate from the moment at which a decision was adopted. The representative of Colombia added that convening an open debate before the adoption of the respective Council decision would allow the necessary time to reflect upon the points of view presented by the Council members.

Lastly, on closed consultations, speakers reflected on the positive functions of such meetings but urged caution regarding their overuse and recommended

ways to enhance transparency. The representative of the United States noted that closed consultations could serve as important forums for the exchange of views and encouraged greater interactivity during such consultations. The representative of Singapore noted the value of transparency and requested that some form of summary records or decision points be shared with the wider membership.

E. Records

During the period under review, verbatim records were issued following each public meeting of the Council, in accordance with rule 49 of the provisional rules of procedure, and communiqués were issued following private meetings, in accordance with rule 55. No questions were raised at Council meetings regarding the application of rules 49 to 57 in connection with the preparation, access to and issuance of verbatim records, communiqués or other documents.

II. Agenda

Note

Section II deals with the practice of the Council concerning the agenda, in relation to rules 6 to 12 of the provisional rules of procedure of the Council.

Rule 6

The Secretary-General shall immediately bring to the attention of all representatives on the Security Council all communications from States, organs of the United Nations, or the Secretary-General concerning any matter for the consideration of the Security Council in accordance with the provisions of the Charter.

Rule 7

The provisional agenda for each meeting of the Security Council shall be drawn up by the Secretary-General and approved by the President of the Security Council.

Only items which have been brought to the attention of the representatives on the Security Council in accordance with rule 6, items covered by rule 10, or matters which the Security Council had previously decided to defer, may be included in the provisional agenda.

Rule 8

The provisional agenda for a meeting shall be communicated by the Secretary-General to the representatives on the Security Council at least three days before the meeting, but in urgent circumstances it may be communicated simultaneously with the notice of the meeting.

Rule 9

The first item of the provisional agenda for each meeting of the Security Council shall be the adoption of the agenda.

Rule 10

Any item on the agenda of a meeting of the Security Council, consideration of which has not been completed at that meeting, shall, unless the Security Council otherwise decides, automatically be included in the agenda of the next meeting.

Rule 11

The Secretary-General shall communicate each week to the representatives on the Security Council a summary statement of matters of which the Security Council is seized and of the stage reached in their consideration.

Rule 12

The provisional agenda for each periodic meeting shall be circulated to the members of the Security Council at least twenty-one days before the opening of the meeting. Any subsequent change in or addition to the provisional agenda shall be brought to the notice of the members at least five days before the meeting. The Security Council may, however, in urgent circumstances, make additions to the Agenda at any time during a periodic meeting.

The provisions of rule 7, paragraph 1, and of rule 9, shall apply also to periodic meetings.

During the period under review, the Secretary-General continued the practice of distributing communications from States, from organs of the United Nations or from himself concerning any matter for the consideration of the Council, in accordance with the provisions of the Charter and pursuant to rule 6 of the Council's provisional rules of procedure. The Secretary-General also continued to draw up a provisional agenda for each meeting of the Council and to communicate the provisional agenda to the representatives on the Council, in accordance with rules 7 and 8. The practice relating to the circulation of communications or the preparation of the provisional agenda was not discussed or questioned during the period under review. No periodic meetings were held in 2019; therefore, rule 12 was not applied. This section is therefore focused on the practice and discussion regarding rules 9 to 11, organized under the following three main headings: A. Adoption of the agenda (rule 9); B. Matters of which the Security Council is seized (rules 10 and 11); and C. Discussions concerning the agenda.

A. Adoption of the agenda (rule 9)

In accordance with rule 9 of the provisional rules of procedure, the first item of the agenda for each meeting of the Council is the adoption of the agenda.

Voting on the adoption of the agenda

During the period under review, objections were raised two times to the adoption of the agenda. In both cases, the objections led to a procedural vote. At the 8452nd meeting of the Council, held on 26 January 2019 under the item entitled "The situation in the Bolivarian Republic of Venezuela", despite the objections raised, the procedural vote resulted in the adoption of the provisional agenda as a newly introduced item.²⁴ At the 8529th meeting, held on 20 May 2019 under the item entitled "Letter dated 13 April 2014 from the Permanent Representative of the Russian Federation to the United Nations addressed to the President of the Security Council (S/2014/264)", the Council failed to adopt the provisional agenda for the meeting for lack of the required number of affirmative votes.²⁵

Newly introduced agenda items

During the period under review, the Council included the item entitled "The situation in the Bolivarian Republic of Venezuela" in the list of matters of which it was seized. The item was considered for the first time at the 8452nd meeting of the Council, on 26 January 2019.²⁶ The Council held a total of four meetings under this item in 2019.²⁷

From 1999 to 2007, the Council added between 8 and 23 new items to its agenda every year. Since 2008, however, the number of new items introduced each year has decreased significantly. Figure III provides information on the number of newly introduced agenda items per year since 1999.

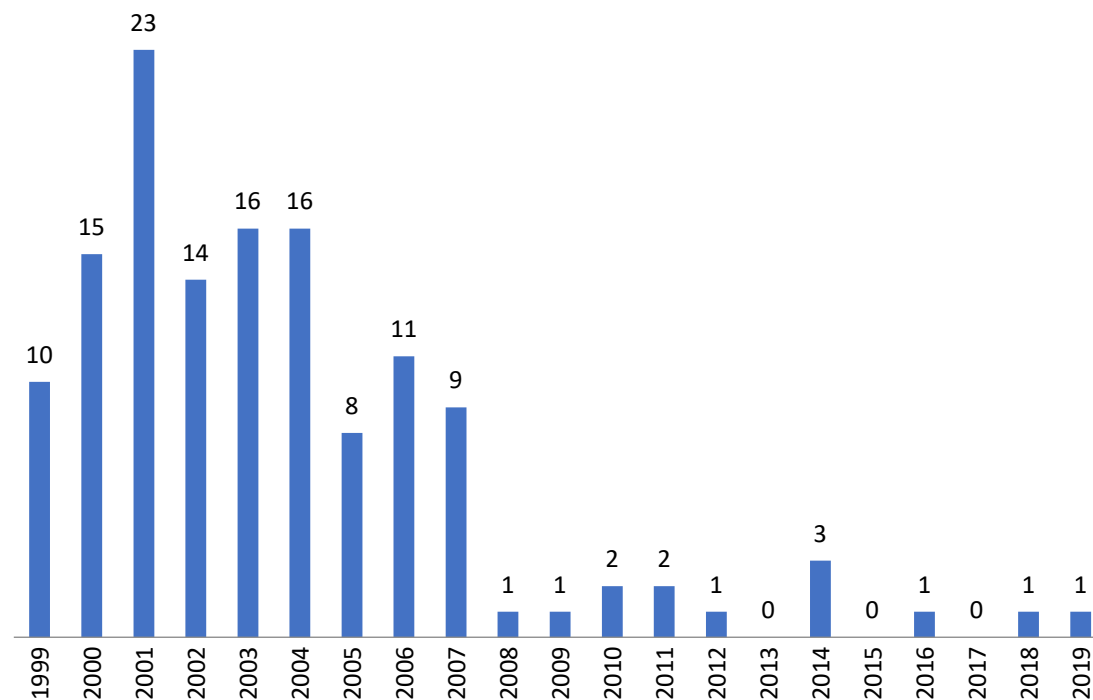
²⁴ See S/PV.8452. For further details on the discussion, see part I, sect. 16.

²⁵ See S/PV.8529. For further details on the discussion, see part I, sect. 21.B.

²⁶ See S/PV.8452. For more information on this item, see part I, sect. 16.

²⁷ See S/PV.8452, S/PV.8472, S/PV.8476 and S/PV.8506.

Figure III
Number of newly introduced agenda items per year, 1999–2019



Consideration of country-specific situations under existing items of a regional nature

During the period under review, the Council continued the practice of using existing items of a regional nature for the consideration of evolving country-specific situations. For example, the Council continued to consider the situations in the Syrian Arab Republic and Yemen under the items entitled “The situation in the Middle East” and “The situation concerning the Middle East, including the Palestinian question”.²⁸ In 2019, the Council also deliberated on region-specific sub-items under thematic items of its agenda. For example, the Council addressed the situations in the Syrian Arab Republic, Yemen, and Israel and Palestine at a meeting held under the item entitled “Maintenance of international peace and security” and the sub-item entitled “Challenges to peace and security in the Middle East”.²⁹ In addition, the Council deliberated on the African Union initiative Silencing the Guns by 2020 under two different items, namely “Cooperation between the United Nations and

regional and subregional organizations in maintaining international peace and security” and “Peace and security in Africa”, and under two different sub-items respectively, namely “Silencing the guns in Africa” and “Mobilizing youth towards silencing the guns by 2020”.³⁰

Inclusion of new sub-items under existing items

During the period under review, the Council continued its practice of adding new sub-items to existing items, for the consideration of evolving general and cross-border threats to international peace and security. Table 6 contains a selection of sub-items introduced in 2019, in chronological order of their introduction.³¹

²⁸ For more information on these items, see part I, sects. 22 and 24, respectively.

²⁹ See S/PV. 8600. For more information, see part I, sect. 38.

³⁰ See S/PV.8473 and S/PV.8629. For more information, see part I, sects. 11 and 39.

³¹ The table does not include routine sub-items relating to briefings by Security Council missions, briefings by the Chairs of Security Council committees, letters addressed to the President of the Security Council, reports of the Secretary-General and meetings of the Council with the troop- and police-contributing countries pursuant to resolution 1353 (2001), annex II, sections A and B.

Table 6
New sub-items added to existing items, 2019

<i>Meeting record and date</i>	<i>Item</i>	<i>New sub-item</i>
S/PV.8451 25 January 2019	Maintenance of international peace and security	Addressing the impacts of climate-related disasters on international peace and security
S/PV.8456 4 February 2019	Threats to international peace and security	Mercenary activities as a source of insecurity and destabilization in Africa
S/PV.8457 5 February 2019	Maintenance of international peace and security	Transnational organized crime at sea as a threat to international peace and security
S/PV.8473 27 February 2019	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Silencing the guns in Africa
S/PV.8496 28 March 2019	Threats to international peace and security caused by terrorist acts	Preventing and combating the financing of terrorism
S/PV.8499 1 April 2019	The promotion and strengthening of the rule of law in the maintenance of international peace and security	International humanitarian law
S/PV.8500 2 April 2019	Non-proliferation	Supporting the Non-proliferation Treaty ahead of the 2020 Review Conference
S/PV.8521 7 May 2019	United Nations peacekeeping operations	Investing in peace: improving safety and performance of United Nations peacekeepers
S/PV.8543 11 June 2019	Protection of civilians in armed conflict	Missing persons in armed conflict
S/PV.8546 12 June 2019	Maintenance of international peace and security	Conflict prevention and mediation
S/PV.8548 13 June 2019	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Cooperation between the Security Council and the League of Arab States
S/PV.8569 9 July 2019	Threats to international peace and security	Linkages between international terrorism and organized crime
S/PV.8570 10 July 2019	United Nations peacekeeping operations	Strengthening triangular cooperation
S/PV.8577 17 July 2019	Maintenance of international peace and security	Implementation of the youth, peace and security agenda
S/PV.8579 18 July 2019	Peacebuilding and sustaining peace	Strengthening partnerships for successful nationally-owned transitions
S/PV.8590 2 August 2019	Peace and security in Africa	Ebola
S/PV.8600 20 August 2019	Maintenance of international peace and security	Challenges to peace and security in the Middle East
S/PV.8626 25 September 2019	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	The contribution of the Collective Security Treaty Organization, the Commonwealth of Independent States and the Shanghai Cooperation Organization in countering terrorist threats

<i>Meeting record and date</i>	<i>Item</i>	<i>New sub-item</i>
S/PV.8627 26 September 2019	Peace and security in Africa	Partnership to strengthen regional peace and security
S/PV.8629 2 October 2019	Peace and security in Africa	Mobilizing youth towards silencing the guns by 2020
S/PV.8633 7 October 2019	Peace and security in Africa	The centrality of preventive diplomacy, conflict prevention and resolution
S/PV.8649 29 October 2019	Women and peace and security	Towards the successful implementation of the women and peace and security agenda: moving from commitments to accomplishments in preparation for the commemoration of the twentieth anniversary of Security Council resolution 1325 (2000)
S/PV.8668 19 November 2019	Peacebuilding and sustaining peace	The role of reconciliation in maintaining international peace and security
S/PV.8685 16 December 2019	Peace and security in Africa	Intercommunal violence and terrorism in West Africa

B. Matters of which the Security Council is seized (rules 10 and 11)

During the period under review, pursuant to rule 11 of the provisional rules of procedure and the note by the President dated 30 August 2017,³² the Secretary-General continued to communicate each week to the representatives on the Council a summary statement of matters of which the Council was seized and of the stage reached in their consideration.³³ The practice of including an item in the summary statement upon its adoption at a formal meeting of the Council remained unchanged.

On 26 January 2019, at its 8452nd meeting, the Council considered one new item, entitled “The situation in the Bolivarian Republic of Venezuela”, which was subsequently included in the summary statement.³⁴

According to the note by the President dated 30 August 2017, the preliminary annual summary statement issued in January each year by the Secretary-

General of matters of which the Council is seized identifies the items that have not been considered by the Council during the preceding three calendar years and that are therefore subject to deletion. An item is deleted unless a Member State notifies the President of the Council, by the end of February, of its request that the item be retained on the list, in which case the item will remain on the list for an additional year. If no Member State requests the item’s retention on the list, the first summary statement issued in March of that year reflects its deletion.³⁵

During the period under review, in accordance with rule 11 and the note by the President dated 30 August 2017, the Council continued the practice of reviewing the summary statement at the beginning of each year in order to determine whether the Council had concluded its consideration of any items.³⁶ In 2019, of 15 items identified for deletion in January, none was deleted and all items were retained for one additional year at the request of Member States (see table 7).³⁷

³² [S/2017/507](#), annex, paras. 13 and 14.

³³ See, for example, [S/2019/10/Add.1](#) and [S/2019/10/Add.2](#).

³⁴ See [S/2019/10/Add.4](#).

³⁵ [S/2017/507](#), annex, paras. 15 and 16.

³⁶ [S/2019/10](#).

³⁷ See [S/2019/10/Add.9](#).

Table 7
Items proposed for deletion from the summary statement, 2019

<i>Item</i>	<i>Date of first and last consideration</i>	<i>Proposed for deletion in 2019</i>	<i>Status in March 2019</i>
The India-Pakistan question	6 January 1948; 5 November 1965	•	Retained
The Hyderabad question	16 September 1948; 24 May 1949	•	Retained
Letter dated 20 February 1958 from the representative of the Sudan addressed to the Secretary-General	21 February 1958; 21 February 1958	•	Retained
Letter dated 11 July 1960 from the Minister for Foreign Affairs of Cuba addressed to the President of the Security Council	18 July 1960; 5 January 1961	•	Retained
Letter dated 31 December 1960 from the Minister for External Affairs of Cuba addressed to the President of the Security Council	4 January 1961; 5 January 1961	•	Retained
The situation in the India/Pakistan subcontinent	4 December 1971; 27 December 1971	•	Retained
Letter dated 3 December 1971 from the Permanent Representatives of Algeria, Iraq, the Libyan Arab Republic and the People's Democratic Republic of Yemen to the United Nations addressed to the President of the Security Council	9 December 1971; 9 December 1971	•	Retained
Complaint by Cuba	17 September 1973; 18 September 1973	•	Retained
The situation between Iran and Iraq	26 September 1980; 31 January 1991	•	Retained
Letter dated 1 October 1985 from the Permanent Representative of Tunisia to the United Nations addressed to the President of the Security Council	2 October 1985; 4 October 1985)	•	Retained
Letter dated 19 April 1988 from the Permanent Representative of Tunisia to the United Nations addressed to the President of the Security Council	21 April 1988; 25 April 1988	•	Retained
Letter dated 2 February 1990 from the Permanent Representative of Cuba to the United Nations addressed to the President of the Security Council	9 February 1990; 9 February 1990	•	Retained
The situation between Iraq and Kuwait	2 August 1990; 27 June 2013	•	Retained considered in 2019 (S/PV.8463)
The situation in Georgia	8 October 1992; 15 June 2009	•	Retained
The promotion and strengthening of the rule of law in the maintenance of international peace and security	24 September 2003; 21 February 2014	•	Retained considered in 2019 (S/PV.8499, S/PV.8596 and S/PV.8599)

Items considered at Security Council meetings

While it remained seized of 69 items during the review period, the Council considered 49 items at its meetings in 2019. Of the 49 items considered in 2019 at meetings of the Council, 27 concerned country-specific

and regional situations and 22 concerned thematic and other issues. Table 8 provides an overview of the items on the agenda of the Council and those items that were considered at formal meetings of the Council during the period under review.

