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

Contents

	<i>Page</i>
Introductory note	158
I. Meetings and records	160
Note	160
A. Meetings	162
B. Informal consultations of the whole	167
C. Other informal meetings of the members of the Security Council	168
D. Discussions concerning meetings	171
E. Records	172
II. Agenda	173
Note	173
A. Adoption of the agenda (rule 9)	173
B. Matters of which the Security Council is seized (rules 10 and 11)	176
C. Discussions concerning the agenda	180
III. Representation and credentials	182
Note	182
IV. Presidency	183
Note	183
A. Role of the President of the Security Council (rules 18 and 19)	184
B. Discussions concerning the presidency of the Security Council	185
V. Secretariat	186
Note	186
VI. Conduct of business	188
Note	188
VII. Participation	190
Note	190
A. Invitations extended under rule 37	191
B. Invitations extended under rule 39	191
C. Invitations not expressly extended under rule 37 or rule 39	194
D. Discussions relating to participation	195
VIII. Decision-making and voting	197
Note	197
A. Decisions of the Council	198

B.	Penholdership and sponsorship in accordance with rule 38.....	199
C.	Decision-making by voting	200
D.	Decision-making without a vote	204
E.	Discussions concerning the decision-making process	204
IX.	Languages	207
	Note	207
X.	Provisional status of the rules of procedure	208
	Note	208

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 main 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, set out 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 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 288 meetings. Most of the meetings were public, with a total of 275 public meetings and 13 private meetings held in 2018. The Council held a total of 120 informal consultations of the whole in 2018, 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 also “wrap-up sessions” at the end of the month. While one such session was conducted during a public meeting, held under the item entitled “Implementation of the note by the President of the Security Council (S/2017/507)”,¹ all other “wrap-up sessions” were held as informal meetings.

In 2018, the Council was seized of 68 agenda items. The Council added the item entitled “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)” to the list of matters of which it was seized, and the item entitled “The situation in Sierra Leone” was removed from the list. While being seized of 68 items, the Council considered 49 items at its meetings in 2018. Of the 49 items considered by the Council in 2018, 28 concerned country-specific and regional situations and 21 dealt with thematic and other issues.

During the period under review, the Council adopted 54 resolutions and issued 21 statements by the President. The Council also issued 8 notes by the President and 34 letters from the President. Four 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.

¹ See S/PV.8173.

In 2018, objections to the adoption of the agenda and to the extension of invitations pursuant to rule 39 of the provisional rules of procedure led to procedural votes on four occasions. A discussion also took place with regard to the adoption of the programme of work in connection with objections raised by Council members to the holding of a proposed meeting in September 2018 (see case 6).

Aspects relating to the working methods of the Council continued to be raised and discussed in Council meetings, in particular in the context of an open debate under the item entitled “Implementation of the note by the President of the Security Council (S/2017/507)” held on 6 February 2018,² during which aspects of the procedure and practice of the Council were discussed (see cases 1, 7 and 10). 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.

² See S/PV.8175. The Council had before it a concept note annexed to a letter dated 24 January 2018 from the representative of Kuwait to the Secretary-General (S/2018/66), and a summary of the debate was circulated after the meeting in a communication from the representative of Kuwait (S/2018/399).

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 288 meetings, of which 275 were public meetings and 13 were private meetings. In addition, in 2018, the Council held a total of 120 informal consultations of the whole.

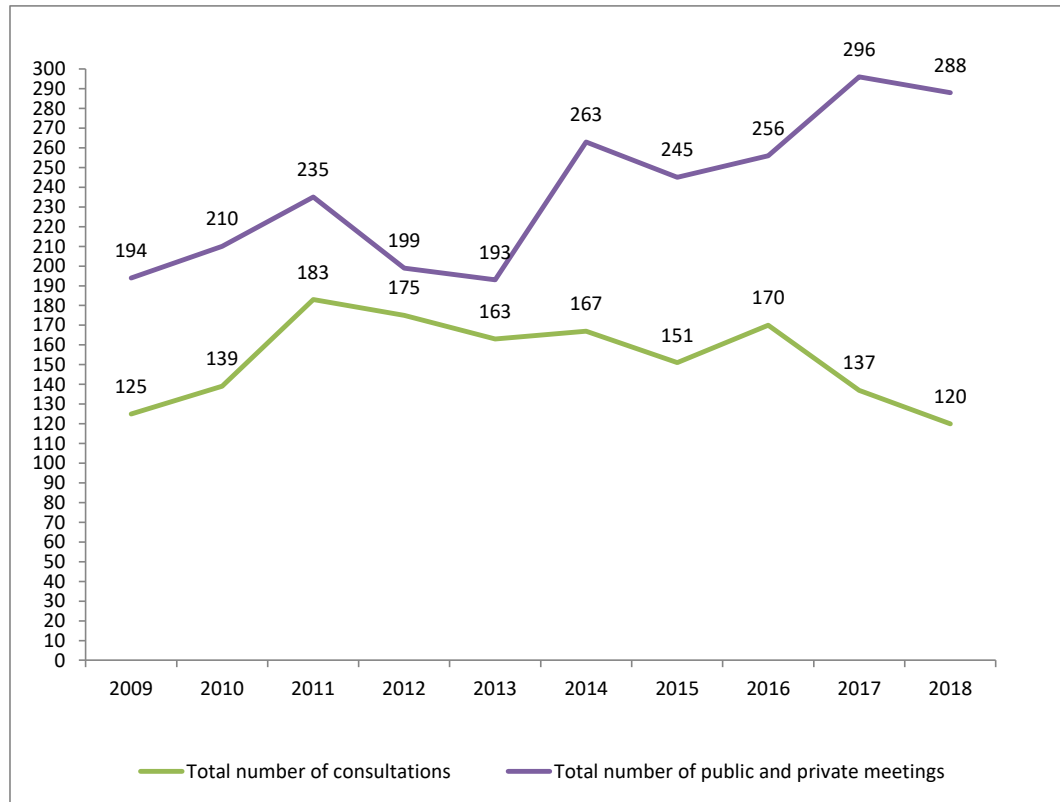
In 2018, the Council also continued to hold “wrap-up sessions” at the end of the month. While one wrap-up session was conducted as a public meeting held under the item entitled “Implementation of the note by the President of the Security Council (S/2017/507)”,³ all other such sessions were held as informal gatherings.

During the period under review, Council members also continued to hold informal interactive dialogues and Arria-formula meetings. Figure I shows the total number of informal consultations of the whole and the total number of public and private meetings held during the period from 2009 to 2018.

In 2018, the question of the format of meetings was raised during an open debate concerning the working methods of the Council (see case 1).

³ See [S/PV.8173](#).

Figure I
Number of meetings and consultations, 2009–2018



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 2018, 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, nine Council members submitted to the President of the Council a letter dated 16 October 2018 in which they requested a meeting of the Council and explicitly cited rule 2 of the provisional rules of procedure in support of their request.⁴ Further to that letter, the Council convened a

meeting on 24 October 2018.⁵ In addition, at the 8409th meeting, held on 26 November 2018 under the item entitled “Maintenance of international peace and security” and the proposed sub-item “Violation of the borders of the Russian Federation”, the representative of the Russian Federation made a statement explicitly referring to rule 2.⁶ Against the backdrop of heightened tensions in the Sea of Azov between the Russian Federation and Ukraine, objections to the provisional agenda for the meeting led to a procedural vote. The provisional agenda was not adopted, having failed to obtain the required number of votes.⁷

In 2018, no requests were received explicitly citing rule 3 of the provisional rules of procedure. During the period under review, there were, however, several requests to convene meetings in which either rule 2 or 3, and/or Article 35, was cited implicitly. Table 1 lists the cases 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.