Table 8

Items on the agenda of the Council and their consideration at formal meetings, 2019

<i>Item</i>	<i>Considered at a formal meeting</i>
Country-specific and regional situations	
Africa	
Central African region	Yes
Letter dated 20 February 1958 from the representative of the Sudan addressed to the Secretary-General	No
Letter dated 1 October 1985 from the Permanent Representative of Tunisia to the United Nations addressed to the President of the Security Council	No
Letter dated 19 April 1988 from the Permanent Representative of Tunisia to the United Nations addressed to the President of the Security Council	No
Peace and security in Africa	Yes
Peace consolidation in West Africa	Yes
Reports of the Secretary-General on the Sudan and South Sudan	Yes
The situation concerning the Democratic Republic of the Congo	Yes
The situation concerning Western Sahara	Yes
The situation in Burundi	Yes
The situation in Côte d'Ivoire	No
The situation in the Great Lakes region	Yes
The situation in Guinea-Bissau	Yes
The situation in Liberia	No
The situation in Libya	Yes
The situation in Mali	Yes
The situation in Somalia	Yes
The situation in the Central African Republic	Yes
Americas	
Letter dated 11 July 1960 from the Minister for Foreign Affairs of Cuba addressed to the President of the Security Council	No
Letter dated 31 December 1960 from the Minister for External Affairs of Cuba addressed to the President of the Security Council	No
Complaint by Cuba	No

<i>Item</i>	<i>Considered at a formal meeting</i>
Letter dated 2 February 1990 from the Permanent Representative of Cuba to the United Nations addressed to the President of the Security Council	No
Identical letters dated 19 January 2016 from the Permanent Representative of Colombia to the United Nations addressed to the Secretary-General and the President of the Security Council (S/2016/53)	Yes
The situation in the Bolivarian Republic of Venezuela	Yes
The question concerning Haiti	Yes
Asia	
The situation in Afghanistan	Yes
The situation in the Democratic People's Republic of Korea	No
The Hyderabad question	No
The India-Pakistan question	No
The situation in the India/Pakistan subcontinent	No
The situation in Myanmar	Yes
Europe	
The situation in Bosnia and Herzegovina	Yes
The situation in Cyprus	Yes
The situation in Georgia	No
Letter dated 28 February 2014 from the Permanent Representative of Ukraine to the United Nations addressed to the President of the Security Council (S/2014/136)	Yes
Letter dated 13 April 2014 from the Permanent Representative of the Russian Federation to the United Nations addressed to the President of the Security Council (S/2014/264)	Yes
Security Council resolutions 1160 (1998) , 1199 (1998) , 1203 (1998) , 1239 (1999) and 1244 (1999)	Yes
Letter dated 13 March 2018 from the Chargé d'affaires a.i. of the Permanent Mission of the United Kingdom of Great Britain and Northern Ireland to the United Nations addressed to the President of the Security Council (S/2018/218)	No
Middle East	
Letter dated 3 December 1971 from the Permanent Representatives of Algeria, Iraq, the Libyan Arab Republic and the People's Democratic Republic of Yemen to the United Nations addressed to the President of the Security Council (S/10409)	No
The situation between Iran and Iraq	No
The situation concerning Iraq	Yes
The situation between Iraq and Kuwait	Yes
The situation in the Middle East	Yes
The situation in the Middle East, including the Palestinian question	Yes
Total, country-specific and regional situations	27 items
Thematic and other issues	
Briefing by the Chairperson-in-Office of the Organization for Security and Cooperation in Europe	Yes
Briefings by Chairs of subsidiary bodies of the Security Council	Yes

<i>Item</i>	<i>Considered at a formal meeting</i>
Briefing by the President of the International Court of Justice	Yes
Briefing by the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator	No
Briefing by the United Nations High Commissioner for Refugees	Yes
Children and armed conflict	Yes
Consideration of the draft report of the Security Council to the General Assembly	Yes
Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Yes
General issues relating to sanctions	No
Implementation of the note by the President of the Security Council (S/2017/507)	Yes
International Residual Mechanism for Criminal Tribunals	Yes
Maintenance of international peace and security	Yes
Meeting of the Security Council with the troop- and police-contributing countries pursuant to resolution 1353 (2001) , annex II, sections A and B	Yes
Non-proliferation	Yes
Non-proliferation/Democratic People's Republic of Korea	Yes
Non-proliferation of weapons of mass destruction	Yes
Peacebuilding and sustaining peace	Yes
The promotion and strengthening of the rule of law in the maintenance of international peace and security	Yes
Protection of civilians in armed conflict	Yes
Security Council mission	Yes
Small arms	No
Threats to international peace and security	Yes
Threats to international peace and security caused by terrorist acts	Yes
United Nations peacekeeping operations	Yes
Women and peace and security	Yes
Total, thematic and other issues	22 items
Total number of items on the agenda	69 items
Total number of items discussed	49 items

C. Discussions concerning the agenda

During the period under review, members of the Council discussed the agenda and the matters of which the Council was seized during the annual open debate on the working methods of the Council under the item entitled “Implementation of the note by the President

of the Security Council ([S/2017/507](#))”.³⁸ In addition, discussions on the agenda of the Council occurred in connection with country- or region-specific items and related to procedural votes concerning the adoption of the agenda (see cases 2 and 3), and during an open debate under the item entitled “Maintenance of

³⁸ See [S/PV.8539](#).

international peace and security”, focusing on the nexus between climate change and security (see case 4). In 2019, the Council also discussed whether the situation in Burundi should remain on its agenda (see case 5).

Case 2 The situation in the Bolivarian Republic of Venezuela

At the 8452nd meeting, held on 26 January 2019, the Council met to discuss the situation in the Bolivarian Republic of Venezuela.³⁹ Council members expressed differing views about the holding of the meeting and objections to the adoption of the provisional agenda led to a procedural vote in the Council. Prior to the vote on the provisional agenda, the representative of the Russian Federation opposed the adoption of the agenda item and stated that the internal situation in the Bolivarian Republic of Venezuela was not an item on the agenda of the Council and that he saw no external threats arising from what was taking place in that country. He argued that it would be more appropriate to conduct a discussion under the item entitled “Threats to international peace and security”, in the light of the violation of Article 2, paragraph 4, of the Charter of the United Nations, and called on others to support his delegation’s position. The Secretary of State of the United States said that the capacity of regional countries to adequately address the urgent humanitarian needs had been overwhelmed. He also mentioned the letter from the Secretary-General of the Organization of American States specifically describing the destabilizing impact of the crisis on the region, and argued that the Council could not delay the critical conversation, which had the world’s attention.

Immediately thereafter, the provisional agenda was put to a vote and adopted, receiving nine votes in favour and four against, with two abstentions.⁴⁰ Speaking after the vote, the representative of Peru said that it important that the Council discussed the

situation in the Bolivarian Republic of Venezuela in accordance with Article 34 of the Charter of the United Nations, which authorized it to address any situation that was likely to endanger the maintenance of international peace and security, as well as the commitment to the preventive diplomacy efforts that the Council must undertake. He further noted that the rupture of constitutional order in the Bolivarian Republic of Venezuela had given way to a serious political, economic and humanitarian crisis, which represented a threat to regional peace and security. The representative of France stated that the situation in the Bolivarian Republic of Venezuela went beyond the borders of the country and that it was perfectly legitimate for the Council to address the issue as part of its role in conflict prevention. Similarly, the representative of Kuwait said that the Council had a fundamental role to play in implementing preventive diplomacy in order to prevent conflicts and address crises at an early stage, should there be any early signs of a situation leading to a threat to international peace and security, in accordance with Chapter VI, Article 34, of the Charter. In addition, the representative of Germany argued that, given the massive violations of human rights and the threats to international peace and security, it was right that the Council discussed the issue. Moreover, the representative of Belgium said that it was clear that the Council had a responsibility to address the situation in the Bolivarian Republic of Venezuela, which constituted a threat to international peace and security: the threat to the stability of the region was evident when three million people fled their country because of its economic and political collapse.

By contrast, the representative of Equatorial Guinea argued that the situation in the Bolivarian Republic of Venezuela was an internal matter and said that it did not pose a threat to international peace and security. The representative of China argued against adding the situation in the Bolivarian Republic of Venezuela to the Council’s agenda because the situation in the country was a domestic matter and did not constitute a threat to international peace and security. The representative of Indonesia, explaining his delegation’s abstention, said that the briefing should be considered under a different agenda item, namely “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security”.

³⁹ See [S/PV.8452](#).

⁴⁰ *In favour*: Belgium, Dominican Republic, France, Germany, Kuwait, Peru, Poland, United Kingdom, United States; *against*: China, Equatorial Guinea, Russian Federation, South Africa; *abstaining*: Côte d’Ivoire, Indonesia.

Case 3

Letter dated 13 April 2014 from the Permanent Representative of the Russian Federation to the United Nations addressed to the President of the Security Council (S/2014/264)

At the 8529th meeting, held on 20 May 2019 at the request of the Russian Federation, the Council convened to discuss the situation in Ukraine.⁴¹ Objections to the adoption of the provisional agenda led to a procedural vote in the Council. Prior to the vote, the representative of France stated that he opposed the adoption of the provisional agenda because the request to hold an open meeting on the law on the use of Ukrainian as the national language on the day of the inauguration of the new President of Ukraine, who had been democratically elected in a transparent electoral process, was not intended to contribute to resolving the crisis between the Russian Federation and Ukraine. The representative of Germany expressed support for the statement made by the representative of France and said that his delegation also opposed the adoption of the provisional agenda. The representative of the United States also made a statement opposing the adoption of the provisional agenda, stating that the request for the meeting was an attempt to distract from the peaceful, democratic transfer of power happening on that day in Ukraine. On the other hand, the representative of the Russian Federation argued that it was essential for the Council to pre-emptively give its opinion of the law establishing the status of Ukrainian as the country's national language before the law came into force in mid-July because the law was a direct violation of the spirit and letter of the package of measures for fulfilling the Minsk agreements, which the Council had approved and supported through its adoption of resolution 2202 (2015) and its presidential statement of June 2018.⁴² The representative of Poland, however, said that the request to hold a meeting on Ukraine on 20 May 2019 was surprising; the delegation of Poland believed that Russian aggression against the sovereignty and territorial integrity of Ukraine was a direct threat to international peace and security, while the fact that the legitimate authorities of Ukraine had signed a bill into law was not.

The provisional agenda for the meeting was put to a vote and failed to be adopted for lack of the

required number of affirmative votes.⁴³ After the vote, the representative of the Russian Federation expressed regret at the result of the vote and deplored the fact that some Council members had displayed double standards with regard to the discussion of the issue of Ukraine. He also stated that he could not accept the argument that delegations needed more time to study the law, as the text of the Ukrainian law existed and had been publicly available since late 2018. The representative of the United Kingdom said that the Council had voted on whether to have a meeting on the subject and that the representative of the Russian Federation showed disrespect for the Council by giving a substantive intervention on a meeting that was not happening, instead of an explanation of vote. The representative of Belgium stated that he had called several times for the meeting to be postponed for a few days without success. His delegation had voted against the adoption of the provisional agenda because there was a lack of information on the law in question and because it did not feel that holding a briefing on the very day that the new President of Ukraine took office created an environment conducive to resuming dialogue. By contrast, the representative of China explained that he had voted in favour of the provisional agenda because, among other things, the Council should play a constructive role by creating an external environment conducive to the proper resolution of the relevant issues, promoting peace, stability and development in Ukraine, and achieving harmonious coexistence among the various ethnic groups of Ukraine, as well as peaceful coexistence between Ukraine and other countries in the region. The representative of South Africa stated that she had supported the request for the meeting on the basis of consistency, having acceded to requests from other delegations for briefings on matters that they regarded as urgent and important, and based on the fact that Ukraine was on the agenda of the Council and on rule 2 of the provisional rules of procedure, which provided for such a meeting. The representative of Indonesia noted that he had abstained in the voting on the provisional agenda because, while the request from the Russian delegation had been addressed to the Council in accordance with rule 2 of the provisional rules of procedure, he believed that the discussion in the Council could be efficient and effective only if all Council members had enough time to consider all

⁴¹ See S/PV.8529.

⁴² S/PRST/2018/12.

⁴³ *In favour*: China, Dominican Republic, Equatorial Guinea, Russian Federation, South Africa; *against*: Belgium, France, Germany, Poland, United Kingdom, United States; *abstaining*: Côte d'Ivoire, Indonesia, Kuwait, Peru.

developments in the field and were united in the decision to proceed with the discussion.

Case 4 Maintenance of international peace and security

At the 8451st meeting, held on 25 January 2019, under the item entitled “Maintenance of international peace and security”, discussions centred on addressing the impacts of climate-related disasters on international peace and security, the sub-item for the meeting, and in particular on the role of the Council in addressing climate-related risks.⁴⁴ The meeting was held at the initiative of the Dominican Republic, which held the presidency of the Council for the month.⁴⁵ Council members and Member States exchanged views on the role of the Council in responding to climate-related security threats. The Minister for Foreign Affairs of Belgium said that it was high time for climate-related risks to be reflected in the Council’s regular work. His delegation attached great importance to the integration of climate risks into country or regional discussions, including with regard to the renewal of peacekeeping mandates. He added that taking climate risks into account was no longer an option but a necessity, if the Council was to assume its full responsibility and strengthen its capacity to prevent conflicts. The Minister for Foreign Affairs of Indonesia called on the Council to consolidate efforts to better respond to the security impacts of climate change and build upon past accomplishments. She suggested that one concrete step that the Council could take was to better equip its peacekeepers with the capacity to carry out not only peacekeeping operations but also climate peace missions.

The representative of Norway reiterated the primary responsibility of the Council for maintaining international peace and security and affirmed that the climate-security nexus merited a place on the Council’s agenda, expressing support for the initiative to appoint a United Nations special representative for climate and security. The representative of Switzerland called on the Council to systematically integrate climate risks into the regional and country situations already on its agenda and take full advantage of the existing information and resources available within the United Nations system. The representative of Ireland believed that a global response was the only way to address the

threat of climate-related disasters; therefore, climate and security concerns should be considered across all country-specific situations on the Council’s agenda. The representative of France called on the Council to fully implement the request put forward by the Council in its presidential statement of July 2011,⁴⁶ adopted at the initiative of Germany, that the reports of the Secretary-General on the conflicts on the Council’s agenda should include contextual information with regard to the impact of climate change on those conflicts. She said that through such an approach, the Council could anticipate and implement appropriate responses to the threats to peace and security that already existed in some regions, such as the Sahel or island States, but also in Southern Africa, Central America or South-East Asia, which might be less immediate but could in due course have an equally disastrous impact on security.

The representative of the Russian Federation reiterated his country’s position with regard to the security impacts of climate change and said that his delegation deemed it excessive, and even counterproductive, to consider climate change in the Council, whose aim under the Charter of the United Nations was to swiftly respond to serious challenges to international peace and security. He said that climate change was not a universal challenge in the context of international security and noted that a generalized linking of the topic of climate change with peace could lead to the false assumption that the problems of the environment were unavoidable and always led to conflict. In that regard, he accepted that climate risks must be taken into consideration, not in a generic way but in the context of discussing specific and real situations on the Council’s agenda – if they existed and if they were real. The representative of Brazil said that environmental issues did not fall squarely under the authority of the Council, the primary organ charged with maintaining international peace and security under the Charter. There was no direct cause-and-effect relationship between a natural disaster and the outbreak of conflict; linking security issues to the environmental agenda risked mistakenly assuming that any environmental stress or natural disaster would automatically lead to social unrest, armed conflict and, eventually, to a threat to international peace and security. The representative of India, highlighting the complex and contested nexus between climate change and security, cautioned against securitizing climate change, as a securitized approach risked pitting States into a competition. He said that thinking in security terms engendered overly militarized solutions to

⁴⁴ See [S/PV.8451](#).

⁴⁵ The Council had before it a concept note annexed to a letter dated 2 January 2019 ([S/2019/1](#)). For more information on the meeting and participation, see part I, sect. 38.

⁴⁶ [S/PRST/2011/15](#).

problems that inherently required non-military responses to resolve them.

The representative of Mexico, emphasizing the importance of improving the mechanisms and methods for managing the risk of extreme climate events, noted with satisfaction that such analyses had begun to be included in the mandates of some peacekeeping operations that recognized the effects of climate change as risk factors. The application of such an approach would be welcome in reviewing various conflicts on the Council's agenda. Nonetheless, he emphasized that a clear division of labour within the United Nations system was the best way forward to address the impact of climate change on international peace and security. As one of the principal organs of the Organization, the Council should reaffirm its role as a contributor to the harmonized efforts of the entire system, not as a body that dealt with the climate-security nexus alone or in isolation. The representative of Algeria pointed out that the Council had numerous issues on its agenda and that a great deal was expected of it in terms of preventing and resolving conflicts; therefore, it would be natural for the Council to focus on such issues rather than on opening new, undefined territories for consideration.

Case 5

The situation in Burundi

At the 8465th meeting, held on 19 February 2019, the Council met to discuss the situation in Burundi.⁴⁷ Speakers held divergent views on whether the item should remain on the Council's agenda. Although he understood the objection of the Government of Burundi to being included on the Council's agenda, the representative of the United States affirmed that his country was deeply concerned by rising regional tensions, the increasing diplomatic isolation of Burundi and deep domestic political divides. He said that it would be irresponsible for the Council to disengage before 2020 and urged the Council members and the Burundian counterparts to put their collective effort into increasing productive dialogue and reducing the likelihood of violence in Burundi. The representative of the United Kingdom said that the run-up to the 2020 elections was a critical time. While he welcomed the current stability in Burundi, he cautioned that failure to address alleged human rights violations and the ongoing humanitarian crisis would threaten that stability. His delegation believed that it was crucial that the region and the international community remained seized of the

⁴⁷ See [S/PV.8465](#).

situation and that Burundi should remain on the Council's agenda.