⁴ Letter dated 16 October 2018 from the representatives of Côte d’Ivoire, France, Kuwait, the Netherlands, Peru, Poland, Sweden, the United Kingdom of Great Britain and Northern Ireland and the United States of America addressed to the President of the Security Council (S/2018/926), requesting a meeting of the Council to hear a briefing by the Chair of the independent international fact-finding mission on Myanmar.

⁵ See S/PV.8381.

⁶ S/PV.8409, p. 2. For more information on this item, see part I, sect. 37.

⁷ For more information on the adoption of the agenda, see sect. II.A.

Table 1

Letters in which Member States announced or requested an urgent or emergency meeting without explicit reference to any provision of the Charter or the provisional rules of procedure, 2018

<i>Letter addressed to the Secretary-General or the President of the Council</i>	<i>Summary</i>	<i>Meeting convened (record and date)</i>
Letter dated 17 May 2018 from the Chargé d'affaires a.i. of the Permanent Mission of the Russian Federation addressed to the Secretary-General (S/2018/472)	Transmission of a statement issued on 14 April 2018 by the President of the Russian Federation, announcing the convening of an emergency meeting of the Security Council to consider the missile attacks carried out on that date against the territory of the Syrian Arab Republic	S/PV.8233 14 April 2018
Letter dated 14 December 2018 from the Permanent Representative of Serbia addressed to the President of the Security Council (S/2018/1111)	Request for an urgent meeting to consider the decision of the Provisional Institutions of Self-Government in Pristina to transform the Kosovo Security Force into armed forces	S/PV.8427 17 December 2018

Complaints raised by Member States concerning the application of rule 3

During the period under review, in a letter dated 31 March 2018 to the President of the Security Council,⁸ the representative of Israel expressed disappointment and outrage at the events that had taken place in the Council the previous day. He emphasized that Kuwait, with full knowledge that the Permanent Mission of Israel and Jews everywhere had been observing the first night of Passover, had “hijacked” previously scheduled consultations, had forced an open meeting of the Council and had invited the delegation of the observer State of Palestine to present remarks that they had been advised to prepare well in advance. He underlined that Israel had not been given the same advance notice and had been barred from taking part in the deliberations owing to the observance of the religious holiday.⁹

In a letter dated 31 August 2018 to the President of the Security Council,¹⁰ the representative of Serbia expressed disappointment and regret that, notwithstanding established practice and owing to a unilateral decision, no meeting of the Security Council to discuss the situation in Kosovo and Metohija had been convened in the month of August during the presidency of the United Kingdom.¹¹ He also expressed disappointment that discussions in respect of the meetings on Kosovo and Metohija had not continued, as indicated pursuant to the adoption of the programme of work for that month.

⁸ [S/2018/284](#).

⁹ For more information on participation, see sect. VII.

¹⁰ [S/2018/805](#).

¹¹ For more information on the presidency, see sect. IV.

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.¹² In 2018, the Council held a total of 275 public meetings. By comparison, the Council had held 282 public meetings in 2017 and 237 in 2016.

During the review period, the Council held 15 high-level meetings at which two or more Council members were represented at the ministerial or higher levels, of which 13 were on thematic items, and 2 were on regional and country-specific items (see table 2). In 2018, the Council held four meetings at which more than half 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”, “United Nations peacekeeping operations” and “Non-proliferation/Democratic People’s Republic of Korea”. On 26 September 2018, at the 8362nd meeting of the Council, held under the item entitled “Maintenance of international peace and security”, in connection with the non-proliferation of weapons of mass destruction,¹³ eight Council members were represented at the level of

¹² In the note by the President dated 30 August 2017 ([S/2017/507](#), annex, para. 21), Council members expressed their intention to continue to include the following formats for public meetings: open debate, debate, briefing and adoption.

¹³ See [S/PV.8362](#).

Head of State or Government,¹⁴ and seven were represented by high-level officials.¹⁵ This was the

¹⁴ Bolivia (Plurinational State of), Equatorial Guinea, France, Peru, Poland and the United States were represented by their Presidents; the Netherlands and the United Kingdom were represented by their Prime Ministers.

¹⁵ Côte d'Ivoire was represented by its Vice-President; Kuwait was represented by its Deputy Prime Minister and Minister for Foreign Affairs; and China, Ethiopia, Kazakhstan, the Russian Federation and Sweden were represented by their Ministers for Foreign Affairs.

largest number of Council members represented at a high level at a Council meeting in 2018. It was also the highest number of Heads of State or Government representing Council members since the previous summit meeting, held on 24 September 2014 under the item entitled "Threats to international peace and security caused by terrorist acts".¹⁶

¹⁶ See [S/PV.7272](#).

Table 2
High-level meetings, 2018

<i>Meeting record and date</i>	<i>Item</i>	<i>High-level participation</i>
S/PV.8160 18 January 2018	Non-proliferation of weapons of mass destruction	Heads of State or Government (2) Kazakhstan (President), Poland (President) Ministerial level (4) Kuwait (Deputy Prime Minister and Minister for Foreign Affairs), Russian Federation (Minister for Foreign Affairs), United Kingdom (Minister of State for Asia and the Pacific), United States (Permanent Representative to the United Nations and member of the President's Cabinet)
S/PV.8162 19 January 2018	Maintenance of international peace and security	Ministerial level (8) Equatorial Guinea (Secretary of State of the Ministry for Foreign Affairs and Cooperation), Kazakhstan (Minister for Foreign Affairs), Kuwait (Deputy Prime Minister and Minister for Foreign Affairs), Netherlands (Vice-Minister for Foreign Affairs), Poland (Minister for Foreign Affairs), Russian Federation (Minister for Foreign Affairs), United Kingdom (Minister of State for Asia and the Pacific), United States (Deputy Secretary of State)
S/PV.8185 21 February 2018	Maintenance of international peace and security	Ministerial level (5) Côte d'Ivoire (Minister for Foreign Affairs), Kazakhstan (First Deputy Minister for Foreign Affairs), Kuwait (Deputy Prime Minister and Minister for Foreign Affairs), Poland (Minister for Foreign Affairs), United States (Permanent Representative to the United Nations and member of the President's Cabinet)
S/PV.8199 8 March 2018	The situation in Afghanistan	Ministerial level (2) Netherlands (Minister for Foreign Trade and Development Cooperation), Sweden (State Secretary to the Minister for Foreign Affairs)
S/PV.8218 28 March 2018	United Nations peacekeeping operations	Heads of State or Government (1) Netherlands (Prime Minister) Ministerial level (7) Côte d'Ivoire (Minister of State and Minister for Defence), France (Minister of State attached to the Minister for Europe and Foreign Affairs), Kazakhstan (Deputy Minister for Defence), Poland (Deputy Minister for Foreign Affairs), Sweden (Minister for Policy Coordination and Energy), United Kingdom (Minister of State for the Commonwealth and the United Nations), United States (Permanent Representative to the United Nations and member of the President's Cabinet)