In contrast, the representative of the Russian Federation was of the view that the situation in Burundi did not pose any threats to international peace and security and questioned whether it made sense to keep Burundi as an item on the Council's overburdened agenda. Keeping the Council's attention focused on Burundi was becoming counterproductive and served as a convenient excuse for the unreconciled opposition to complicate the country's internal political processes. The representative of China, noting that the Government of Burundi had time and again stated that the situation in Burundi was not a threat to regional peace and security and that the issue should not remain on the Council's agenda, called on the Council to heed the sentiments of the representatives of Burundi. The representative of Equatorial Guinea stated that his country was greatly encouraged by the situation in Burundi and that the peace and calm prevailing in the country should lead the Council to seriously consider removing Burundi from its agenda. The representative of Burundi reiterated his appeal to the Council to remove the issue of Burundi from its agenda, as the current political and security situation in the country in no way constituted a threat to international peace and security that could justify it being arbitrarily maintained on the Council's agenda. He noted that the series of meetings on Burundi could become yet another factor of destabilization instead of promoting peace and calm.

At the 8550th meeting, held on 14 June 2019, the Council convened again to discuss the situation in Burundi.⁴⁸ The representative of Equatorial Guinea said that there was a return to normalcy in Burundi after the attempts at destabilization that had followed the 2015 elections. Burundi had democratically elected institutions across the nation, which would be renewed in the same way in the 2020 elections. She also noted other positive developments, including the election of Burundi as a member of the Peace and Security Council of the African Union, which was a reflection of the situation in the country, and reiterated the need for the Security Council to remove Burundi from its agenda, since the situation in the country no longer represented any threat to international peace and security. The representative of China said that since elections were the internal affairs of any country, the international community should fully respect the ownership and leadership of Burundi and provide assistance in accordance with the needs of the Government. He recalled that the Government of

⁴⁸ See [S/PV.8550](#).

Burundi had said many times that the situation did not pose a threat to regional peace and security and that the Burundi issue should not remain on the Council's agenda. The representative of the Russian Federation reaffirmed that the situation in Burundi did not pose a threat to international peace and security and stated that the Council's continued attention had long been counterproductive, with its discussions doing nothing but making the country's internal political processes more difficult. He said that it was essential that the Council take Burundi off its already overburdened agenda.

By contrast, the representative of Germany said that it was timely that the issue was back on the agenda as it still represented a threat to peace and security. While acknowledging the position of the representative of Burundi, the representative of Germany noted that the domestic political crisis of Burundi was unresolved, with a volatile security situation and rising tensions in neighbouring areas. He said that the

Council had heard very clearly how everyone in the region and from the United Nations was ready to help and he was encouraged by the activities of the East African Community, the African Union, the United Nations, the Peacebuilding Commission and the Peacebuilding Fund in relation to the situation in Burundi. The representative of Burundi emphasized that Burundi was on the Council's agenda for political reasons and external interests that had no relevance to the welfare of the Burundian people. He maintained that the continued series of meetings on Burundi was a destabilizing factor rather than one that promoted peace and tranquillity. He added that such unnecessary meetings indirectly encouraged the 2015 putschists who had fled the country and were being pursued by Burundian justice. Reiterating his call for Burundi to be taken off the Council's agenda, he noted that the place of Burundi was with the United Nations agencies and programmes that addressed socioeconomic development.

III. Representation and credentials

Note

Section III covers the practice of the Council concerning representation and the credentials of its members, in relation to rules 13 to 17 of the provisional rules of procedure.

Rule 13

Each member of the Security Council shall be represented at the meetings of the Security Council by an accredited representative. The credentials of a representative on the Security Council shall be communicated to the Secretary-General not less than twenty-four hours before he takes his seat on the Security Council. The credentials shall be issued either by the Head of the State or of the Government concerned or by its Minister of Foreign Affairs. The Head of Government or Minister of Foreign Affairs of each member of the Security Council shall be entitled to sit on the Security Council without submitting credentials.

Rule 14

Any Member of the United Nations not a member of the Security Council and any State not a Member of the United Nations, if invited to participate in a meeting or meetings of the Security Council, shall submit credentials for the representative appointed by it for this purpose. The credentials of such a representative shall be communicated to the Secretary-

General not less than twenty-four hours before the first meeting which he is invited to attend.

Rule 15

The credentials of representatives on the Security Council and of any representative appointed in accordance with rule 14 shall be examined by the Secretary-General who shall submit a report to the Security Council for approval.

Rule 16

Pending the approval of the credentials of a representative on the Security Council in accordance with rule 15, such representative shall be seated provisionally with the same rights as other representatives.

Rule 17

Any representative on the Security Council, to whose credentials objection has been made within the Security Council, shall continue to sit with the same rights as other representatives until the Security Council has decided the matter.

During the period under review, in accordance with rule 13 of the provisional rules of procedure, the credentials of the representatives of the members of the Council were communicated to the Secretary-General. The Secretary-General subsequently submitted his

report to the Council pursuant to rule 15. Such reports were transmitted to the Council when there were changes in the representation of members of the Council,⁴⁹ as well as when representatives of the newly elected members of the Council were designated prior

⁴⁹ See, for example, [S/2019/12](#), [S/2019/552](#) and [S/2019/772](#).

to the beginning of each term.⁵⁰ No discussions regarding the interpretation and application of rules 13 to 17 arose during the period under review.

⁵⁰ For the report of the Secretary-General concerning the credentials of the representatives and deputies and alternate representatives of members of the Security Council elected for the period 2019 to 2020, see [S/2018/1161](#).

IV. Presidency

Note

Section IV covers the practice of the Council concerning the monthly rotation of the presidency, the role of the President and the temporary cession of the chair by the President during the consideration of a particular question with which the Member State he or she represents is directly connected, in relation to rules 18 to 20 of the provisional rules of procedure.

Rule 18

The presidency of the Security Council shall be held in turn by the members of the Security Council in the English alphabetical order of their names. Each President shall hold office for one calendar month.

Rule 19

The President shall preside over the meetings of the Security Council and, under the authority of the Security Council, shall represent it in its capacity as an organ of the United Nations.

Rule 20

Whenever the President of the Security Council deems that for the proper fulfilment of the responsibilities of the presidency he should not preside over the Council during the consideration of a particular question with which the member he represents is directly connected, he shall indicate his decision to the Council. The presidential chair shall then devolve, for the purpose of the consideration of that question, on the representative of the member next in English alphabetical order, it being understood that the provisions of this rule shall apply to the representatives on the Security Council called upon successively to preside. This rule shall not affect the representative capacity of the President as stated in rule 19, or his duties under rule 7.

This section comprises two subsections, namely:
A. The role of the President of the Security Council

(rules 18 and 19); and B. Discussions concerning the presidency of the Security Council.

In 2019, there were no instances of the application of rule 20.

A. Role of the President of the Security Council (rules 18 and 19)

In accordance with rule 18 of the provisional rules of procedure, the presidency of the Council was held in turn for one calendar month by the members of the Council in the English alphabetical order. In addition to presiding over meetings of the Council, informal consultations of the whole and informal interactive dialogues, the President of the Council continued to perform several functions under the authority of the Council, in accordance with rule 19. These functions included (a) briefing non-members of the Council and the media on the monthly programme of work of the Council at the beginning of the month; (b) representing the Council and delivering statements on its behalf, including the presentation of the annual report of the Council to the General Assembly,⁵¹ and (c) delivering statements or elements to the press, following informal consultations of the whole or whenever Council members reached an agreement on a text. The Presidents of the Council continued to maintain the practice of holding monthly meetings with the Secretary-General and the President of the General Assembly.⁵² Representatives of Council members continued to submit, in their national capacities, assessments providing information on the main aspects

⁵¹ At its 8597th meeting, on 20 August 2019 (see [S/PV.8597](#)), the Council adopted its report to the General Assembly ([A/73/2](#)). The report was introduced to the Assembly at the 105th plenary meeting of its seventy-third session on 10 September 2019 by the President of the Council for the month of September (Russian Federation). See also part IV, sect. I.F.

⁵² See General Assembly resolution [72/313](#), para. 91. See also General Assembly resolution [73/341](#), para. 10.

of the work of the Council during the month of their respective presidencies.⁵³

Following previous practice, and in accordance with the note by the President dated 30 August 2017, the introduction to the annual report of the Council to the General Assembly for 2018 was prepared under the coordination of the President of the Council for the month of August 2018 (United Kingdom),⁵⁴ who continued the practice of convening informal meetings with Member States to exchange views on the annual report, a practice initiated in 2008.⁵⁵ On 27 December 2019, the Council issued a note by the President further to the measures contained in the note by the President dated 30 August 2017,⁵⁶ in particular the relevant measures relating to the annual report of the Council to the General Assembly.⁵⁷ In the note, the members of the Council recalled that the introduction to the report should be completed no later than 31 January so as to allow the Secretariat enough time for translation. In addition, the note provided that the Secretariat should submit the draft report, including the introduction to the report, to the members of the Council no later than 15 March following the period covered by the report, so that it could be discussed and thereafter adopted by the Council no later than 30 May, in time for its consideration by the Assembly immediately thereafter.

⁵³ See, for example, [S/2019/744](#), [S/2019/910](#) and [S/2019/1015](#). A list of the monthly assessments is provided in the annual reports of the Council to the General Assembly and is also available at www.un.org/securitycouncil/content/monthly-assessments.

⁵⁴ [S/2017/507](#), annex, para. 127.

⁵⁵ See [S/PV.8597](#).

⁵⁶ [S/2017/507](#), annex, paras. 125–139.

⁵⁷ [S/2019/997](#).

The members of the Council further agreed that those provisions would be applicable to the report to be presented to the Assembly at its seventy-fifth session, in 2021, covering the period from 1 January to 31 December 2020.

In 2019, during their respective presidencies, Council members continued to take the initiative of bringing to the attention of the Council emerging general and cross-border threats to international peace and security, at times adding new sub-items to existing thematic items with a view to informing the deliberations.⁵⁸ In several such instances, to frame the discussion, a concept paper prepared by the State holding the monthly presidency was circulated prior to the meeting.⁵⁹ A number of Council members continued also the practice of circulating summaries of the meetings they had organized during their presidencies. Table 9 lists all national summaries published in 2019 of open debates by delegations holding the monthly presidency.

⁵⁸ For more information on referrals by Member States pursuant to Article 35 of the Charter, see part VI, sect. I.A.

⁵⁹ For example, at its 8451st meeting, held on 25 January 2019, the Council had before it a concept note on the theme “Addressing the impacts of climate-related disasters on international peace and security”, annexed to a letter dated 2 January 2019 from the Permanent Representative of the Dominican Republic addressed to the Secretary-General ([S/2019/1](#)) (see [S/PV.8451](#)); at its 8569th meeting, held on 9 July 2019, the Council had before it a concept note on the theme “Linkages between international terrorism and organized crime”, annexed to a letter dated 27 June 2019 from the Permanent Representative of Peru addressed to the Secretary-General ([S/2019/537](#)) ([S/PV.8569](#)).

Table 9
National summaries of open debates by delegations holding the monthly presidency, 2019

<i>Presidency</i>	<i>Communication</i>	<i>Theme</i>	<i>Meeting record and date</i>
Dominican Republic	Letter dated 4 February 2019 from the Chargé d'affaires a.i. of the Permanent Mission of the Dominican Republic to the United Nations addressed to the Secretary-General (S/2019/113)	Addressing the impacts of climate-related disasters on international peace and security	S/PV.8451 25 January 2019
Indonesia	Letter dated 10 July 2019 from the Permanent Representative of Indonesia to the United Nations addressed to the President of the Security Council (S/2019/576)	Investing in peace: improving safety and performance of United Nations peacekeepers	S/PV.8521 7 May 2019

<i>Presidency</i>	<i>Communication</i>	<i>Theme</i>	<i>Meeting record and date</i>
Indonesia	Letter dated 5 July 2019 from the Permanent Representative of Indonesia to the United Nations addressed to the President of the Security Council (S/2019/586)	Protection of civilians in armed conflict	S/PV.8534 23 May 2019
Peru	Letter dated 8 October 2019 from the Chargé d'affaires a.i. of the Permanent Mission of Peru to the United Nations addressed to the President of the Security Council (S/2019/803)	Strengthening triangular cooperation	S/PV.8570 10 July 2019

In the note by the President dated 30 August 2017, the incoming presidencies were encouraged to discuss the provisional monthly programme of work with other members of the Council well in advance of their respective presidencies.⁶⁰ The note also provided that Council members, during their respective presidencies, should ordinarily plan no more than four days per week of Council business, Fridays normally being allocated to facilitate the work of the Council's subsidiary bodies.⁶¹

On 27 December 2019, the Council issued a note by the President establishing that, in an effort to enhance the efficiency and transparency of the Council's work, it had been agreed that all activities not listed in the Council's monthly provisional programme of work would be listed in an unofficial addendum document prepared by, and at the discretion of, the President of the Council.⁶²

The note by the President dated 30 August 2017 encouraged the President of the Council to hold informal or formal wrap-up sessions with the wider membership on the work of the Council, as appropriate.⁶³ On 27 December 2019, a new note by the President was issued regarding wrap-up sessions, encouraging Council members, during their respective presidencies, to utilize the "Toledo-style" format during informal briefing sessions with the wider membership and to forgo detailed summaries of the Council's activities in favour of a more analytical discussion with non-Council members and to utilize more time to hear their feedback.⁶⁴ The note also indicated that the President of the Council could invite the lead or co-leads of a Council visiting mission that was held during that month to actively contribute to the wrap-up session. The President was also encouraged to

announce the date of the wrap-up session with sufficient time to allow for adequate preparation by all participants and to request the inclusion of the wrap-up session in the Council's monthly programme of work and the *Journal of the United Nations*.

During the period under review, the role of the presidency was discussed in communications to the Council. In a letter dated 28 February 2019 addressed to the President of the Council, the Permanent Representative of Colombia protested "in the strongest terms" against the decision of the President of the Council not to allow Colombia to take the floor at the meeting held on 28 February on the item entitled "The situation in the Bolivarian Republic of Venezuela".⁶⁵ He stated that the denial of his delegation's right to respond in a national capacity to the "false and reckless claims" directed specifically against Colombia, which were categorically rejected by his Government, had led to the dissemination of biased information to the members of the Council and to the public around the world. In a note verbale dated 30 April 2019 addressed to the President of the Council, the Permanent Mission of Germany transmitted a letter from the President of the Human Rights Council concerning his breakfast with the members of the Security Council on 10 April 2019.⁶⁶ The President of the Human Rights Council said that the event had proven to be a valuable opportunity to establish an "informal channel of dialogue" between the Human Rights Council and the Security Council and to strengthen the Geneva-New York relationship. Recalling the discussion during the breakfast about a proposal to seek opportunities to "organize some form of informal discussion in Geneva between the members of the Human Rights Council and the President of the Security Council for the month", the President of the Human Rights Council noted an existing practice whereby informal conversations between high-level

⁶⁰ S/2017/507, annex, para. 2.

⁶¹ Ibid., annex, para. 1.

⁶² S/2019/992.

⁶³ S/2017/507, annex, para. 7.

⁶⁴ S/2019/994.

⁶⁵ S/2019/197.

⁶⁶ S/2019/356.

United Nations representatives and members and observers of the Human Rights Council were convened in an ad hoc manner. He added that should there be an opportunity for the President of the Security Council to travel to Geneva, he would find it very constructive for such an informal conversation to be organized. In a letter dated 30 May 2019 addressed to the President of the Security Council, the Permanent Representatives of China and the Russian Federation indicated that they did not consider the informal breakfast held on 10 April 2019 as the establishment of an “informal channel of dialogue” between the Security Council and the Human Rights Council.⁶⁷ They recalled that China and the Russian Federation had not expressed their support for the proposal to convene an informal discussion of any kind in Geneva and added that they had not been provided with reasonable arguments proving that unofficial interaction between the President of the Security Council and the members of the Human Rights Council would contribute to the more effective fulfilment of the Council’s mandate. They noted that the Human Rights Council, as a subsidiary organ of the General Assembly, was not authorized to interact with the Security Council, and drew attention to the fact that any contacts between the President of the Security Council and the Human Rights Council should be considered and agreed upon by the members of the Security Council in accordance with the established procedure. They added that all possible trips of the President of the Security Council to Geneva for an informal dialogue with the members of the Human Rights Council would be considered as “unapproved initiatives” and that the President of the Security Council would not be representing the Council in that capacity.