<i>Meeting record and date</i>	<i>Item</i>	<i>High-level participation</i>
S/PV.8243 25 April 2018	Peacebuilding and sustaining peace	Ministerial level (4) Côte d'Ivoire (Minister for Foreign Affairs), Netherlands (Director General for Political Affairs of the Ministry of Foreign Affairs), Peru (Minister for Foreign Affairs), Sweden (Minister for Foreign Affairs)
S/PV.8262 17 May 2018	Maintenance of international peace and security	Heads of State or Government (1) Poland (President) Ministerial level (4) Equatorial Guinea (Vice-President), Kazakhstan (Minister of Justice), Netherlands (Minister for Foreign Affairs), United States (Permanent Representative to the United Nations and member of the President's Cabinet)
S/PV.8264 22 May 2018	Protection of civilians in armed conflict	Ministerial level (2) Kazakhstan (Deputy Minister for Foreign Affairs), Poland (Minister for Foreign Affairs)
S/PV.8270 29 May 2018	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)	Ministerial level (2) Netherlands (Minister for Foreign Affairs), Poland (Minister for Foreign Affairs)
S/PV.8305 9 July 2018	Children and armed conflict	Heads of State or Government (2) Netherlands (Prime Minister of Aruba), Sweden (Prime Minister)
S/PV.8307 11 July 2018	Maintenance of international peace and security	Heads of State or Government (1) Netherlands (Prime Minister of Curaçao) Ministerial level (2) Kazakhstan (Deputy Minister for Foreign Affairs), Sweden (Minister for Foreign Affairs)
S/PV.8362 26 September 2018	Maintenance of international peace and security	Heads of State or Government (8) Bolivia (Plurinational State of) (President), Equatorial Guinea (President), France (President), Netherlands (Prime Minister), Peru (President), Poland (President), United Kingdom (Prime Minister), United States (President) Ministerial level (7) Côte d'Ivoire (Vice-President), Kuwait (Deputy Prime Minister and Minister for Foreign Affairs), China (Minister for Foreign Affairs), Ethiopia (Minister for Foreign Affairs), Kazakhstan (Minister for Foreign Affairs), Russian Federation (Minister for Foreign Affairs), Sweden (Minister for Foreign Affairs)
S/PV.8363 27 September 2018	Non-proliferation/ Democratic People's Republic of Korea	Ministerial level (14) China (Minister for Foreign Affairs), Côte d'Ivoire (Minister for Foreign Affairs), Equatorial Guinea (Minister for Foreign Affairs and Cooperation), Ethiopia (Minister for Foreign Affairs), France (Minister for Foreign Affairs), Kazakhstan (Minister for Foreign Affairs), Kuwait (Deputy Prime Minister and Minister for Foreign Affairs), Netherlands (Minister for Foreign Affairs), Poland (Minister for Foreign Affairs), Peru (Minister for Foreign Affairs), Russian Federation (Minister for Foreign Affairs), Sweden (Minister for Foreign Affairs), United Kingdom (Secretary of State for Foreign and Commonwealth Affairs), United States (Secretary of State)

Repertoire of the Practice of the Security Council, 2018

<i>Meeting record and date</i>	<i>Item</i>	<i>High-level participation</i>
S/PV.8382 25 October 2018	Women and peace and security	Ministerial level (2) Netherlands (Secretary-General of the Ministry of Foreign Affairs), Sweden (Minister for Foreign Affairs)
S/PV.8413 5 December 2018	Peacebuilding and sustaining peace	Heads of State or Government (1) Côte d'Ivoire (President) Ministerial level (2) Equatorial Guinea (Minister for Foreign Affairs and Cooperation), Netherlands (Minister for Foreign Trade and Development 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 13, or approximately 4.5 per cent, of a total 288 meetings held in 2018 were private.

Of the 13 private meetings held in 2018, 12 (92.3 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”. One private meeting was devoted to the annual briefing by the President of the International Court of Justice.

Figure II shows the percentage of public and private meetings during the period concerned, and figure III shows 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.

Figure II
Public and private meetings, 2018

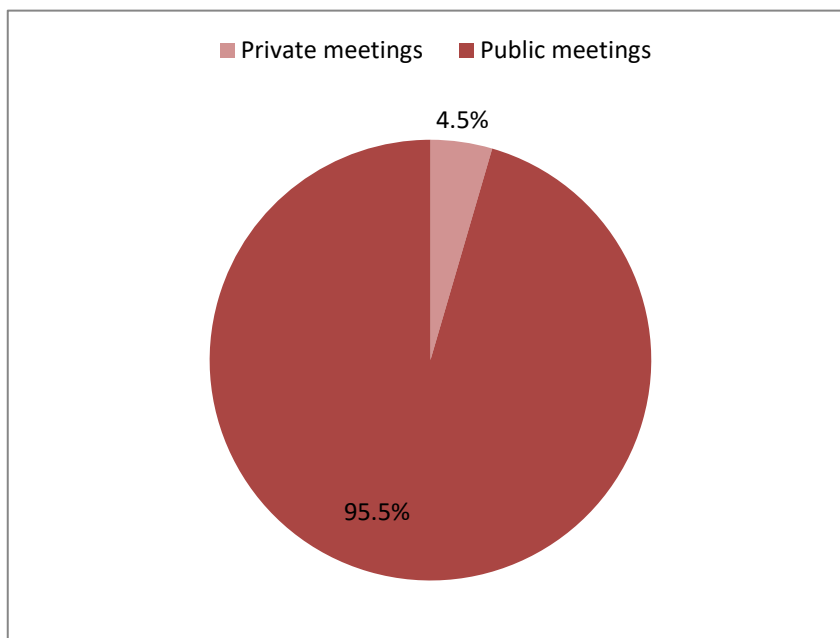


Figure III
Private meetings, 2018

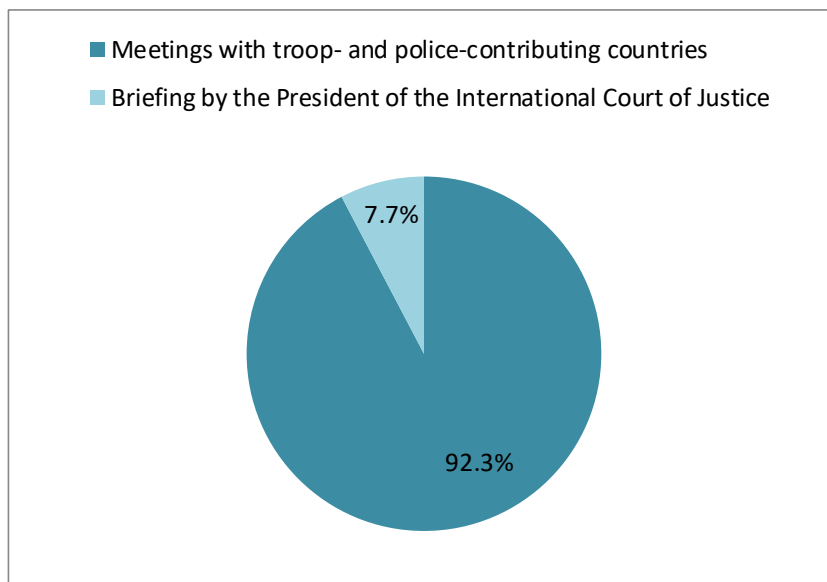


Table 3
Private meetings, 2018

Item	Meeting record and date
Meeting of the Security Council with the troop- and police-contributing countries pursuant to resolution 1353 (2001), annex II, sections A and B (12 meetings)	S/PV.8157, 16 January 2018; S/PV.8196, 6 March 2018; S/PV.8197, 6 March 2018; S/PV.8222, 5 April 2018; S/PV.8279, 6 June 2018; S/PV.8281, 7 June 2018; S/PV.8286, 14 June 2018; S/PV.8308, 12 July 2018; S/PV.8326, 9 August 2018; S/PV.8367, 9 October 2018; S/PV.8374, 17 October 2018; S/PV.8417, 11 December 2018
Briefing by the President of the International Court of Justice (1 meeting)	S/PV.8380, 24 October 2018

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 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 120 times in 2018 (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.¹⁷ Such statements and elements were drafted in line with the note by the President dated 30 August 2017, in which the Council members 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.¹⁸

¹⁷ Not all statements to the press were issued as a result of informal consultations. For a complete list of statements issued during the review period, see <http://www.un.org/securitycouncil/content/statements-made-press-president-security-council-2018>.