B. Discussions concerning the presidency of the Security Council

In 2019, aspects of the presidency of the Security Council were discussed during Council meetings. At the 8502nd meeting of the Council, held on 3 April 2019 under the item entitled “The question concerning Haiti”, the representative of Germany highlighted some of the activities undertaken during the German-French twin presidencies for the months of March and April, including being co-leads, together with Côte d’Ivoire, of the Security Council mission to the Sahel.⁶⁸ The representative of France noted that the aim of the twin presidencies was to improve not just the customs and

methods of the Council but also the results on the ground. The representative of Germany also noted two innovations of their twin presidencies, namely opening the curtains of the Security Council Chamber and using an hourglass timer set to five and half minutes. The representatives of Equatorial Guinea and South Africa welcomed the innovations, with the latter expressing the hope that drawing open the curtains and shedding light on the Council would lead to greater transparency in its work and perhaps ultimately to the reform of the Council demanded by most Member States, especially the African States. At the 8508th meeting of the Council, held on 11 April 2019 under the item entitled “United Nations peacekeeping operations”, the representative of the Netherlands thanked the German presidency for bringing more light and transparency to the gathering by opening the curtains and for its tremendous efforts to ensure better timekeeping.⁶⁹ At the 8517th meeting of the Council, held on 29 April 2019 under the item entitled “The situation in the Middle East, including the Palestinian question”, the representative of Maldives congratulated France and Germany for the successful joint presidency and said that it was an example of how collaborative partnerships could help to strengthen multilateralism. He expressed his appreciation for the positive changes introduced in recent months to improve the transparency of the workings of the Council and thereby help to increase the legitimacy of its decisions.⁷⁰

Case 6 Implementation of the note by the President of the Security Council (S/2017/507)

At its 8539th meeting, held on 6 June 2019 under the item entitled “Implementation of the note by the President of the Security Council (S/2017/507)”, the Council held its annual open debate, under the presidency of Kuwait, to discuss the working methods of the Council.⁷¹ Council Members and Member States shared views on the practice of monthly wrap-up sessions and the role of the presidency of the Council in increasing interactivity and transparency.

The representatives of Singapore, Switzerland, Slovenia and Liechtenstein encouraged each presidency to plan for an interactive wrap-up session and to include it in the programme of work. Speaking on behalf of the Accountability, Coherence and Transparency Group, the representative of Switzerland said that wrap-up sessions constituted an important vehicle for transparency and accountability regarding the Council’s work, and called for the holding of such

⁶⁷ S/2019/449.

⁶⁸ See S/PV.8502. For more information on the discussion, see part I, sect. 33.

⁶⁹ See S/PV.8508.

⁷⁰ See S/PV.8517.

⁷¹ See S/PV.8539.

sessions at the end of every month, preferably in the Toledo format so as to enhance interaction with the wider membership. The representative of Switzerland added that sessions should be announced in the monthly programme of work, or at least with sufficient advance notice to ensure wide participation and substantive discussions.

In a similar vein, the representative of Singapore said that his delegation was encouraged by the greater use of Toledo-format dialogues and the regularization of introductory and wrap-up meetings with the wider membership by each month's President and hoped that such meetings would continue as standard practice. He suggested that the date and time of the meetings should be fixed well in advance and communicated to all members with ample notice to ensure that all could come prepared to participate. The representative of Slovenia, aligning her statement with that delivered by the representative of Switzerland on behalf of the Accountability, Coherence and Transparency Group, said that wrap-up sessions were very valuable to the wider membership as they provided Member States not only with useful information but also with the unique perspectives of individual Council members. The representative of Liechtenstein also highlighted the importance of wrap-up sessions and said that his delegation participated actively and regularly in such sessions whenever they were organized at the end of a Council presidency as they were important opportunities for the wider membership to voice opinions and ask questions and for the Council to hear from its constituency. He looked forward to seeing further improvements in the format of the meetings and hoped that they would be institutionalized to take place at the end of every month. The representative of Mexico commended Council delegations that held Toledo-format meetings at the end of their presidencies, as such meetings represented a good opportunity to have more fluid exchanges with the

wider membership. The representative of Guatemala also noted the importance of continuing to hold wrap-up meetings. The representative of Ukraine expressed his support for the practice of holding formal monthly wrap-up sessions of the Council as an important element of the proper implementation of the note by the President of the Security Council (S/2017/507), and said that it was necessary to find a way to seek the input of Member States on issues that they would like Council members to reflect on during the wrap-up sessions.

The representative of the United States pointed out that while informal Council consultations could serve as important forums for the exchange of views, speakers at such consultations too often read from prepared remarks. In that connection, he commended the efforts of several recent Council presidencies to encourage greater interactivity during informal consultations and emphasized the importance of maintaining the informal nature of informal consultations. Commending the innovation and cooperation between consecutive presidencies, including those of France and Germany, he noted that closer collaboration among the Presidents for the previous, current and following months enhanced the continuity and leadership of the Council and made it stronger as a whole. The representative of France added that the joint presidency of Germany and France had strived to be exemplary by presenting the programmes and outcome documents to all Member States, involving civil society stakeholders, particularly women, in meetings, and encouraging speakers and Council members to be more concise, focused and interactive in their statements. The representative of China said that his delegation supported the enhanced interaction between the Council, the General Assembly, the Economic and Social Council and other bodies, in order to make the work of the Council more transparent.

V. Secretariat

Note

Section V covers the practice of the Security Council concerning the functions and powers of the Secretary-General in connection with meetings of the Council, in relation to rules 21 to 26 of its provisional rules of procedure.⁷²

Rule 21

The Secretary-General shall act in that capacity in all meetings of the Security Council. The Secretary-General may authorize a deputy to act in his place at meetings of the Security Council.

⁷² For specific instances in which the Secretary-General was requested or authorized to carry out other functions in accordance with Article 98, see part IV.

Rule 22

The Secretary-General, or his deputy acting on his behalf, may make either oral or written statements to the Security Council concerning any question under consideration by it.

Rule 23

The Secretary-General may be appointed by the Security Council, in accordance with rule 28, as rapporteur for a specified question.

Rule 24

The Secretary-General shall provide the staff required by the Security Council. This staff shall form a part of the Secretariat.

Rule 25

The Secretary-General shall give to representatives on the Security Council notice of meetings of the Security Council and of its commissions and committees.

Rule 26

The Secretary-General shall be responsible for the preparation of documents required by the Security Council and shall, except in urgent circumstances, distribute them at least forty-eight hours in advance of the meeting at which they are to be considered.

During the period under review, and in accordance with previous practice, the Secretary-General and senior officials of the Secretariat continued to attend Council meetings and to provide briefings to the Council, as requested. The Council also continued to request briefings by senior officials from the Secretariat.

Some Council members noted possible issues for the Secretariat's action or attention. At a meeting held on 25 January 2019, under the item entitled "Maintenance of international peace and security" and the sub-item entitled "Addressing the impacts of climate-related disasters on international peace and security", the representative of Belgium said that within the Secretariat or through a format involving Member States, there could be an institutional focal point that would respond to the urgent need to provide the Council with adequate risk analysis and management strategies for relevant countries and regions.⁷³ The representative of Maldives called for the briefings of the Secretariat to the Council to include

⁷³ See [S/PV.8451](#).

expert analyses of climate-related risks and how such risks were driving conflicts. The representative of New Zealand encouraged the Secretariat to enable the Council to comprehensively address threats by including relevant analysis and risk assessments on the impact of climate change in all reports submitted to the Council.

At a meeting held on 5 February 2019, also under the item entitled "Maintenance of international peace and security", the representative of Indonesia suggested that the Council could consider asking the Secretariat to prepare a report identifying options to enhance cooperation and coordination and to make recommendations to better prevent and counter transnational organized crimes at sea, within the applicable legal framework, and to report regularly to the Council thereafter.⁷⁴ At a meeting held on 6 June 2019, under the item entitled "Implementation of the note by the President of the Security Council (S/2017/507)", the representative of Estonia suggested that the Secretariat could play an important role in providing information and highlighting the developments that could lead to instability, in order to strengthen the Council's capacity to prevent conflict and its situational awareness.⁷⁵ The representative of Canada noted that through regular horizon-scan briefings from the Secretariat, the Council could do more with regard to conflict prevention. The representative of Norway also highlighted the need for the Council to improve its ability to address problems at all stages of a conflict cycle and said that more attention should be given to the prevention of conflict. In that connection, she suggested that the informal situational awareness briefings by the Secretariat should be fully utilized. At a meeting held on 20 September 2019, under the item entitled "The situation in the Middle East, including the Palestinian question", the representative of France thanked the Secretariat for granting the request for regular written reports in relation to resolution [2334 \(2016\)](#) and noted that the reports were essential tools for documenting the issue of colonization, as well as that of violence, and for guiding the work of the Council.⁷⁶ At a meeting held on 19 December 2019, under the item entitled "The situation in the Middle East", the representative of China noted that terrorist forces still occupied a large part of Idlib, threatening the safety of civilians, destroying infrastructure and worsening the humanitarian situation. He expressed the hope that the Secretariat would provide detailed information and

⁷⁴ See [S/PV.8457](#).

⁷⁵ See [S/PV.8539](#).

⁷⁶ See [S/PV.8625](#).

analyses in that regard and said that the Secretariat should remain seized of the issue and gather information on the issue of foreign terrorist fighters, which was a common challenge to peace and security in the Middle East and the world over.⁷⁷

In accordance with the note by the President dated 30 August 2017, the Council invited the Secretariat to provide all relevant communications of the Council to the newly elected members as from 1 October immediately preceding their term of membership.⁷⁸ On 27 December 2019, the Council issued a note by the President inviting the Secretariat to provide all communications of the Council to the newly elected members for a period of five months, as from 1 August immediately preceding their term of membership, instead of the three-month period stated

in paragraph 140 of the note by the President of 30 August 2017.⁷⁹

In addition, on 27 December 2019, the Council issued a note by the President slightly amending the language of the note by the President of 30 August 2017 concerning the circulation of reports of the Secretary-General.⁸⁰ According to the new note, reports of the Secretary-General should be circulated to relevant participants in Council meetings at which those reports would be discussed at least four working days before the Council was scheduled to consider them, including the distribution of the reports on peacekeeping missions to all participants in meetings of troop- and police-contributing countries, essentially applying the same rule as for Council members.⁸¹

⁷⁷ See S/PV.8694.

⁷⁸ S/2017/507, annex, para. 140.

⁷⁹ S/2019/993.

⁸⁰ S/2017/507, annex, para. 64.

⁸¹ S/2019/995.

VI. Conduct of business

Note

Section VI covers the practice of the Council concerning the conduct of business at its meetings, in relation to rules 27, 29, 30 and 33 of its provisional rules of procedure.

Rule 27

The President shall call upon representatives in the order in which they signify their desire to speak.

Rule 29

The President may accord precedence to any rapporteur appointed by the Security Council.

The Chairman of a commission or committee, or the rapporteur appointed by the commission or committee to present its report, may be accorded precedence for the purpose of explaining the report.

Rule 30

If a representative raises a point of order, the President shall immediately state his ruling. If it is challenged, the President shall submit his ruling to the Security Council for immediate decision and it shall stand unless overruled.

Rule 33

The following motions shall have precedence in the order named over all principal motions and draft resolutions relative to the subject before the meeting:

- 1. To suspend the meeting;*
- 2. To adjourn the meeting;*
- 3. To adjourn the meeting to a certain day or hour;*
- 4. To refer any matter to a committee, to the Secretary-General or to a rapporteur;*
- 5. To postpone discussion of the question to a certain day or indefinitely; or*
- 6. To introduce an amendment.*

Any motion for the suspension or for the simple adjournment of the meeting shall be decided without debate.

In 2019, no explicit reference was made to rules 27, 29 and 30. During the period under review, the President of the Council routinely requested speakers to limit their statements to four minutes, or to five minutes in accordance with the note by the President of 30 August 2017.⁸² Frequently, the President also requested delegations with lengthy statements to circulate their texts in writing and to deliver a

⁸² S/2017/507, annex, para. 22.

condensed version when speaking in the Chamber.⁸³ Pursuant to such requests, delegations frequently delivered a shortened version of the statement and subsequently circulated the full text in writing or made it available online.⁸⁴ Following an established practice, during the period under review, joint statements were delivered by both Council members and non-Council members who had been invited to participate in Council meetings.⁸⁵

Regarding the speaking order, according to the note by the President dated 30 August 2017, the speaking order for meetings of the Council is established, as a general practice, by means of a draw. In addition, the President of the Council delivers his or her national statement last of all Council members.⁸⁶ However, in certain cases, the speaking order is established by the use of a sign-up sheet, and the President of the Council may make his or her national statement before the other members take the floor.⁸⁷ In certain cases, the President of the Council may adjust the list of speakers and inscribe first the delegation(s) responsible for the drafting process, in order to allow it or them to make an introductory or explanatory

presentation.⁸⁸ When an unscheduled or emergency meeting is convened, the President may adjust the list of speakers so that the delegation having requested the meeting can speak before other Council members in order to present the rationale for convening the meeting.⁸⁹ The President of the Council may inscribe first the Chairs of the subsidiary bodies of the Council when they present their work, as occurred on several occasions during the period under review.⁹⁰ According to established practice, the list of speakers was adjusted according to protocol when high-level officials were representing Council members at a meeting.⁹¹ In 2019, non-members of the Council having a direct interest in the matter under consideration spoke on occasion before Council

⁸³ See, for example, [S/PV.8496](#), [S/PV.8591](#) and [S/PV.8648](#).

⁸⁴ See, for example, [S/PV.8591](#) (European Union) and [S/PV.8649 \(Resumption 2\)](#) (El Salvador, Fiji, Panama, Costa Rica, Ethiopia, Tunisia and Sierra Leone).

⁸⁵ For example, at the 8451st meeting, held on 25 January 2019 under the item entitled “Maintenance of international peace and security”, the representative of Belize delivered a statement on behalf of the Alliance of Small Island States ([S/PV.8451](#)). At the 8517th meeting, held on 29 April 2019 under the item entitled “The situation in the Middle East, including the Palestinian question”, the representative of the United Arab Emirates delivered a statement on behalf of the member States of the Organization of Islamic Cooperation ([S/PV.8517](#)). At the 8679th meeting, held on 6 December 2019 under the item entitled “Central African region”, the representative of Equatorial Guinea delivered a statement also on behalf of Côte d’Ivoire and South Africa ([S/PV.8679](#)). For more information and examples of statements delivered by Member States on behalf of regional or international organizations or groups of States, see sect. VII.A.

⁸⁶ [S/2017/507](#), annex, paras. 24 and 25.

⁸⁷ *Ibid.* For example, at the 8682nd meeting, held on 11 December 2019 under the item entitled “Non-proliferation/Democratic People’s Republic of Korea”, the representative of the United States and President of the Council for the month took the floor after the Assistant Secretary-General for the Middle East, Asia and the Pacific in the Departments of Political and Peacebuilding Affairs and Peace Operations, and delivered her national statement before the other members took the floor ([S/PV.8682](#)).

⁸⁸ [S/2017/507](#), annex, para. 26. For example, at the 8692nd meeting, held on 19 December 2019 under the item entitled “The situation concerning the Democratic Republic of the Congo”, the representative of France, who was the penholder of resolution [2502 \(2019\)](#), took the floor after the vote to provide explanatory remarks ([S/PV.8692](#)).

⁸⁹ [S/2017/507](#), annex, para. 26. For example, at the 8461st meeting, held on 12 February 2019 under the item entitled “Letter dated 13 April 2014 from the Permanent Representative of the Russian Federation to the United Nations addressed to the President of the Security Council ([S/2014/264](#))”, the representative of the Russian Federation, who had requested an urgent meeting of the Council, delivered a statement before other Council members ([S/PV.8461](#)).

⁹⁰ [S/2017/507](#), annex, para. 27. For example, at the 8446th meeting, held on 17 January 2019 under the item entitled “Reports of the Secretary-General on the Sudan and South Sudan”, the representative of Poland spoke before other Council members and briefed the Council in her capacity as Chair of the Security Council Committee established pursuant to resolution [1591 \(2005\)](#) concerning the Sudan ([S/PV.8446](#)).

⁹¹ [S/2017/507](#), annex, paras. 29–30. For example, at the 8534th meeting, held on 23 May 2019 under the item entitled “Protection of civilians in armed conflict”, Indonesia (President of the Council) was represented by its Minister for Foreign Affairs and Germany was represented by its Minister of State at the Federal Foreign Office. Both representatives took the floor after the briefers but before other Council members ([S/PV.8534](#)). At the 8600th meeting, held on 20 August 2019 under the item entitled “Maintenance of international peace and security”, Poland (President of the Council) was represented by its Minister for Foreign Affairs, Germany was represented by its State Secretary of the Federal Foreign Office and the United States was represented by its Secretary of State. All three representatives took the floor after the briefer but before other Council members ([S/PV.8600](#)). For more information on high-level meetings, see sect. I.

members, consistent with prior practice and the note by the President dated 30 August 2017.⁹²

In the note by the President dated 30 August 2017, the Council expressed its commitment to continue to take steps to improve the focus and interactivity of its open debates.⁹³ In particular, the note reflected the understanding that open debates could benefit from the contributions of both Council members and the wider membership, and the acknowledgement by Council members of the usefulness of concept notes to help focus the discussion.⁹⁴ During the period under review, Council members continued the practice of circulating concept notes prior to open debates. The concept notes were frequently annexed to letters addressed to the

⁹² S/2017/507, annex, para. 33. For example, at the 8449th meeting, held on 22 January 2019 under the item entitled “The situation in the Middle East, including the Palestinian question”, the representative of Israel, who was invited under rule 37 of the provisional rules of procedure, and the Permanent Observer of the State of Palestine to the United Nations, who was invited in accordance with the provisional rules of procedure and previous practice, both took the floor before Council members, following established practice (S/PV.8449). At the 8481st meeting, held on 11 March 2019 under the item entitled “The situation in Afghanistan”, the representative of Afghanistan spoke before Council members, following established practice (S/PV.8481). For more information concerning participation in Council meetings, see sect. VII.