¹⁸ S/2017/507, annex, para. 54.

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.¹⁹ Informal interactive dialogues are convened at the initiative of one or more Council members, with the participation of all Council members, and are presided by the President of the Security Council for the month. Invitees to informal interactive dialogues may include non-members of the Council who would otherwise not be invited to informal consultations.

Arria-formula meetings may be convened at the initiative of one or more Council members or, in some instances, by non-members of the Council, with the participation of all or some Council members. They are not presided by the President of the Council. Frequently, the Council member or members convening the Arria-formula meeting also chair the meeting. In addition, invitees to Arria-formula meetings may include non-members of the Council, relevant organizations and/or relevant individuals.

Neither of the two types of meeting is considered a formal meeting of the Council; neither type of

¹⁹ For more information on informal interactive dialogues and Arria-formula meetings, see [S/2017/507](#), annex, paras. 92, 95 and 97–99.

meeting is announced in the *Journal* of the United Nations or in the Council's programme of work and no official records are prepared. 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.²⁰ Informal interactive dialogues are not open to the public or broadcast.

Informal interactive dialogues

During the reporting period, the Council held six informal interactive dialogues.²¹ As provided for in the note by the President dated 30 August 2017, when public meetings are not appropriate, the members of the Council may utilize private meetings to seek the views of Member States that are parties to a conflict and/or other interested and affected parties. The note further provides that, when it deems appropriate, the Council may also utilize informal dialogues.²² Five of the six informal interactive dialogues held in 2018 concerned country-specific or regional situations, as shown in table 4.

²⁰ Of the 21 Arria-formula meetings held in 2018, 17 were broadcast.

²¹ For information on the evolution of informal interactive dialogues, see *Repertoire, Supplement 2008–2009, Supplement 2010–2011, Supplement 2012–2013, Supplement 2014–2015 and Supplement 2016–2017*, part II, sect. I.C.

²² [S/2017/507](#), annex, para. 92.

Table 4
Informal interactive dialogues, 2018

<i>Date</i>	<i>Subject</i>	<i>Participants (including non-members of the Council)</i>
7 February 2018	The situation concerning Iraq (independent external review of United Nations Assistance Mission for Iraq (UNAMI))	All Council members; two members of the UNAMI external assessment team; Deputy Director of the Middle East and West Asia Division of the Department of Political Affairs
20 March 2018	The situation in the Middle East (chemical weapons)	All Council members; Director General of the Organisation for the Prohibition of Chemical Weapons; High Representative for Disarmament Affairs
18 April 2018	Peace and security in Africa (joint visit by the Department of Peacekeeping Operations and the African Union to Darfur, the Central African Republic and Addis Ababa)	All Council members; Under-Secretary-General for Peacekeeping Operations; Commissioner for Peace and Security of the African Union
4 June 2018	The situation in Libya (European Naval Force)	All Council members; Force Commander of the European Naval Force – Mediterranean Operation Sophia; Deputy Secretary-General for Common Security and Defence Policy and Crisis Response at the European External Action Service

<i>Date</i>	<i>Subject</i>	<i>Participants (including non-members of the Council)</i>
21 June 2018	The situation in the Central African Republic (report of the Secretary-General on the Central African Republic (S/2018/611))	All Council members; Special Envoy of the African Union for the Central African Republic; Force Commander of the European Union Military Training Mission in the Central African Republic; Special Representative of the Secretary-General for the Central African Republic and Head of the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic
29 June 2018	Peacebuilding and sustaining peace (report of the Peacebuilding Commission on its eleventh session (S/2018/83))	All Council members; Assistant Secretary-General for Peacebuilding Support; Director of the Americas Division in Department of Political Affairs; Director of the Africa I Division in the Department of Peacekeeping Operations; Deputy Director of the Bureau for Policy and Programme Support at the United Nations Development Programme; Romania (as Chair of the Peacebuilding Commission); Germany and Republic of Korea (as Vice-Chairs of the Peacebuilding Commission); Colombia; Liberia; Sudan

Arria-formula meetings

As provided for in the note by the President dated 30 August 2017, the members of the Council may utilize Arria-formula meetings as a flexible and informal forum for enhancing their deliberations and for enhancing their contact with civil society and

non-governmental organizations.²³ 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 21 such meetings. They are listed in table 5.

²³ *Ibid.*, para. 98.

Table 5
Arria-formula meetings, 2018

<i>Date</i>	<i>Subject</i>	<i>Organizer(s)</i>
12 February 2018	The electoral process in the Democratic Republic of the Congo	Côte d'Ivoire, Equatorial Guinea, France, Netherlands, Sweden, United Kingdom, United States
22 February 2018	The situation in the Middle East, including the Palestinian question: prospects for the two-State solution for peace	Bolivia (Plurinational State of), France, Kuwait, Sweden
12 March 2018	Implementing the cessation of hostilities in the Syrian Arab Republic: the Syrian Arab Republic opposition speaks	France, Netherlands, Poland, United Kingdom
15 March 2018	The Russian occupation of Crimea: the role and limits of the Security Council and the good offices of the Secretary-General in addressing violations of the Charter of the United Nations and international law	Netherlands, Poland, Sweden, Ukraine, United Kingdom, United States
19 March 2018	Human rights in the Syrian Arab Republic	France, Netherlands, Peru, Poland, Sweden, United Kingdom, United States
9 April 2018	Enhancing synergies between the United Nations and regional and subregional organizations to address the nexus between terrorism and transnational organized crime	Côte d'Ivoire, France, Kuwait, Peru

Repertoire of the Practice of the Security Council, 2018

<i>Date</i>	<i>Subject</i>	<i>Organizer(s)</i>
24 April 2018	Religious leaders for a safe world	Kazakhstan
7 May 2018	Ending and preventing grave violations against children through action plans: best practices from African States	Côte d'Ivoire, France, Poland, Sweden
13 June 2018	Maritime crime as a threat to international peace and security	Côte d'Ivoire, Equatorial Guinea, Ethiopia, Netherlands, United States
6 July 2018	Relations between the Security Council and the International Criminal Court: achievements, challenges and synergies	Bolivia (Plurinational State of), Côte d'Ivoire, France, Netherlands, Peru, Poland, Sweden, United Kingdom
7 September 2018	Syrian voices on preventing a death trap in Idlib	France, Netherlands, Poland, Sweden, United Kingdom
10 September 2018	Corruption and conflict	United States
19 October 2018	Silencing the guns in Africa: how can the United Nations-African Union partnership contribute to a continent free of conflict	Bolivia (Plurinational State of), China, Côte d'Ivoire, Equatorial Guinea, Ethiopia, France, Kazakhstan, Kuwait, Netherlands, Peru, Poland, South Africa, Sweden, African Union
22 October 2018	Moving from a culture of impunity to a culture of deterrence: the use of sanctions in addressing sexual violence in conflict	Côte d'Ivoire, France, Netherlands, Peru
26 October 2018	Protecting children born of sexual violence in conflict zones	Bolivia (Plurinational State of), France, Germany, Poland, South Africa
26 October 2018	Water, peace and security	Bolivia (Plurinational State of), Côte d'Ivoire, Belgium, Dominican Republic, Germany, Indonesia, Italy, Netherlands
7 November 2018	Protection of the environment during armed conflict	Germany, Kuwait
28 November 2018	Syrian Arab Republic	United Kingdom
3 December 2018	Situation of persons with disabilities in armed conflict	Côte d'Ivoire, Germany, Kuwait, Peru, Poland, Office of the United Nations High Commissioner for Human Rights, United Nations Children's Fund, International Disability Alliance
10 December 2018	Raising the effectiveness of atrocity crimes prevention: the role of the Security Council and its members	Belgium, Côte d'Ivoire, Germany, Kuwait, Peru, Poland, Office for Genocide Prevention and the Responsibility to Protect, Office of Legal Affairs
21 December 2018	Protecting medical care in conflict: from policy to practice	Belgium, Côte d'Ivoire, France, Germany, Peru, Sweden

Other informal meetings

Following the practice started in 2007, the Council met with the Peace and Security Council of the African Union.²⁴ 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.²⁵

D. Discussions concerning meetings

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 February 2018, 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)

During the open debate on the working methods of the Council, held at the 8175th meeting on 6 February 2018,²⁶ a number of speakers discussed aspects and formats of the meetings and informal

meetings of Council members. Several speakers referred to and welcomed the practice of holding wrap-up sessions at the end of the monthly presidency of the Council.²⁷ The representatives of Chile and Australia encouraged a greater use of monthly wrap-up sessions,²⁸ and the representative of Guatemala regretted the increasingly irregular holding of such sessions.²⁹

With regard to briefings, the representative of the United States suggested more frequently inviting humanitarian and human rights organizations to speak under rule 39 of the provisional rules of procedure and asking them to provide more input for briefings and reports.³⁰ The representative of Poland stressed the need to fully utilize the potential of the Secretariat, including the Department of Political Affairs and added that briefings on situations that might escalate would help the Council discharge its primary responsibility effectively, in line with a prevention-oriented approach.³¹ The representative of Sweden encouraged continued and enhanced briefings by and interactions with representatives of civil society.³² The representative of Ethiopia stressed that briefings by special representatives should be concise and to the point, and the representative of the United Kingdom emphasized the need to make sure that the briefings received from the Secretariat were comprehensive.³³ The representatives of the United Kingdom, Sweden and New Zealand encouraged the Council to make the best use of the Secretariat’s insights, including through better and more frequent situational awareness briefings.³⁴ The representative of Turkey opined that there was still room for improvement, inter alia, in terms of more informative briefings.³⁵ The representative of France stressed the need for the Council to continue to adapt the format of its meetings to the subjects addressed and noted that, in certain cases, the Council could avoid redundancy when public briefings were followed by closed consultations.³⁶ The representative of Finland noted that holding informal briefings for all Member States on the monthly

²⁴ The members of the Security Council and the Peace and Security Council of the African Union held their twelfth annual joint consultative meeting in New York on 19 July 2018 (see S/2018/736). Previously, they had met on 8 September 2017 in Addis Ababa (see S/2018/552). 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 and Supplement 2016–2017*, part II, sect. I.C.

²⁵ See S/2017/507, annex, para. 97. In the note, the members of the 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.

²⁶ The Council had before it a concept note annexed to a letter dated 24 January 2018 from the representative of Kuwait to the Secretary-General (S/2018/66), and a summary of the debate was circulated after the meeting in a communication from the representative of Kuwait (S/2018/399).

²⁷ S/PV.8175, p. 10 (Peru); p. 28 (Switzerland, on behalf of the Accountability, Coherence and Transparency Group); p. 36 (Pakistan); p. 40 (Singapore); pp. 45–46 (Ukraine); p. 54 (Cuba); and p. 59 (Uruguay).

²⁸ *Ibid.*, p. 44 (Chile); and p. 52 (Australia).

²⁹ *Ibid.*, p. 50.

³⁰ *Ibid.*, p. 7.

³¹ *Ibid.*, p. 12.

³² *Ibid.*, p. 19.

³³ *Ibid.*, p. 13 (Ethiopia); and p. 15 (United Kingdom).

³⁴ *Ibid.*, p. 15 (United Kingdom); p. 19 (Sweden); and p. 45 (New Zealand).

³⁵ *Ibid.*, p. 34.

³⁶ *Ibid.*, p. 9.

programme of work increased the flow of information.³⁷

A number of speakers emphasized the relevance of Arria-formula meetings and/or informal interactive dialogues to increase the Council's openness and transparency and to foster interaction between Council members and the wider membership.³⁸ The representative of the Russian Federation opposed the use of Arria-formula meetings and interactive dialogues as "propaganda performances" and called for those formats to be used specifically to raise awareness on issues on the agenda of the Council.³⁹ The representative of the Bolivarian Republic of Venezuela also expressed concern about what he considered to be abuses committed when convening Arria-formula meetings to deal with situations of countries that were not on the Council's agenda and did not represent a threat to international peace and security. He further suggested that the holding of Arria-formula meetings be governed by a regulatory body.⁴⁰

A number of speakers called also for a greater use of open debates, in order to, *inter alia*, continue efforts to improve transparency in the work of the Council.⁴¹ The representatives of Sweden and Japan proposed exploring ways to make a better use of open debates.⁴² In this regard, the representative of Sweden suggested introducing open debates where Council members would not make statements, but rather listen to the broader membership in preparation for subsequent decisions by the Council.⁴³ With regard to the adoption of any outcomes of open debates, a few speakers encouraged the Council to take into account the contributions made by non-members.⁴⁴ In this

connection, the representatives of Portugal and Costa Rica stated that, whenever an open debate was expected to have an outcome, the Council should postpone its adoption to a later stage, in order to allow for the outcome to reflect the input of non-members of the Council.⁵⁶⁴⁵

The representative of Peru noted that closed consultations complemented open debates and favoured greater interaction among the Council members and with the Secretariat.⁴⁶ The representative of Ethiopia, while reaffirming the importance of open briefings and debates, emphasized the value of holding closed consultations in order to have frank exchanges of views.⁴⁷ A number of speakers encouraged the Council to hold more open meetings whenever possible, stressing that closed consultations should be kept to a minimum and should be the exception, rather than the rule.⁴⁸ The representative of Lebanon suggested that non-members of the Council should participate in the closed consultations that concerned them, and the representative of Belgium suggested that the Chairs of country-specific configurations of the Peacebuilding Commission could also be invited.⁴⁹

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.

³⁷ *Ibid.*, p. 53.

³⁸ *Ibid.*, p. 9 (France); p. 26 (Hungary); p. 36 (Pakistan); p. 40 (Singapore); p. 44 (Chile); p. 50 (Guatemala); p. 52 (Australia); p. 53 (Finland); p. 57 (Maldives); and p. 59 (Uruguay).

³⁹ *Ibid.*, p. 8.

⁴⁰ *Ibid.*, p. 56.

⁴¹ *Ibid.*, p. 9 (France); p. 37 (Portugal); p. 44 (Chile); p. 47 (Indonesia); p. 50 (Guatemala); p. 52 (Australia); p. 53 (Finland); p. 54 (Cuba); and p. 59 (Uruguay).

⁴² *Ibid.*, p. 19 (Sweden); and p. 24 (Japan).

⁴³ *Ibid.*, p. 19 (Sweden).

⁴⁴ *Ibid.*, p. 26 (Hungary); p. 37 (Portugal); p. 45 (New Zealand); and p. 61 (Costa Rica).