⁹³ S/2017/507, para. 43.

⁹⁴ Ibid., paras. 38 and 40.

Secretary-General or the President of the Council.⁹⁵ On occasion, concept notes were also submitted by more than one Council member.⁹⁶

The Council continued to use videoconferencing at its meetings, a practice that has become common in recent years,⁹⁷ resulting in an average of more than 61 briefings held via videoconferencing per year. In 2019, the Council was briefed via videoconferencing 115 times, from different locations, including Bangui, Jerusalem and Kinshasa.⁹⁸

⁹⁵ For example, at its 8473rd meeting, held on 27 February 2019, the Council had before it a concept note on the topic “Silencing the guns in Africa: cooperation between the United Nations and regional organizations”, annexed to the letter dated 13 February 2019 from the Chargé d’affaires a.i. of the Permanent Mission of Equatorial Guinea to the Secretary-General (S/2019/169) (see S/PV.8473); at its 8649th meeting, held on 29 October 2019, the Council had before it a concept note on the topic “Towards the successful implementation of the women and peace and security agenda: moving from commitments to accomplishments in preparation for the commemoration of the twentieth anniversary of Security Council resolution 1325 (2000)”, annexed to the letter dated 8 October 2019 from the Permanent Representative of South Africa to the Secretary-General (S/2019/801) (see S/PV.8649).

⁹⁶ See the letter dated 13 September 2019 from the Permanent Representatives of Côte d’Ivoire, Equatorial Guinea, the Russian Federation and South Africa to the Secretary-General (S/2019/743).

⁹⁷ S/2017/507, annex, para. 60.

⁹⁸ For more information on participation in Council meetings via videoconferencing, see sect. VII.B.

VII. Participation

Note

Section VII covers the practice of the Council concerning the extension of invitations to non-members of the Council to participate in meetings of the Council. Articles 31 and 32 of the Charter of the United Nations and rules 37 and 39 of the provisional rules of procedure describe circumstances in which invitations can be extended to non-members of the Council to participate, without vote, when the Council so decides.

Article 31

Any Member of the United Nations which is not a member of the Security Council may participate, without vote, in the discussion of any question brought

before the Security Council whenever the latter considers that the interests of that Member are specially affected.

Article 32

Any Member of the United Nations which is not a member of the Security Council or any state which is not a Member of the United Nations, if it is a party to a dispute under consideration by the Security Council, shall be invited to participate, without vote, in the discussion relating to the dispute. The Security Council shall lay down such conditions as it deems just for the participation of a state which is not a Member of the United Nations.

Rule 37

Any Member of the United Nations which is not a member of the Security Council may be invited, as the result of a decision of the Security Council, to participate, without vote, in the discussion of any question brought before the Security Council when the Security Council considers that the interests of that Member are specially affected, or when a Member brings a matter to the attention of the Security Council in accordance with Article 35 (1) of the Charter.

Rule 39

The Security Council may invite members of the Secretariat or other persons, whom it considers competent for the purpose, to supply it with information or to give other assistance in examining matters within its competence.

During the period under review, the Council continued to invite non-members to participate in its meetings. The invitations were extended by the President at the beginning of or during Council meetings, either under the “relevant provisions” of the Charter without an explicit reference to a specific Article or rule, or under rule 37 or rule 39 of the provisional rules of procedure of the Council. Specifically, Member States continued to be invited under rule 37, while representatives of the Secretariat, other United Nations organs, specialized agencies, funds and programmes, regional and other intergovernmental organizations, or other invitees, including representatives of non-governmental organizations, were invited under rule 39. While Member States requested invitations in letters addressed to the President of the Council, in most cases these were not circulated as documents of the Council.

In accordance with the note by the President dated 30 August 2017, the Council invited newly elected members to observe all meetings of the Council as from 1 October, for the three months immediately preceding their term of membership.⁹⁹ On 27 December 2019, the Council issued a note by the President providing that the Council could invite the newly elected members of the Council to observe informal consultations – as appropriate, and strictly without participation and with full respect for the confidentiality of the deliberations – on Council outcome documents for a period of three months, as from 1 October immediately preceding their term of membership, in addition to observing all meetings of the Council and its subsidiary bodies and the informal consultations of the whole, as already stated in paragraph 140 of the note by the President of 30 August 2017.¹⁰⁰ The note also indicated that,

notwithstanding the foregoing measure, the Council would not invite the newly elected members to a specific private meeting of the Council or to specific informal negotiations of the whole if a request to that effect was made by a member of the Council where exceptional circumstances existed.

This section is divided into four subsections, namely: A. Invitations extended under rule 37; B. Invitations extended under rule 39; C. Invitations not expressly extended under rule 37 or rule 39; and D. Discussions relating to participation.

A. Invitations extended under rule 37

In accordance with the relevant Articles of the Charter and the provisional rules of procedure, all States, whether Members of the United Nations or not, can be invited to participate in Council meetings when (a) the interests of a Member State are “specially affected” (Article 31 of the Charter and rule 37); (b) a Member State or a non-Member State is a party to a dispute under consideration by the Council (Article 32 of the Charter); and (c) a Member State brings a matter to the attention of the Council in accordance with Article 35 (1) of the Charter (rule 37).¹⁰¹

During the period under review, there were no changes to the procedure for extending invitations to Member States to participate in the proceedings of the Council. Member States invited under rule 37, in accordance with previous practice, continued to speak occasionally in other capacities, for example on behalf of international or regional organizations, or groups of States, by delivering joint statements.¹⁰² There was, further, no instance in 2019 of a request from a Member State to participate in a Council meeting being put to a vote at a public meeting. In a letter dated

¹⁰¹ For more details on the referral of a dispute or situation to the Council by States, see part II, sect. I.A, and part VI, sect. I.A.

¹⁰² For example, at the 8443rd meeting, held on 11 January 2019, the representative of Zambia spoke on behalf of the Southern African Development Community (see [S/PV.8443](#)). At the 8449th meeting, held on 22 January 2019, the representative of Bangladesh spoke on behalf of the Organization of Islamic Cooperation, the representative of Libya spoke on behalf of the Group of Arab States and the representative of the Bolivarian Republic of Venezuela spoke on behalf of the Movement of Non-Aligned Countries (see [S/PV.8449](#)). At the 8591st meeting, held on 2 August 2019, the representative of Norway spoke on behalf of the Nordic countries, the representative of Canada spoke on behalf of the Group of Friends of Children and Armed Conflict, the representative of Estonia spoke also on behalf of Latvia and Lithuania, and the representative of Viet Nam spoke on behalf of the Association of Southeast Asian Nations (see [S/PV.8591](#)).

⁹⁹ [S/2017/507](#), para. 140.

¹⁰⁰ [S/2019/993](#).

28 February 2019 to the President of the Council, the representative of Colombia protested “in the strongest terms” against the decision not to allow him to take the floor at the meeting held on the same day under the item entitled “The situation in the Bolivarian Republic of Venezuela”, in accordance with rule 37 of the provisional rules of procedure.¹⁰³ The representative of Colombia noted that the decision of the President of the Council to deny his delegation the right to respond to the false and reckless claims directed against Colombia during the meeting had led to the dissemination of biased information to the members of the Council and to the public around the world.

B. Invitations extended under rule 39

In accordance with rule 39 of the provisional rules of procedure, members of the Secretariat or other persons may be invited to supply the Council with information or give other assistance in examining matters within its competence.

Following previous practice, an invitation under rule 39 was extended to a representative of a Member

¹⁰³ S/2019/197. See also S/PV.8476.

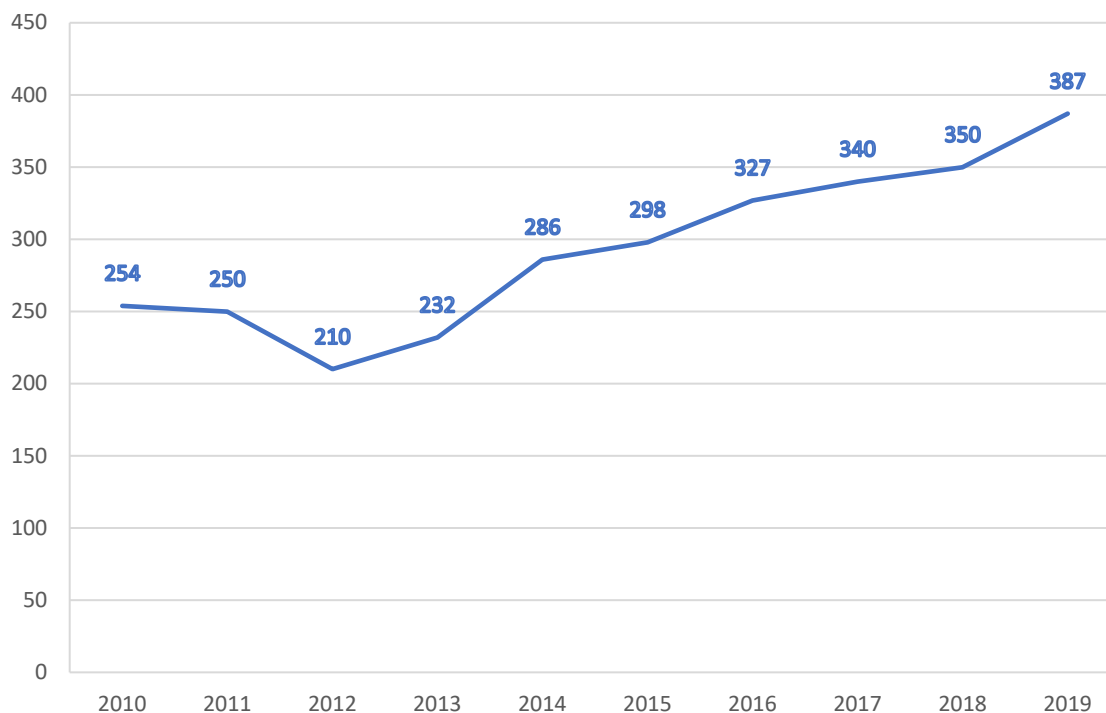
State, on an exceptional basis, only if his or her participation was in a role other than that of representative of a State, for example, as Chair of the Peacebuilding Commission¹⁰⁴ or one of its country-specific configurations.¹⁰⁵

In 2019, a total of 387 invitations were extended under rule 39 (see figure IV).

¹⁰⁴ For example, at the 8579th meeting, held on 18 July 2019, the representative of Colombia was invited under rule 39 in his capacity as Chair of the Peacebuilding Commission (see S/PV.8579).

¹⁰⁵ For example, the following representatives were invited under rule 39 in their capacities as Chairs of country-specific configurations of the Peacebuilding Commission: at the 8465th meeting, held on 19 February 2019, the representative of Switzerland in his capacity as Chair of the Burundi configuration (see S/PV.8465); at the 8467th meeting, held on 21 February 2019, the representative of Morocco in his capacity as Chair of the Central African Republic configuration (see S/PV.8467); at the 8614th meeting, held on 10 September 2019, the representative of Brazil in his capacity as Chair of the Guinea-Bissau configuration (see S/PV.8614); and at the 8652nd meeting, held on 30 October 2019, the representative of Switzerland in his capacity as Chair of the Burundi configuration (see S/PV.8652).

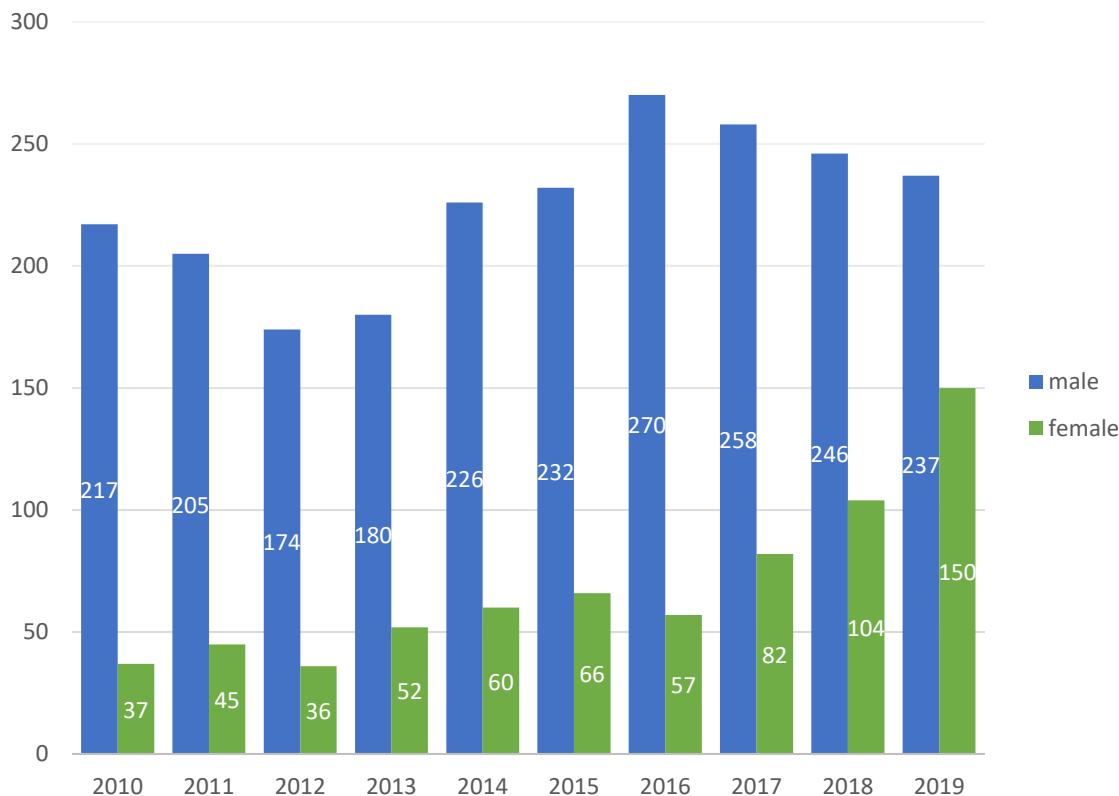
Figure IV
Invitations under rule 39, 2010–2019



Of the 387 invitees under rule 39 in 2019, 237 were men and 150 were women. As shown in figure V, in recent years prior to 2019, the number of male speakers invited to Council meetings under rule 39 has been 2 to 4 times higher than the number of female

speakers invited under the same rule. This notwithstanding, the percentage of women invited under rule 39 increased during the period under review, from 29.7 per cent in 2018 to 38.7 per cent in 2019.

Figure V
Invitations under rule 39, 2010–2019



For the purposes of this part of the *Repertoire*, invitations extended under rule 39 are classified according to four main categories, namely:¹⁰⁶ (a) officials of the United Nations system;¹⁰⁷ (b) invitees from international organizations other than the United Nations;¹⁰⁸ (c) officials representing

regional intergovernmental organizations;¹⁰⁹ and (d) representatives of other entities such as non-governmental organizations.¹¹⁰ During the period under review, invitations under rule 39 were most often extended to officials of the United Nations system; representatives of other entities, such as non-governmental organizations, were invited less frequently, as shown in figure VI.

¹⁰⁶ In previous Supplements, separate categories were used for invitees representing the Secretariat and Security Council subsidiary bodies and those representing other United Nations organs, subsidiary bodies or agencies. For the sake of simplicity, the two categories have now been subsumed under the category “United Nations system”, which includes officials of the African Union-United Nations Hybrid Operation in Darfur.