⁴⁵ *Ibid.*, p. 37 (Portugal); and p. 61 (Costa Rica).

⁴⁶ *Ibid.*, p. 10.

⁴⁷ *Ibid.*, p. 13.

⁴⁸ *Ibid.*, p. 29 (Switzerland, speaking on behalf of the Accountability, Coherence and Transparency Group); p. 30 (Islamic Republic of Iran); p. 34 (Turkey); p. 45 (Ukraine); pp. 54–55 (Cuba); pp. 55–56 (Bolivarian Republic of Venezuela); p. 59 (Uruguay); and p. 62 (Algeria).

⁴⁹ *Ibid.*, p. 38 (Lebanon); and p. 46 (Belgium).

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 of 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 2018; 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 three times to the adoption of the agenda. In all three cases, the objections led to a procedural vote. On two occasions, the Council failed to adopt the

provisional agenda for the meeting, for lack of the required number of affirmative votes: on 19 March 2018, at the 8209th meeting,⁵⁰ which had been convened under the item entitled “The situation in the Middle East” in connection with the situation of human rights in the Syrian Arab Republic; and on 26 November 2018, at the 8409th meeting,⁵¹ which had been convened under the item entitled “Maintenance of international peace and security” in connection with the heightened tensions between the Russian Federation and Ukraine in the Sea of Azov. At the 8381st meeting, held on 24 October 2018 under the item entitled “The situation in Myanmar” and in connection with the issue of Rakhine State, the procedural vote resulted in the adoption of the provisional agenda.⁵²

⁵⁰ See [S/PV.8209](#).

⁵¹ See [S/PV.8409](#).

⁵² See [S/PV.8381](#).

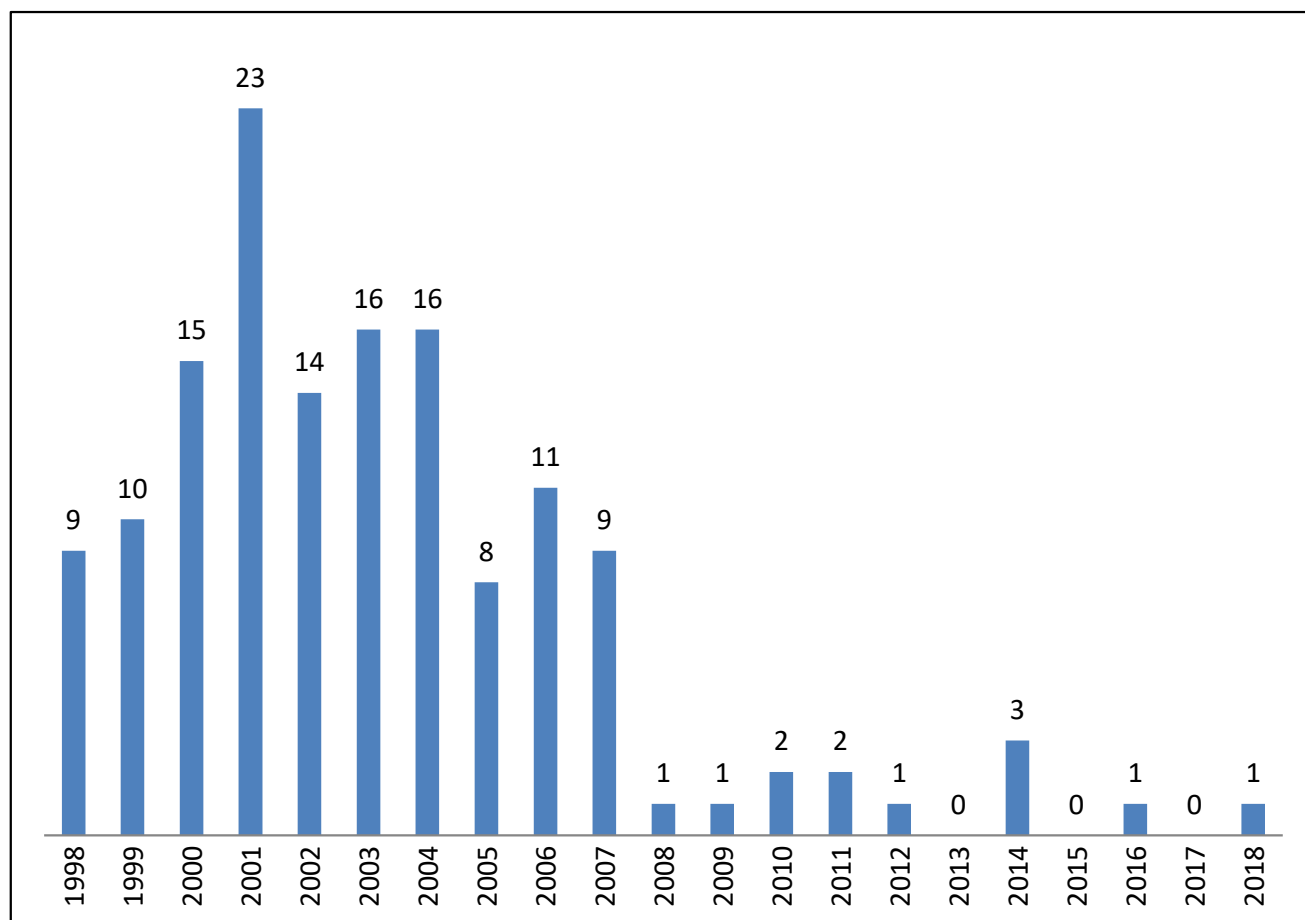
Newly introduced agenda items

During the period under review, the Council included the item entitled “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](#))” in the list of matters of which it was seized. The item was considered for the first time at the 8203rd meeting of the Council, on 14 March 2018.⁵³

From 1998 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 has decreased significantly, with no more than 3 new items added each year (see figure IV).

⁵³ See [S/PV.8203](#). For more information on this item, see part I, sect. 22.

Figure IV
Number of newly introduced agenda items per year, 1998–2018



Modification of agenda items

As set out in the note by the President of the Security Council dated 2 February 2018,⁵⁴ following consultations among Council members, the Council agreed that, henceforth, issues pertaining to the International Residual Mechanism for Criminal Tribunals would be considered under an item entitled “International Residual Mechanism for Criminal Tribunals”. The earlier consideration by the Council of issues pertaining to the items entitled “International Tribunal for the Prosecution of Persons Responsible for Serious Violations of International Humanitarian Law Committed in the Territory of the Former Yugoslavia since 1991” and “International Criminal Tribunal for the Prosecution of Persons Responsible for Genocide and Other Serious Violations of International Humanitarian Law Committed in the Territory of Rwanda and Rwandan Citizens Responsible for Genocide and Other Such Violations Committed in the Territory of Neighbouring States between 1 January 1994 and 31 December 1994” would be subsumed under the new item.

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 Lebanon, 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”.⁵⁵ In 2018, the Council also

⁵⁴ S/2018/90.

⁵⁵ For more information on these items, see part I, sects. 23 and 24, respectively.

discussed the situation in the Syrian Arab Republic under the item entitled “Threats to international peace and security” and the sub-item entitled “The situation in the Middle East”.⁵⁶ Under the item entitled “Maintenance of international peace and security”, the Council deliberated on the country- or region-specific sub-items entitled “Building regional partnership in Afghanistan and Central Asia as a model to link security and development” and “Comprehensive review of the situation in the Middle East and North Africa” and the topic of migrant smuggling and human trafficking in Libya, addressed under the sub-item entitled “Report of the Secretary-General pursuant to Security Council resolution 2380 (2017) (S/2018/807)”.⁵⁷ Furthermore, the Council addressed the sub-item entitled “The situation in Nicaragua” under the item entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security”.⁵⁸

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 2018, in chronological order of their introduction.⁵⁹

⁵⁶ For more information, see part I, sect. 36.