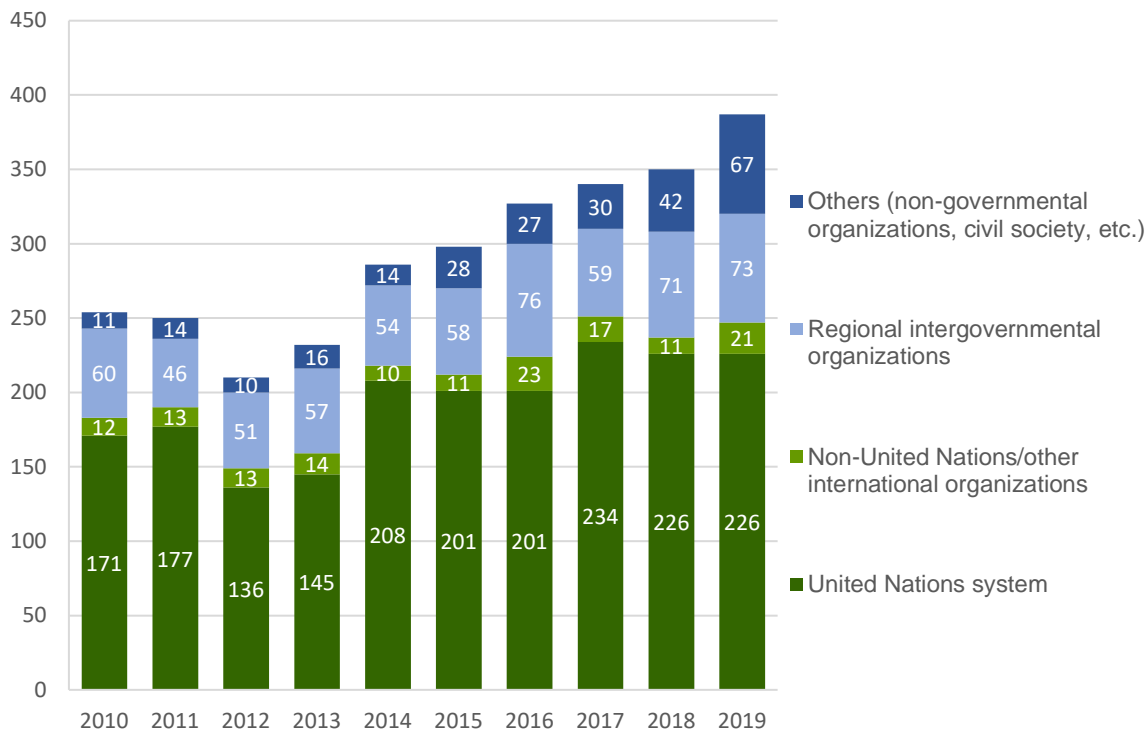
¹⁰⁷ For example, at the 8441st meeting, held on 9 January 2019, the Special Envoy of the Secretary-General for Yemen was invited under rule 39 (see [S/PV.8441](#)).

¹⁰⁸ For example, at the 8659th meeting, held on 6 November 2019, the Director General of the Organisation for the Prohibition of Chemical Weapons was invited under rule 39 (see [S/PV.8659](#)).

¹⁰⁹ For example, at the 8443rd meeting, held on 11 January 2019, the Permanent Observer of the African Union to the United Nations was invited under rule 39 (see [S/PV.8443](#)).

¹¹⁰ For example, at the 8668th meeting, held on 19 November 2019, the Director of Programs and Development of the Elman Peace and Human Rights Centre was invited under rule 39 (see [S/PV.8668](#)).

Figure VI
Breakdown of invitations under rule 39, by category, 2010–2019



Videoconferencing

The Council continued to use videoconferencing for meetings and consultations, a prevalent practice since its introduction in 2009, resulting in an average of more than 61 videoconferences per year.¹¹¹ In 2019, the Council was briefed via videoconferencing 115 times, from various locations, including Bangui, Jerusalem and Kinshasa. In the note by the President dated 30 August 2017, Council members reiterated their intention to resort more often to the use of videoconferencing for briefing the Council, where

appropriate, while preserving a balanced approach between videoconferencing and briefings in person, including during open meetings.¹¹²

C. Invitations not expressly extended under rule 37 or rule 39

During the period under review, the Council extended several invitations not expressly under rule 37 or rule 39 (see table 10).

Invitations to representatives of the Holy See and the State of Palestine to participate in meetings of the Council were routinely extended “in accordance with the provisional rules of procedure and the previous practice in this regard”, without specification of any rule.

¹¹¹ For example, at the 8685th meeting, held on 16 December 2019, the Special Representative of the Secretary-General for West Africa and the Sahel and Head of the United Nations Office for West Africa and the Sahel and the Commissioner for Peace and Security of the African Union briefed the Council via videoconference from Dakar and Addis Ababa, respectively (see [S/PV.8685](#)). For more information on videoconferencing, see sect. VI.

¹¹² [S/2017/507](#), annex, para. 60.

Table 10
Invitations not expressly extended under rule 37 or rule 39, 2019

<i>Invitee</i>	<i>Meeting record and date</i>	<i>Item</i>	
State of Palestine	S/PV.8449 , 22 January 2019	The situation in the Middle East, including the Palestinian question	
	S/PV.8489 , 26 March 2019		
	S/PV.8517 , 29 April 2019		
	S/PV.8532 , 22 May 2019		
	S/PV.8583 , 23 July 2019		
	S/PV.8625 , 20 September 2019		
	S/PV.8648 , 28 October 2019		
	S/PV.8669 , 20 November 2019		
	S/PV.8690 , 18 December 2019		
	S/PV.8600 , 20 August 2019		Maintenance of international peace and security
S/PV.8534 , 23 May 2019	Protection of civilians in armed conflict		
S/PV.8591 , 2 August 2019	Children and armed conflict		
Holy See	S/PV.8449 , 22 January 2019	The situation in the Middle East, including the Palestinian question	
	S/PV.8517 , 29 April 2019		
	S/PV.8583 , 23 July 2019		
	S/PV.8648 , 28 October 2019	Maintenance of international peace and security	
	S/PV.8451 , 25 January 2019		
	S/PV.8496 , 28 March 2019		Threats to international peace and security caused by terrorist acts
	S/PV.8508 , 11 April 2019		United Nations peacekeeping operations
	S/PV.8514 , 23 April 2019		Women and peace and security
	S/PV.8649 , 29 October 2019		Protection of civilians in armed conflict
	S/PV.8534 , 23 May 2019		
	S/PV.8591 , 2 August 2019		
	S/PV.8659 , 5 November 2019 [closed meeting]		The situation in the Middle East
	S/PV.8668 , 19 November 2019		Peacebuilding and sustaining peace

D. Discussions relating to participation

During the period under review, when non-members of the Council were invited to participate in a meeting, Council members generally spoke before Member States invited under rule 37 of the provisional rules of procedure and before those not expressly invited under any rule, except on some occasions when parties directly involved in the matter under consideration took the floor before Council members.¹¹³ The practice of the Council with regard to

persons invited under rule 39 was less consistent and the order of speaking depended on whether or not they were participating in the meeting to brief the Council.

In 2019, issues concerning participation in Council meetings were raised on a number of occasions. At the 8480th meeting, held on 8 March 2019 under the item entitled “Reports of the Secretary-General on the Sudan and South Sudan”, the representative of France said that her delegation was pleased that the Council had been able to hear from the founder of Hope Restoration South Sudan, whose testimony from the field and exceptional personal

¹¹³ For example, at the 8555th meeting, held on 19 June 2019 under the item entitled “The situation in Afghanistan”, following established practice in connection with this item, the representative of Afghanistan, who was invited under rule 37, spoke after the briefers invited under rule 39, namely the Special Representative of the Secretary-General for Afghanistan

and Head of the United Nations Assistance Mission in Afghanistan and the Chair of the Afghanistan Independent Human Rights Commission, but before the Council members (see [S/PV.8555](#)). For more information on the order of speaking, see sect. VI.

commitment were extremely valuable. She added that her briefing was particularly relevant on the occasion of International Women's Day.¹¹⁴ At the 8511th meeting, held on 12 April 2019 under the item entitled "Identical letters dated 19 January 2016 from the Permanent Representative of Colombia to the United Nations addressed to the Secretary-General and the President of the Security Council (S/2016/53)", the representative of the United Kingdom noted that the briefing delivered by the Executive Director of the Corporación de Investigación y Acción Social y Económica was an important reminder of the role that women's organizations had played in the peace process.¹¹⁵ At the 8514th meeting, held on 23 April 2019 under the item entitled "Women and peace and security", the representative of Germany, in his capacity as President of the Council, thanked the co-founder and Director of the Tamazight Women's Movement for her briefing and said that the impressive statements delivered by all the briefers underlined why the Council was meeting. He added that the Council needed to stand with the survivors.¹¹⁶ The representative of France expressed his delegation's full support for the Special Representative of the Secretary-General on Sexual Violence in Conflict and said that the Council should invite the Special Representative to brief the Council more regularly. At the 8556th meeting, held on 20 June 2019 under the item entitled "Protection of civilians in armed conflict", the representative of the United States, commending the unanimous adoption of resolution 2475 (2019), which was the Council's first-ever resolution calling upon Member States and parties to armed conflict to protect persons with disabilities, said that her delegation looked forward to more regular briefings by persons with disabilities and their representative organizations, as well as humanitarian organizations and other stakeholders.¹¹⁷ She hoped that such a practice would become a regular part of the Council's work in the way that it addressed other related issues. At the 8584th meeting, held on 24 July 2019 under the item entitled "The situation concerning the Democratic Republic of the Congo", the representative of the Russian Federation said that, with regard to the work of the Security Council Committee established pursuant to resolution 1533 (2004) concerning the Democratic Republic of the Congo, the Council should maintain the practice of considering different aspects of the Congolese sanctions regime in the meetings and inviting the representatives of Kinshasa to participate in the discussion.¹¹⁸ He welcomed the visit of the Chair

¹¹⁴ See S/PV.8480.

¹¹⁵ See S/PV.8511.

¹¹⁶ See S/PV.8514.

¹¹⁷ See S/PV.8556.

¹¹⁸ See S/PV.8584.

of the Committee to the region in late April and early May 2019 and supported the continuation of such contacts with regional actors in the future.

At the 8593rd meeting, held on 7 August 2019 under the item entitled "The situation in the Middle East," the representative of France stated that the testimonies of representatives of civil society organizations such as Syria Bright Future and Families for Freedom illustrated the Syrian regime's use of torture, arbitrary arrest and detention and enforced disappearances.¹¹⁹ She emphasized that the Council must remain seized of the issue and continue to hear regular briefings on it. At the 8674th meeting, held on 22 November 2019 under the item entitled "The situation in the Middle East", the representative of the Dominican Republic thanked the President for inviting a member of the Syrian Women's League to brief the Council, from whom the Council could learn about the views and aspirations of civil society and of women in particular, as they sought to build a new future for the Syrian Arab Republic.¹²⁰ The representative of the United Kingdom also welcomed the opportunity to hear the views of the member of the Syrian Women's League and said that her delegation was grateful for the reminder that the political process went a long way beyond the Constitution. Recognizing the tireless efforts of the briefer and other women to overcome the barriers to being heard, the representative of the United Kingdom emphasized the importance of genuinely including their voices and the voices of civil society in the political process. Participation in Council meetings was discussed in more detail during the open debate at the 8539th meeting, held on 6 June 2019 under the item entitled "Implementation of the note by the President of the Security Council (S/2017/507)",¹²¹ as described in case 7.

Case 7 Implementation of the note by the President of the Security Council (S/2017/507)

At its 8539th meeting, held on 6 June 2019 under the item entitled "Implementation of the note by the President of the Security Council (S/2017/507)",¹²² the Council held its annual open debate, under the presidency of Kuwait, to discuss the working methods of the Council.¹²³ Emphasizing the conflict prevention role of the Council, the representative of New Zealand called on the Council to invite briefers who could deliver insights to add value to the Council's

¹¹⁹ See S/PV.8593.

¹²⁰ See S/PV.8674.

¹²¹ See S/PV.8539.

¹²² Ibid.

¹²³ The Council had before it a concept note annexed to a letter dated 29 May 2019 from the representative of Kuwait to the Secretary-General (S/2019/450).

deliberations and demanded appropriate briefings, including maps and graphics, from Secretariat briefers to better support discussions. The representative of Canada commended the efforts of the Council to increase the number of women civil society briefers speaking to the Council on both geographic and thematic agenda items, noting that their perspectives needed to be heard in the Chamber. He also commended efforts led by Kuwait to increase the use of gender-neutral pronouns and other such language in United Nations documentation and welcomed the creation of the Informal Expert Group on Women and Peace and Security. The representatives of Italy and Slovenia echoed the perspectives of the representative of Canada, expressing their support for the invitation of briefers from civil society, in particular women, to

Council meetings. The representative of Italy noted that the participation of women and greater gender inclusivity and equality allowed Council members to hear different voices and points of view before deliberating. The representative of Slovenia highlighted the importance of interaction with civil society, in particular women's groups, and called for the inclusion of more such briefers as they could provide useful first-hand information from the ground while also receiving guidance from Council members. The representative of Norway, who spoke on behalf of the Nordic countries, called on the Council to be open to voices from outside the Chamber and to maintain the practice of inviting civil society briefers in order for the Council to broaden its understanding of the issues on the agenda.

VIII. Decision-making and voting

Note

Section VIII covers the practice of the Council with regard to decision-making, including voting. Article 27 of the Charter of the United Nations and rule 40 of the provisional rules of procedure govern the voting in the Council. They provide that decisions on procedural matters require an affirmative vote of 9 of the 15 Council members, while decisions on substantive matters are made by an affirmative vote of nine Council members, including all of the permanent members.

This section also covers rules 31, 32, 34 to 36 and 38 of the provisional rules of procedure, which govern the conduct of business with regard to voting on draft resolutions, amendments and substantive motions.

Article 27

1. Each member of the Security Council shall have one vote.
2. Decisions of the Security Council on procedural matters shall be made by an affirmative vote of nine members.
3. Decisions of the Security Council on all other matters shall be made by an affirmative vote of nine members including the concurring votes of the permanent members; provided that, in decisions under Chapter VI, and under paragraph 3 of Article 52, a party to a dispute shall abstain from voting.

Rule 31

Proposed resolutions, amendments and substantive motions shall normally be placed before the representatives in writing.

Rule 32

Principal motions and draft resolutions shall have precedence in the order of their submission.

Parts of a motion or of a draft resolution shall be voted on separately at the request of any representative, unless the original mover objects.

Rule 34

It shall not be necessary for any motion or draft resolution proposed by a representative on the Security Council to be seconded before being put to a vote.

Rule 35

A motion or draft resolution can at any time be withdrawn so long as no vote has been taken with respect to it.

If the motion or draft resolution has been seconded, the representative on the Security Council who has seconded it may require that it be put to the vote as his motion or draft resolution with the same right of precedence as if the original mover had not withdrawn it.

Rule 36

If two or more amendments to a motion or draft resolution are proposed, the President shall rule on the order in which they are to be voted upon. Ordinarily, the Security Council shall first vote on the amendment furthest removed in substance from the original proposal and then on the amendment next furthest removed until all amendments have been put to the vote, but when an amendment adds to or deletes from

the text of a motion or draft resolution, that amendment shall be voted on first.

Rule 38

Any Member of the United Nations invited in accordance with the preceding rule, or in application of Article 32 of the Charter, to participate in the discussions of the Security Council may submit proposals and draft resolutions. These proposals and draft resolutions may be put to a vote only at the request of a representative on the Security Council.

Rule 40

Voting in the Security Council shall be in accordance with the relevant Articles of the Charter and of the Statute of the International Court of Justice.

This section comprises five subsections, namely: A. Decisions of the Council; B. Penholdership and sponsorship in accordance with rule 38; C. Decision-making by voting; D. Decision-making without a vote; and E. Discussions concerning the decision-making process.

In 2019, rule 31 of the provisional rules of procedure was routinely applied in Council meetings. There were no instances of motions or amendments requiring voting, withdrawal of draft resolutions or requests for separate voting on parts of a draft resolution; consequently, there were no instances of

explicit invocation of rules 32, 35 and 36. Nonetheless, at one meeting of the Council, an oral amendment to a draft resolution was proposed and adopted without a vote.¹²⁴ In addition, there were various instances of the submission of competing draft resolutions, which were voted upon in their order of submission pursuant to rule 32, as described in section A below. This notwithstanding, there were no instances of explicit invocation of rules 32 and 34.

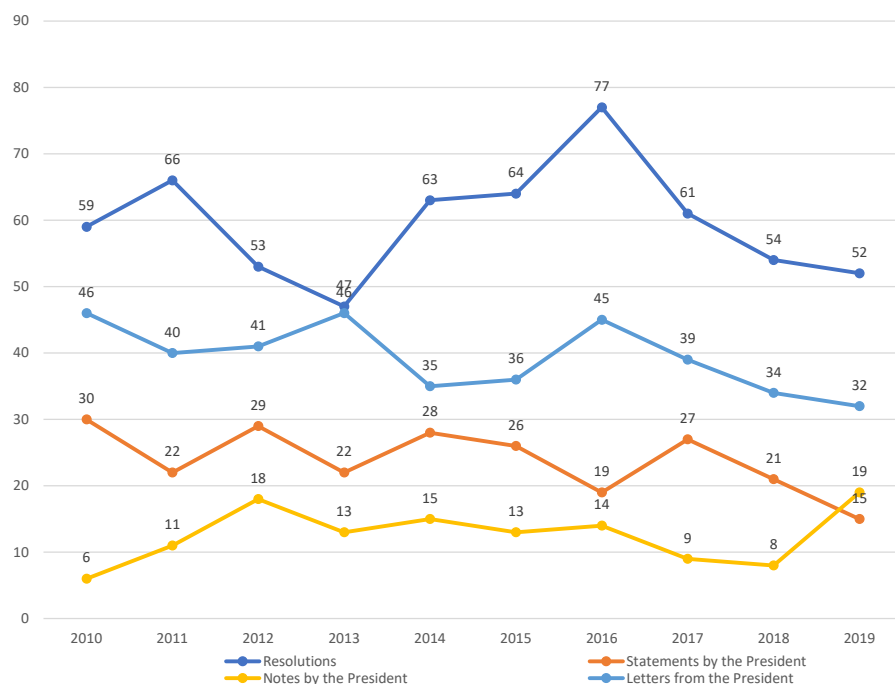
A. Decisions of the Council

During the period under review, the Council continued to adopt, at its meetings, resolutions and statements by the President, in addition to taking procedural decisions. Decisions of the Council also took the form of notes by or letters from the President, which were seldom adopted at meetings and, in most cases, were issued as documents of the Council.

In 2019, the Council adopted a total of 52 resolutions and issued 15 presidential statements. The Council also issued 19 notes by the President and 32 letters from the President. Figure VII shows the total number of resolutions adopted and statements and notes by, and letters from, the President issued during the past decade (2010 to 2019).

¹²⁴ For more information on the matter, see part II, sect. VIII.D.

Figure VII
Resolutions adopted and statements and notes by and letters from the President issued, 2010–2019



Multiple decisions in one meeting

During 2019, the Council continued the standard practice of adopting a single decision at a meeting. There were, however, three instances when more than one draft resolution was put to a vote at a single meeting. At the 8476th meeting, held on 28 February 2019 under the item entitled “The situation in the Bolivarian Republic of Venezuela”, the Council failed to adopt a draft resolution submitted by the United States (S/2019/186) owing to the negative vote of two permanent members of the Council, and did not adopt a draft resolution submitted by the Russian Federation (S/2019/190) for lack of the required number of votes.¹²⁵ At the 8623rd meeting, held on 19 September 2019 under the item entitled “The situation in the Middle East”, in connection with the conflict in the Syrian Arab Republic, the Council failed to adopt the draft resolution submitted by Belgium, Germany and Kuwait (S/2019/756) owing to the negative vote of two permanent members of the Council, and did not adopt a draft resolution submitted by China and the Russian Federation (S/2019/757) for lack of the required number of votes.¹²⁶ At the 8697th meeting, held on 20 December 2019 under the same agenda item and in connection with the same issue, the Council failed to adopt a draft resolution submitted by Belgium, Germany and Kuwait (S/2019/961) owing to the negative vote of two permanent members of the Council, and did not adopt a draft resolution submitted by the Russian Federation (S/2019/962) for lack of the required number of votes.¹²⁷

B. Penholdership and sponsorship in accordance with rule 38

A draft resolution may be submitted by any member of the Council. The note by the President dated 30 August 2017 contains the stipulation that the members of the Council support, where appropriate, the informal arrangement whereby one or more Council members, as penholder(s), initiate and chair

the informal drafting process.¹²⁸ According to the note, any member of the Council may be a penholder, and more than one Council member may act as co-penholder, when it is deemed to add value, taking into account as appropriate the expertise and/or contributions of Council members on the subjects.¹²⁹ In the note, the Council members reaffirmed that all members of the Council should be allowed to participate fully in the preparation of, inter alia, the resolutions, presidential statements and press statements of the Council and that the drafting of all documents such as resolutions, presidential statements and press statements should be carried out in an inclusive manner that would allow participation of all members of the Council.¹³⁰ The members of the Council also encouraged the penholder or co-penholders, depending on the subject and the urgency of the situation on the ground, to provide a reasonably sufficient time for consideration by all Council members when draft resolutions, presidential statements and press statements of the Council were placed under a silence procedure.¹³¹

According to rule 38 of the provisional rules of procedure, any Member of the United Nations invited in accordance with rule 37 or in application of Article 32 of the Charter to participate in the discussions of the Council may also submit a proposal, but a proposal may be put to a vote only at the request of a Council member. Those Member States that submit a draft resolution become sponsors of the draft resolution. A draft resolution is described as a presidential text if all the Council members agree to be co-sponsors. In 2019, no presidential text was tabled, compared with one in 2018.¹³²

During the period under review, the Council considered a total of 58 draft resolutions, seven of which were sponsored by non-members of the Council, as shown in table 11.

¹²⁵ See S/PV.8476.

¹²⁶ See S/PV.8623.

¹²⁷ See S/PV.8697.

¹²⁸ S/2017/507, annex, para. 78.

¹²⁹ Ibid., para. 79.

¹³⁰ Ibid., para. 80.

¹³¹ Ibid., para. 82.

¹³² For more information on past practice concerning presidential texts, see *Repertoire, Supplement 2016–2017* and *Supplement 2018*, part II, sect. VIII.B.

Table 11
Draft resolutions sponsored by non-members of the Council, 2019

<i>Draft resolution</i>	<i>Item</i>	<i>Meeting record and date</i>	<i>Resolution</i>	<i>Council member sponsors</i>	<i>Non-member co-sponsors</i>
S/2019/179	Cooperation between the United Nations and regional and subregional organizations in maintaining peace and security	S/PV.8473 27 February 2019	Resolution 2457 (2019)	11 Council members (Belgium, Côte d'Ivoire, Dominican Republic, Equatorial Guinea, France, Germany, Indonesia, Kuwait, Peru, Poland, South Africa)	66 Member States ^a
S/2019/268	Threats to international peace and security caused by terrorist acts	S/PV.8496 28 March 2019	Resolution 2642 (2019)	10 Council members (Belgium, Côte d'Ivoire, Dominican Republic, Equatorial Guinea, Germany, Indonesia, Peru, Poland, United Kingdom, United States)	57 Member States ^b
S/2019/475	Protection of civilians in armed conflict	S/PV.8543 11 June 2019	Resolution 2474 (2019)	12 Council members (Belgium, China, Côte d'Ivoire, Dominican Republic, Equatorial Guinea, France, Germany, Indonesia, Peru, Poland, South Africa, United States)	56 Member States ^c
S/2019/503	Protection of civilians in armed conflict	S/PV.8556 20 June 2019	Resolution 2475 (2019)	12 Council members (Belgium, Côte d'Ivoire, Dominican Republic, Equatorial Guinea, France, Germany, Indonesia, Peru, Poland, South Africa, United Kingdom, United States)	56 Member States ^d
S/2019/580	Threats to international peace and security	S/PV.8582 19 July 2019	Resolution 2482 (2019)	Nine Council members (Côte d'Ivoire, Equatorial Guinea, France, Germany, Indonesia, Peru, Poland, United Kingdom, United States)	38 Member States ^e
S/2019/788	Maintenance of international peace and security	S/PV.8631 3 October 2019	Resolution 2491 (2019)	Five Council members (Belgium, France, Germany, Poland, United Kingdom)	23 Member States ^f
S/2019/841	Women and peace and security	S/PV.8649 29 October 2019	Resolution 2493 (2019)	Two Council members (Indonesia, South Africa)	20 Member States ^g

^a Algeria, Angola, Austria, Bolivia (Plurinational State of), Bulgaria, Burkina Faso, Canada, Colombia, Congo, Costa Rica, Croatia, Cyprus, Czechia, Denmark, Ecuador, Egypt, Eritrea, Estonia, Ethiopia, Finland, Gabon, Gambia, Greece, Guinea, Hungary, Iceland, Ireland, Italy, Japan, Kazakhstan, Kenya, Latvia, Lebanon, Liberia, Libya, Liechtenstein, Lithuania, Luxembourg, Malta, Mauritius, Monaco, Morocco, Mozambique, Namibia, Nigeria, Norway, Papua New Guinea, Portugal, Republic of Korea, Republic of Moldova, Romania, Rwanda, Senegal, Serbia, Sierra Leone, Spain, Sudan, Sweden, Switzerland, Togo, Tunisia, Turkey, Uganda, Ukraine, United Arab Emirates and United Republic of Tanzania.

- ^b Albania, Andorra, Armenia, Australia, Austria, Bosnia and Herzegovina, Bulgaria, Canada, Central African Republic, Colombia, Costa Rica, Croatia, Cyprus, Czechia, Denmark, Djibouti, Egypt, Estonia, Finland, Gabon, Georgia, Greece, Hungary, Iceland, Ireland, Italy, Japan, Jordan, Kazakhstan, Kenya, Latvia, Lebanon, Libya, Lithuania, Monaco, Montenegro, Morocco, Netherlands, New Zealand, North Macedonia, Norway, Philippines, Portugal, Romania, San Marino, Serbia, Singapore, Slovakia, Slovenia, Spain, Sri Lanka, Sweden, Togo, Tunisia, Turkey, Ukraine and United Arab Emirates.
- ^c Albania, Algeria, Armenia, Austria, Azerbaijan, Bahrain, Bulgaria, Canada, Costa Rica, Croatia, Cyprus, Czechia, Democratic Republic of the Congo, Djibouti, Egypt, Estonia, Finland, Georgia, Greece, Hungary, Iceland, Iraq, Israel, Italy, Jordan, Kazakhstan, Kuwait, Latvia, Lebanon, Liechtenstein, Lithuania, Luxembourg, Malta, Montenegro, Morocco, North Macedonia, Norway, Oman, Palau, Portugal, Qatar, Romania, San Marino, Saudi Arabia, Serbia, Slovakia, Slovenia, Somalia, Spain, Sudan, Sweden, Switzerland, Tajikistan, Ukraine, United Arab Emirates and Uruguay.
- ^d Albania, Angola, Argentina, Australia, Austria, Bulgaria, Canada, Central African Republic, Costa Rica, Croatia, Cyprus, Czechia, Djibouti, Ecuador, Egypt, Estonia, Finland, Georgia, Greece, Guatemala, Hungary, Iceland, Ireland, Israel, Italy, Japan, Kazakhstan, Latvia, Lebanon, Liechtenstein, Lithuania, Luxembourg, Malta, Mexico, Montenegro, Morocco, Netherlands, New Zealand, North Macedonia, Norway, Portugal, Qatar, Republic of Korea, Republic of Moldova, San Marino, Serbia, Sierra Leone, Slovakia, Slovenia, Somalia, South Africa, Spain, Sweden, Switzerland, Turkey and Ukraine.
- ^e Angola, Australia, Austria, Bulgaria, Burkina Faso, Canada, Colombia, Costa Rica, Cyprus, Czechia, Denmark, Ecuador, Guinea, Iceland, Ireland, Italy, Japan, Kenya, Latvia, Liechtenstein, Lithuania, Luxembourg, Montenegro, Morocco, Netherlands, North Macedonia, Norway, Palau, Peru, Portugal, Qatar, Serbia, Slovenia, Spain, Sweden, Switzerland, Turkey and United Arab Emirates.
- ^f Austria, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, Greece, Hungary, Ireland, Italy, Lithuania, Luxembourg, Malta, Netherlands, Norway, Portugal, Romania, Slovakia, Slovenia, Spain and Sweden.
- ^g Armenia, Australia, Canada, Denmark, Georgia, Ireland, Jordan, Liberia, Morocco, North Macedonia, Norway, Philippines, Portugal, Republic of Korea, San Marino, Switzerland, Tunisia, Turkey, United Arab Emirates and Uruguay.

C. Decision-making by voting

According to Article 27 (2) and (3) of the Charter, decisions of the Council on procedural matters shall be made by an affirmative vote of nine Council members. On all other matters, that is, substantive or non-procedural matters, an affirmative vote of nine Council members is required, including the concurring votes of the permanent members. The result of a vote in the Council often does not in itself indicate whether the Council considers the matter voted upon to be procedural or substantive. For example, whether a vote is procedural or not cannot be determined when a proposal is: (a) adopted by a unanimous vote; (b) adopted by an affirmative vote of all permanent members; or (c) not adopted, having failed to obtain the nine affirmative votes required. When a proposal is adopted, having obtained nine or more affirmative votes, with one or more permanent members casting a negative vote, that indicates that the vote is considered

procedural. Conversely, if the proposal is not adopted, the matter voted upon is considered to be substantive. On certain occasions, in its early years, the Council found it necessary to decide, by vote, the question whether the matter under consideration was procedural within the meaning of Article 27 (2). This procedure is known as the “preliminary question”, after the language used in the San Francisco Statement on Voting Procedure. In recent years, including during the period under review, however, there have been no instances of the Council deciding to examine the preliminary question. Furthermore, procedural motions, such as the adoption of the agenda, the extension of invitations, and the suspension or adjournment of a meeting, have generally been decided upon by the Council without a vote. When such motions were voted upon, the vote was considered procedural. In 2019, the Council voted on procedural matters on two occasions (see table 12).

Table 12
Cases in which the vote indicated the procedural character of the matter, 2019

<i>Item</i>	<i>Meeting record and date</i>	<i>Subject of proposal</i>	<i>Vote (for-against-abstaining)</i>	<i>Permanent members casting negative vote</i>
The situation in the Bolivarian Republic of Venezuela	S/PV.8452 26 January 2019	Adoption of the agenda ^a	9-4-2	China, Russian Federation
Letter dated 13 April 2014 from the Permanent Representative of the Russian	S/PV.8529 20 May 2019	Adoption of the agenda	5-6-4	France, United Kingdom, United States

Repertoire of the Practice of the Security Council, 2019

<i>Item</i>	<i>Meeting record and date</i>	<i>Subject of proposal</i>	<i>Vote (for-against-abstaining)</i>	<i>Permanent members casting negative vote</i>
Federation to the United Nations addressed to the President of the Security Council (S/2014/264)				

^a For more information on the adoption of the agenda, see sect. II.A.

Adoption of resolutions

During the period under review, the majority of resolutions adopted by the Council (44 of 52) were

adopted unanimously. Eight resolutions were adopted without a unanimous vote (see table 13).

Table 13
Resolutions adopted without a unanimous vote, 2019

<i>Resolution</i>	<i>Item</i>	<i>Meeting record and date</i>	<i>Votes in favour</i>	<i>Votes against</i>	<i>Abstention</i>
2459 (2019)	Reports of the Secretary-General on the Sudan and South Sudan ^a	S/PV.8484 15 March 2019	14 (Belgium, China, Côte d'Ivoire, Dominican Republic, Equatorial Guinea, France, Germany, Indonesia, Kuwait, Peru, Poland, South Africa, United Kingdom, United States)	None	1 (Russian Federation)
2466 (2019)	The question concerning Haiti ^b	S/PV.8510 12 April 2019	13 (Belgium, China, Côte d'Ivoire, Equatorial Guinea, France, Germany, Indonesia, Kuwait, Peru, Poland, South Africa, United Kingdom, United States)	None	2 (Dominican Republic, Russian Federation)
2467 (2019)	Women and peace and security ^c	S/PV.8514 23 April 2019	13 (Belgium, Côte d'Ivoire, Dominican Republic, Equatorial Guinea, France, Germany, Indonesia, Kuwait, Peru, Poland, South Africa, United Kingdom, United States)	None	2 (China, Russian Federation)
2468 (2019)	The situation concerning Western Sahara ^d	S/PV.8518 30 April 2019	13 (Belgium, China, Côte d'Ivoire, Dominican Republic, Equatorial Guinea, France, Germany, Indonesia, Kuwait, Peru, Poland, United Kingdom, United States)	None	2 (Russian Federation, South Africa)
2471 (2019)	Reports of the Secretary-General on the Sudan and South Sudan ^a	S/PV.8536 30 May 2019	10 (Belgium, Dominican Republic, France, Germany, Indonesia, Kuwait, Peru, Poland, United Kingdom, United States)	None	5 (China, Côte d'Ivoire, Equatorial Guinea, Russian Federation, South Africa)
2476 (2019)	The question concerning Haiti ^b	S/PV.8559 25 June 2019	13 (Belgium, Côte d'Ivoire, Equatorial Guinea, France, Germany, Indonesia, Kuwait,	None	2 (China, Dominican Republic)

<i>Resolution</i>	<i>Item</i>	<i>Meeting record and date</i>	<i>Votes in favour</i>	<i>Votes against</i>	<i>Abstention</i>
			Peru, Poland, Russian Federation, South Africa, United Kingdom, United States)		
2494 (2019)	The situation concerning Western Sahara ^d	S/PV.8651 30 October 2019	13 (Belgium, China, Côte d'Ivoire, Dominican Republic, Equatorial Guinea, France, Germany, Indonesia, Kuwait, Peru, Poland, United Kingdom, United States)	None	2 (Russian Federation, South Africa)
2498 (2019)	The situation in Somalia ^e	S/PV.8665 15 November 2019	12 (Belgium, Côte d'Ivoire, Dominican Republic, France, Germany, Indonesia, Kuwait, Peru, Poland, South Africa, United Kingdom, United States)	None	3 (China, Equatorial Guinea, Russian Federation)

- ^a For more information on the discussion, see part I, sect. 9.
^b For more information on the discussion, see part I, sect. 14.
^c For more information on the discussion, see part I, sect. 30.
^d For more information on the discussion, see part I, sect. 1.
^e For more information on the discussion, see part I, sect. 2.

Draft resolutions not adopted

According to Article 27 (3) of the Charter, a draft resolution on non-procedural matters is not adopted when it fails to obtain the nine affirmative votes required, or when a negative vote is cast by a

permanent member. During the period under review, there were three instances in which a draft resolution was not adopted because it failed to obtain the nine affirmative votes required, and three occasions when a draft resolution was not adopted owing to a negative vote cast by a permanent member (see table 14).