⁵⁷ For more information, see part I, sect. 37.

⁵⁸ For more information, see part I, sect. 38.

⁵⁹ 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, 2018

<i>Meeting record and date</i>	<i>Item</i>	<i>New sub-item</i>
S/PV.8160 18 January 2018	Non-proliferation of weapons of mass destruction	Confidence-building measures
S/PV.8218 28 March 2018	United Nations peacekeeping operations	Collective action to improve United Nations peacekeeping operations
S/PV.8234 16 April 2018	Women and peace and security	Preventing sexual violence in conflict through empowerment, gender equality and access to justice
S/PV.8241 23 April 2018	Maintenance of international peace and security	Youth and peace and security

<i>Meeting record and date</i>	<i>Item</i>	<i>New sub-item</i>
S/PV.8262 17 May 2018	Maintenance of international peace and security	Upholding international law within the context of the maintenance of international peace and security
S/PV.8305 9 July 2018	Children and armed conflict	Protecting children today prevents conflicts tomorrow
S/PV.8307 11 July 2018	Maintenance of international peace and security	Understanding and addressing climate-related security risks
S/PV.8334 29 August 2018	Maintenance of international peace and security	Mediation and settlement of disputes
S/PV.8346 10 September 2018	Maintenance of international peace and security	Corruption and conflict
S/PV.8372 16 October 2018	Maintenance of international peace and security	Root causes of conflict: the role of natural resources
S/PV.8382 25 October 2018	Women and peace and security	Promoting the implementation of the women and peace and security agenda and sustaining peace through women's political and economic empowerment
S/PV.8395 9 November 2018	Maintenance of international peace and security	Strengthening multilateralism and the role of the United Nations
S/PV.8412 4 December 2018	Threats to international peace and security	Letter dated 15 November 2018 from the Special Adviser and Head of the United Nations Investigative Team to Promote Accountability for Crimes Committed by Da'esh/Islamic State in Iraq and the Levant addressed to the President of the Security Council (S/2018/1031)

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

During the period under review, the Council was seized of 68 items.⁶⁰ Pursuant to rule 11 of the provisional rules of procedure and the note by the President dated 30 August 2017,⁶¹ 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.⁶² The practice of including an item in the summary statement upon its adoption at a formal meeting of the Council remained unchanged. On 14 March 2018, at its 8203rd meeting, the Council considered one new item, entitled "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](#))", which was subsequently included in the summary statement.⁵⁶³

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 years and 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.⁶⁴

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

⁶⁰ See [S/2019/10](#).

⁶¹ [S/2017/507](#), annex, paras. 13 and 14.

⁶² See, for example, [S/2018/10/Add.1](#) and [S/2018/10/Add.2](#).

⁶³ See [S/2018/10/Add.11](#).

⁶⁴ [S/2017/507](#), annex, paras. 15 and 16.

each year in order to determine whether the Council had concluded its consideration of any items. In 2018, of 16 items identified for deletion in January, only the item entitled “The situation in Sierra Leone” was deleted in March; the remaining 15 items were retained

for one additional year at the request of Member States (see table 7).⁶⁵

⁶⁵ See S/2018/10 and S/2018/10/Add.9.

Table 7
Items proposed for deletion from the summary statement, 2018

<i>Item</i>	<i>Date of first and last consideration</i>	<i>Proposed for deletion in 2018</i>	<i>Status in March 2018</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; 17 June 2013	●	Retained
The situation in Georgia	8 October 1992; 15 June 2009	●	Retained
The situation in Sierra Leone	27 November 1995; 26 March 2014	●	Deleted
The promotion and strengthening of the rule of law in the maintenance of international peace and security	24 September 2003; 21 February 2014	●	Retained

Items considered at Security Council meetings

While it remained seized of 68 items during the review period, the Council considered 49 items at its meetings in 2018. Of the 49 items considered in 2018 at meetings of the Council, 27 concerned country-specific and regional situations and 22 concerned thematic and other issues. At its 8386th meeting, held on 30 October 2018 to discuss the announcement of leadership elections in Donetsk and Luhansk, the Council considered two items jointly, namely, “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)” and “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)”.⁶⁶ At the meeting, the representative of Sweden nonetheless clarified that, while the meeting had been convened under two items, they remained separate and distinct, and future Security Council meetings could be held on each item separately.⁶⁷ 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.

⁶⁶ See S/PV.8386.

⁶⁷ *Ibid.*, p. 2.

Table 8

Items on the agenda of the Council and their consideration at formal meetings, 2018

<i>Item</i>	<i>Considered at a formal meeting</i>
Country-specific and regional situations	
Africa	
Central African region	Yes
Peace and security in Africa	Yes
Peace consolidation in West Africa	Yes
The situation in Burundi	Yes
The situation in the Central African Republic	Yes
The situation in Côte d’Ivoire	No
The situation concerning the Democratic Republic of the Congo	Yes
The situation in the Great Lakes region	Yes
The situation in Guinea-Bissau	Yes
The situation in Liberia	Yes
The situation in Libya	Yes
The situation in Mali	Yes
The situation in Somalia	Yes
The situation concerning Western Sahara	Yes
Reports of the Secretary-General on the Sudan and South Sudan	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
Americas	
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
Letter dated 11 July 1960 from the Minister for Foreign Affairs of Cuba addressed to the President of the Security Council	No

<i>Item</i>	<i>Considered at a formal meeting</i>
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
Letter dated 2 February 1990 from the Permanent Representative of Cuba to the United Nations addressed to the President of the Security Council	No
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
Security Council resolutions 1160 (1998) , 1199 (1998) , 1203 (1998) , 1239 (1999) and 1244 (1999)	Yes
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
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)	Yes
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	No
The situation in the Middle East	Yes
The situation in the Middle East, including the Palestinian question	Yes
Total, country-specific and regional situations	28 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
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	No
Children and armed conflict	Yes
Consideration of the draft report of the Security Council to the General Assembly	Yes

<i>Item</i>	<i>Considered at a formal meeting</i>
Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Yes
Date of election to fill a vacancy in the International Court of Justice ^a	Yes
Election of a member of the International Court of Justice ^a	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 of weapons of mass destruction	Yes
Non-proliferation/Democratic People's Republic of Korea	Yes
Peacebuilding and sustaining peace	Yes
The promotion and strengthening of the rule of law in the maintenance of international peace and security	No
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	21 items
Total number of items on the agenda	68 items^a
Total number of items discussed	49 items

^a In 2018, the Council considered two items, entitled “Date of election to fill a vacancy in the International Court of Justice” and “Election of a member of the International Court of Justice”, that had not been on the list of items of which the Council was seized.

C. Discussions concerning the agenda

During the period under review, the discussions on the agenda of the Council occurred mainly in connection with country- or region-specific items and related to the adoption of the agenda (see cases 2, 3 and 4).

Case 2

The situation in the Middle East

At the 8209th meeting, convened on 19 March 2018 under the item entitled “The situation in the Middle East” to hear a briefing by the United Nations High Commissioner for Human Rights in connection with the conflict in the Syrian Arab Republic, Council members expressed differing views about the holding of

the meeting.⁶⁸ Some Council members expressed objections to the adoption of the agenda, leading to a procedural vote. Prior to the vote, the representative of France indicated that his country and six other Council members had collectively requested the briefing, for “functional and substantive reasons”. He argued that human rights were a fundamental aspect of the crisis that the Council had not dealt with since the last such briefing by the then-High Commissioner in 2014. He stressed that there had been other briefings by the High Commissioner on situations on the Council’s agenda since that time and emphasized that the Syrian Arab Republic should not and could not be an exception.⁶⁹ The representative of the Russian Federation argued that

⁶⁸ See S/PV.8209. For more information on the item, see part I, sect. 23.