Table 14
Draft resolutions not adopted owing to the negative vote of a permanent member or for lack of the requisite number of votes, 2019

<i>Draft resolution</i>	<i>Item</i>	<i>Meeting record and date</i>	<i>Votes in favour</i>	<i>Votes against</i>	<i>Abstentions</i>
S/2019/186	The situation in the Bolivarian Republic of Venezuela ^a	S/PV.8476 28 February 2019	9 (Belgium, Dominican Republic, France, Germany, Kuwait, Peru, Poland, United Kingdom, United States)	3 (China, Russian Federation, South Africa)	3 (Côte d'Ivoire, Equatorial Guinea, Indonesia)
S/2019/190	The situation in the Bolivarian Republic of Venezuela ^a	S/PV.8476 28 February 2019	4 (China, Equatorial Guinea, Russian Federation, South Africa)	7 (Belgium, France, Germany, Peru, Poland, United Kingdom, United States)	4 (Côte d'Ivoire, Dominican Republic, Indonesia, Kuwait)
S/2019/756	The situation in the Middle East ^b	S/PV.8623 19 September 2019	12 (Belgium, Côte d'Ivoire, Dominican Republic, France, Germany, Indonesia, Kuwait, Peru, Poland,	2 (China and Russian Federation)	1 (Equatorial Guinea)

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<i>Draft resolution</i>	<i>Item</i>	<i>Meeting record and date</i>	<i>Votes in favour</i>	<i>Votes against</i>	<i>Abstentions</i>
			South Africa, United Kingdom, United States)		
S/2019/757	The situation in the Middle East ^b	S/PV.8623 19 September 2019	2 (China, Russian Federation)	9 (Belgium, Dominican Republic, France, Germany, Kuwait, Peru, Poland, United Kingdom, United States)	4 (Côte d'Ivoire, Equatorial Guinea, Indonesia, South Africa)
S/2019/961	The situation in the Middle East ^b	S/PV.8697 20 December 2019	13 (Belgium, Côte d'Ivoire, Dominican Republic, Equatorial Guinea, France, Germany, Indonesia, Kuwait, Peru, Poland, South Africa, United Kingdom, United States)	2 (China, Russian Federation)	
S/2019/962	The situation in the Middle East ^b	S/PV.8697 20 December 2019	5 (China, Côte d'Ivoire, Equatorial Guinea, Russian Federation, South Africa)	6 (Dominican Republic, France, Peru, Poland, United Kingdom, United States)	4 (Belgium, Germany, Indonesia, Kuwait)

^a For more information on the discussion, see part I, sect. 16.

^b For more information on the discussion, see part I, sect. 22.

D. Decision-making without a vote

A procedural or substantive motion may be adopted in the Council without a vote or by consensus. In 2019, there were no instances of a resolution being adopted without a vote. All 52 resolutions were adopted by a show of hands. However, at a meeting of the Council held under the item entitled “The situation in Afghanistan”,¹³³ the representative of Germany, as co-penholder, introduced an oral amendment to the draft resolution proposed¹³⁴ and clarified that the proposed revision was made at the request of Afghanistan. According to the President of the Council, if delegations consented to the inclusion of the oral revision to the draft resolution, and there were no objections, then Council members would vote on the resolution as orally revised. As no objections to the revision were raised, the President of the Council requested the Secretariat to inscribe the oral revision into the text and proceeded to the vote on the draft

resolution, which was adopted unanimously as resolution [2489 \(2019\)](#).

Statements by the President on behalf of the Council continued to be adopted by consensus. A total of 15 statements by the President were adopted during the period under review.¹³⁵

Following past practice, during the period under review, notes and letters by the President of the Council were adopted by consensus and issued as official documents of the Council. In 2019, the Council

¹³⁵ The complete list of statements by the President adopted during the review period is provided in part I, sect. II, of the report of the Security Council to the General Assembly at its seventy-third session ([A/74/2](#)).

¹³³ See [S/PV.8620](#).

¹³⁴ [S/2019/749](#).

issued 19 notes and 32 letters by the President.¹³⁶ Notes and letters by the President are rarely adopted during Council meetings. During the period under review, one note by the President, namely, the note concerning the adoption of the draft annual report of the Council to the General Assembly for the period from 1 January 2018 to 31 December 2018, was adopted during a meeting of the Council, in line with past practice.¹³⁷

E. Discussions concerning the decision-making process

During the period under review, Council members and the wider membership addressed issues pertaining to the exercise of the veto, penholdership and the negotiation process leading to the adoption of outcome documents, as reflected in case 8, in the context of the annual debate on the working methods of the Council.

Case 8 Implementation of the note by the President of the Security Council (S/2017/507)

On 6 June 2019, at the initiative of Kuwait, which held the presidency for the month, the Council held its annual open debate on the working methods of the Council.¹³⁸ At the meeting, a number of speakers expressed views on penholdership and other aspects pertaining to the negotiation and drafting of Council outcome documents. The representative of France underlined the importance of preserving the principle of freedom for any member of the Council to present a text at any time on any subject, in order to ensure responsiveness and promote consensus in the Council. He said that any *ex ante* or automatic allocation of penholders would be detrimental to the effectiveness of

the Council. The representative of South Africa, speaking on behalf of the 10 elected members of the Council, suggested that the Council consider promoting the role of the Chairs of subsidiary bodies as penholders and making their role as co-penholders on related dossiers automatic, should the Chairs choose to accept that role. The representative of Liechtenstein welcomed the suggestion that the delegation chairing the sanctions committee on a specific country situation should also have a joint leadership function with the traditional penholder in drafting resolutions. The representative of Brazil said that the Chairs of the subsidiary bodies were uniquely placed to be considered co-penholders on issues pertaining to their activities. He added that a fair and adequate distribution of penholderships should be seen not as an exception but as a common practice essential to fostering appropriate levels of transparency and accountability in the Council. In that connection, Brazil believed that elected members should be offered real opportunities to be penholders.

The representative of the United Kingdom highlighted the importance of keeping the practice of penholding informal and said that every Council member had an equal right to take up the pen on any issue. The representative of China agreed that penholderships should be allocated according to the principle of equity so that every Council member could have an opportunity to contribute to resolving hotspot issues. The representative of the Russian Federation said that the Council had to expand the circle of penholders, particularly in favour of non-permanent members. He added that individual Council members should not consider certain countries and even regions as their fiefdoms or act as mentors on certain issues. The representative of Switzerland, speaking on behalf of the Accountability, Coherence and Transparency Group, said that enhancing the responsibilities of Council members for drafting Council products would facilitate greater participation by all members in decision-making by providing more opportunities for any member of the Council to be a penholder and for more than one member to act as a penholder on a single dossier. The representative of Ireland recalled that there was nothing in the Charter stating that only permanent members could draft resolutions and added that it made little sense not to share the burden of the increased work of the Council and utilize the skills and experience of elected members. The representative of Singapore said that he was heartened to see more elected Council members taking on penholder roles in the Council; a Council where members felt sidelined would not only be non-inclusive but also ineffective in representing the interests of the wider membership.

¹³⁶ The complete list of notes by the President of the Council issued in 2019 is provided in part I, sect. XIII, of the report of the Security Council to the General Assembly at its seventy-third session (A/74/2) or available at www.un.org/securitycouncil/content/notes-president-2019. The complete list of letters from the President of the Council issued in 2019 is provided in part I, sect. III, of the same report or available at www.un.org/securitycouncil/content/letters-exchanged-between-secretary-general-and-president-security-council-2019.

¹³⁷ S/2019/666, at the 8597th meeting (see S/PV.8597). For more information, see part IV, sect. I.F.

¹³⁸ See S/PV.8539. The Council had before it a concept note annexed to a letter dated 29 May 2019 from the representative of Kuwait to the Secretary-General (S/2019/450).

The representatives of New Zealand, Portugal, Norway¹³⁹ and Italy also called for a more balanced and equitable distribution of roles in the Council that included penholdership and chairmanship of subsidiary bodies. The representative of Italy added that fair and equal distribution of duties was consistent with a more transparent, representative, accountable, democratic and efficient Council.

In connection with the decision-making process in the Council, several speakers highlighted the importance of inclusivity in the negotiation and decision-making processes. The representatives of France and the United Kingdom highlighted their commitment to consulting all relevant stakeholders during negotiation processes, including troop- and police-contributing countries, the Chairs of sanctions committees, the countries of the region and the Chairs of the Peacebuilding Commission's country-specific configurations. The representatives of Turkey, Norway and Ukraine also suggested that the decision-making process should involve the States concerned. The representative of Turkey added that the penholders should engage in timely consultations with all relevant actors with openness and flexibility. In addition, the representative of Ukraine said that involving the countries concerned and the wider United Nations membership would contribute to maximizing the comprehensive implementation of the provisions of Council decisions by Member States. The representative of Colombia urged the Council to facilitate timely access on an equal footing by non-Council members to draft outcome documents and other documents issued by the Council. The representative of Canada underscored the importance of the full involvement of elected members in the decision-making process, noting that the elected members gave legitimacy, diversity of ideas and perspectives to the Council. In that connection, he emphasized that incoming elected members needed access to information and the ability to act on such information. The representative of Egypt suggested that draft outcome documents should be shared with the wider membership to allow them to express their views and proposals.

With regard to the drafting of outcome documents, the representative of the United Kingdom said that the Council's products should be concise and use clear and straightforward language, in order for them to have impact on the ground. The representative of the Russian Federation concurred with the representative of the United Kingdom that the

Council's final products should be short, clear, easy to understand and, above all, action-oriented. Many draft texts were received unreasonably late, which did not allow for the gathering of multiple expert assessments or the holding of comprehensive consultations. In addition, the wording of draft resolutions sometimes changed at the last minute, leaving the Council with documents that did not take the concerns of its members into account. The representative of France said that his delegation had always tried to allow enough negotiating time and find the necessary compromises to ensure the adoption of texts by the Council. The representative of China said that the Council should strive for as broad a consensus as possible by holding in-depth consultations and should fully accommodate the concerns of all parties by increasing communication and cooperation. He added that any attempts to railroad draft texts through in the face of stark differences of opinion must be discouraged with a view to enhancing the authority and effectiveness of the Council.

With regard to the use of the veto, several speakers voiced support for the code of conduct of the Accountability, Coherence and Transparency Group, which stated that Council members should refrain from voting against credible Council action aimed at stopping mass atrocities and crimes against humanity.¹⁴⁰ Speakers also expressed support for the proposal made by France and Mexico for the voluntary and collective suspension of the use of the veto of permanent members in cases involving mass atrocities.¹⁴¹ The representative of Kuwait said that refraining from the use of the veto on humanitarian issues would allow for assistance to reach civilians in urgent need, medical evacuations and humanitarian truce. The representative of Turkey said that better outcomes could be achieved and more humanitarian tragedies prevented if the Council's tools were utilized much earlier, without resorting to the veto as a tool to advance national interests. He added that the use or the threat of the use of the veto had been proven to hamper the most needed role that the Council had to play on behalf of the entire United Nations membership.

The representative of Singapore said that the veto privilege must be wielded with increased responsibilities to allow the Council to discharge its duties in the maintenance of international peace and security. The representative of Brazil encouraged

¹³⁹ The representative of Norway spoke on behalf of the Nordic countries.

¹⁴⁰ [S/PV.8539](#) (United Kingdom, Kuwait, Estonia, Switzerland, Singapore, Canada, Slovenia, Norway, Liechtenstein and Costa Rica).

¹⁴¹ *Ibid.*, (France, Kuwait, Singapore, Canada, Mexico, Norway and Costa Rica).

efforts to review the use of the veto in the Council, in view of the ample call of the wider membership for its abolition or restriction and its direct impact on the functioning of the Council. The representative of Liechtenstein said that his delegation viewed subscribing to the code of conduct of the Accountability, Coherence and Transparency Group as a minimum standard for Council membership and a precondition for support in Council elections. The representative of Ukraine saw a clear lack of

implementation of Article 27, paragraph 3, of the Charter, both in spirit and letter. While he acknowledged that a veto-free Council was still a distant and uncertain reality, he believed that a Council member should refrain from using its veto power and abstain from voting when it was a party to a conflict under consideration in the Council; otherwise, it risked compromising the exercise of its responsibilities and privileges in an impartial manner.

IX. Languages

Note

Section IX covers rules 41 to 47 of the provisional rules of procedure of the Security Council, which relate to the official and working languages of the Council, interpretation and the languages of meeting records and published resolutions and decisions.

Rule 41

Arabic, Chinese, English, French, Russian and Spanish shall be both the official and the working languages of the Security Council.

Rule 42

Speeches made in any of the six languages of the Security Council shall be interpreted into the other five languages.

Rule 43

[Deleted]

Rule 44

Any representative may make a speech in a language other than the languages of the Security Council. In this case, he shall himself provide for interpretation into one of those languages. Interpretation into the other languages of the Security Council by the interpreters of the Secretariat may be based on the interpretation given in the first such language.

Rule 45

Verbatim records of meetings of the Security Council shall be drawn up in the languages of the Council.

Rule 46

All resolutions and other documents shall be published in the languages of the Security Council.

Rule 47

Documents of the Security Council shall, if the Security Council so decides, be published in any language other than the languages of the Council.

In the note by the President dated 30 August 2017, Council members encouraged the Secretariat to maintain the translation of all United Nations sanctions lists into all official languages of the United Nations and to continue to ensure that the information on the websites of the subsidiary bodies of the Council, including the reports of sanctions monitoring teams, groups and panels, was accurate and updated in all official languages.¹⁴²

During the period under review, rules 41 to 47 were applied consistently. At three meetings, speakers delivered their statements in a language other than the six official languages of the United Nations, as provided in rule 44.¹⁴³ The matter of working languages was addressed in different contexts throughout the year during the regular work of the Council. For example, at the 8539th meeting of the Council, held on 6 June 2019 in connection with the working methods of the Security Council, the representative of Egypt stressed the importance of ensuring that documents and reports of the Council were made available to the wider membership and in all six official languages, unless they included information related to the national security of States

¹⁴² S/2017/507, annex, para. 110.

¹⁴³ At the 8459th meeting, held on 7 February 2019, the 8541st meeting, held on 10 June 2019, and the 8655th meeting, held on 31 October 2019, the representative of Serbia (First Deputy Prime Minister and Minister for Foreign Affairs) spoke in Serbian; the interpretation was provided by the delegation (see S/PV.8459, S/PV.8541 and S/PV.8655).

that did not wish to make such information available to the public.¹⁴⁴ At the 8570th meeting, held on 10 July 2019 under the item entitled “United Nations peacekeeping operations”, the representative of Belgium considered it essential that the interaction between the Council and the troop- and police-contributing countries proceeded in the direction of improved mutual understanding.¹⁴⁵ In that connection, he welcomed the fact that interpretation was provided at the majority of meetings between the troop- and police-contributing countries and the Council and at meetings of the

Working Group on Peacekeeping Operations, thereby addressing multilingualism and accessibility concerns. In a letter dated 14 February 2019 addressed to the President of the Council, the representative of Finland transmitted the report of the sixteenth annual workshop for the newly elected members of the Council, which had been held on 29 and 30 November 2018.¹⁴⁶ In the context of discussing the experience of chairing a sanctions committee, one participant, according to the report, stressed the need for enhanced interpretation services into all six official languages.

¹⁴⁴ See [S/PV.8539](#).

¹⁴⁵ See [S/PV.8570](#).

¹⁴⁶ [S/2019/144](#).

X. Provisional status of the rules of procedure

Note

Section X covers the deliberations of the Council concerning the provisional status of the rules of procedure of the Council, last amended in 1982.¹⁴⁷ Article 30 of the Charter of the United Nations provides that the Council shall adopt its own rules of procedure. Since their adoption by the Council at its first meeting, held on 17 January 1946, the rules of procedure have remained provisional. On 27 December 2019, the Council issued a note by the President providing that, in line with the efforts of the United Nations and its Member States to promote the advancement of women and greater gender inclusivity and equality in their policies and practices, the members of the Council confirmed, as a matter of existing Council practice, that any reference to a male person in the Council’s provisional rules of procedure was deemed not to be limited to male persons. Thus, any such reference also constituted a reference to a female person, unless the context clearly indicated otherwise.¹⁴⁸

Article 30

The Security Council shall adopt its own rules of procedure, including the method of selecting its President.

During the period under review, the question of the status of the provisional rules of procedure, including in connection with Article 30 of the Charter, was raised at the 8539th meeting, held on 6 June 2019 under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))”.¹⁴⁹ During the debate, some speakers stressed that the rules of procedure of the Council should cease to be provisional. The representative of Cuba noted that their adoption was essential in terms of transparency and accountability, while the representative of Singapore said that their adoption would enhance the Council’s legitimacy and credibility. The representative of Ireland expressed concern that the rules of procedure were used to block action, not to facilitate it, while the representative of Colombia suggested elements for consideration and possible inclusion in the definitive text of the rules of procedure.

¹⁴⁷ The provisional rules of procedure of the Council were amended 11 times between 1946 and 1982: five times during the Council’s first year, at its 31st, 41st, 42nd, 44th and 48th meetings, on 9 April, 16 and 17 May and 6 and 24 June 1946; twice in its second year, at the 138th and 222nd meetings, on 4 June and 9 December 1947; and at its 468th meeting, on 28 February 1950; 1463rd meeting, on 24 January 1969; 1761st meeting, on 17 January 1974; and 2410th meeting, on 21 December 1982. The initial version of the provisional rules was issued under the symbol [S/96](#) and [S/96/Add.1](#), the latest version under the symbol [S/96/Rev.7](#).

¹⁴⁸ [S/2019/996](#).

¹⁴⁹ See [S/PV.8539](#).