⁶⁹ S/PV.8209, p. 2.

there was no justification for such a meeting, since human rights was not a subject on the Council's agenda, but rather fell under the mandate of the Human Rights Council.⁷⁰ He emphasized that the Russian Federation was not against consideration of the item on the provisional agenda, which was an existing agenda item, but against the holding of the meeting in the proposed format.⁷¹ The representative of China also expressed opposition to the holding of deliberations in the Council on the question of human rights in the Syrian Arab Republic.⁷² The provisional agenda for the meeting was put to the vote. The Council failed to adopt the provisional agenda for lack of the required number of affirmative votes.⁷³

Case 3 Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security

At its 8340th meeting, held on 5 September 2018 under the item entitled "Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security", the Council addressed the situation in Nicaragua.⁷⁴ At the meeting, Council members expressed differing views about the holding of the meeting, including on whether the situation in Nicaragua should be on the Council's agenda. The representative of the United Kingdom expressed gratitude to the United States delegation for putting the matter on the Council's agenda, emphasizing the need for the Council to be made aware of the concerns of regional organizations.⁷⁵ The representative of the Russian Federation stressed that the issue of Nicaragua had no place on the agenda of the Council, as the domestic political situation in the country did not pose a threat to international peace and security. He accused the United States, which held the presidency of the Council that month, of using a regional rationale in order to "shovel" the issue of Nicaragua onto the agenda of the Council.⁷⁶ The representative of the Plurinational State of Bolivia opposed the manipulation of agenda items whose legitimate purpose was to support cooperation mechanisms with

regional organizations.⁷⁷ The representative of the Bolivarian Republic of Venezuela rejected the practice of exploiting items on the agenda of the Council to force a discussion on domestic matters, underscoring that the practice set a dangerous precedent and constituted a flagrant violation of the Charter and of the mandate of the Council.⁷⁸ The representative of Nicaragua said that there was consensus in the Council that the situation in his country did not represent a threat to international peace and security and that its inclusion on the Council's agenda was a clear interference in the internal affairs of Nicaragua and a violation of the Charter and international law.⁷⁹

Case 4 Maintenance of international peace and security

Following heightened tensions between the Russian Federation and Ukraine in the Sea of Azov, the Council held its 8409th meeting on 26 November 2018, under the item entitled "Maintenance of international peace and security" and the sub-item entitled "Violation of the borders of the Russian Federation".⁸⁰ Objections to the adoption of the agenda led to a procedural vote in the Council. Prior to the vote, the representative of the United States delivered a statement, also on behalf of the Netherlands, Poland, Sweden and the United Kingdom, to oppose the holding of a discussion on the serious escalation in the Strait of Kerch under a sub-item entitled "Violation of the borders of the Russian Federation", as proposed by the delegation of the Russian Federation.⁸¹ The representative of the Russian Federation said that the counter-demand by Ukraine to hold a separate meeting under a different agenda item was merely an attempt to avoid responsibility for undermining international security and added that the agenda item proposed by Ukraine was inappropriate.⁸² The provisional agenda for the meeting was put to the vote. The Council failed to adopt the agenda for lack of the required number of affirmative votes.⁸³ After the vote, the representative of the Russian Federation expressed regret for the result of the vote and

⁷⁰ Ibid.

⁷¹ Ibid., p. 3.

⁷² Ibid.

⁷³ The proposal received 8 votes in favour (France, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States), 4 against (Bolivia (Plurinational State of), China, Kazakhstan, Russian Federation) and 3 abstentions (Côte d'Ivoire, Equatorial Guinea, Ethiopia).

⁷⁴ See [S/PV.8340](#). For more information on this item, see part I, sect. 38.

⁷⁵ [S/PV.8340](#), p. 8.

⁷⁶ Ibid., p. 6.

⁷⁷ Ibid., p. 17.

⁷⁸ Ibid., p. 22.

⁷⁹ Ibid., pp. 20.

⁸⁰ See [S/PV.8409](#). For more information on this item, see part I, sect. 37.

⁸¹ [S/PV.8409](#), p. 2.

⁸² Ibid.

⁸³ The proposal received 4 votes in favour (Bolivia (Plurinational State of), China, Kazakhstan, Russian Federation), 7 against (France, Kuwait, Netherlands, Poland, Sweden, United Kingdom, United States) and 4 abstentions (Côte d'Ivoire, Equatorial Guinea, Ethiopia, Peru).

emphasized that no one could prevent the Russian Federation, as a permanent member of the Security Council, from raising an issue in the Council under an agenda item relating to that issue. He accused the Council members that had voted against the provisional agenda of being more concerned about which agenda item the meeting was held under than about solving the problem. He said that he would not make a statement at the meeting convened under the item entitled “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)” (see case 5), as that agenda item was not appropriate for the discussion at hand, and would instead confine himself to the statement made during the current meeting in explanation of vote.⁸⁴

Case 5
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)

Following the 8409th meeting, convened on 26 November 2018 under the item entitled “Maintenance of international peace and security” and the sub-item entitled “Violation of the borders of the Russian Federation” (see case 4),⁶⁸⁵ the Council held its 8410th meeting on the same day, under the item entitled “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)”.⁸⁶ Following a briefing by the

Under-Secretary-General for Political Affairs, the representative of the United Kingdom referred to the 8409th meeting and expressed disappointment at the explanation of vote delivered by the Russian Federation after the procedural vote, which had resulted in the agenda for the meeting not being adopted. He stressed that the representative of the Russian Federation had delivered not an explanation of vote, but rather a substantive statement, and in doing so, had shown contempt for the Security Council and its members by not accepting the outcome of a procedural vote by the Council. The representative of the United Kingdom added that, while the Russian Federation had regularly discussed the situation in Ukraine under a different agenda item in the past, it had deliberately chosen a provocative title for the meeting convened earlier in the day.⁸⁷ Echoing the argument made by the United Kingdom, the representative of Poland stressed that, at the 8409th meeting, following the procedural vote, the representative of the Russian Federation had delivered a de facto full and substantial statement, which ran against the practices and procedures of the Security Council.⁸⁸ The representative of the Netherlands also expressed support for the procedural point put forward by the representatives of the United Kingdom and Poland.⁸⁹ With regard to the agenda for the 8409th meeting, the representative of the Russian Federation emphasized that his delegation felt absolutely justified in proposing to hold a meeting under a different agenda item to discuss the situation in and around Ukraine.⁹⁰

⁸⁴ S/PV.8409, pp. 2–3.

⁸⁵ See S/PV.8409. For more information on this item, see part I, sect. 37.

⁸⁶ See S/PV.8410.

⁸⁷ Ibid., p. 3.

⁸⁸ Ibid., p. 5.

⁸⁹ Ibid., p. 9.

⁹⁰ Ibid., p. 13.

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,⁹¹ as well as when representatives of the newly elected members of the Council were designated prior to the beginning of each term.⁹² No discussions regarding the interpretation and application of rules 13 to 17 arose during the period under review.

⁹¹ See, for example, [S/2018/117](#), [S/2018/381](#) and [S/2018/593](#).

⁹² 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 2018 to 2019, see [S/2017/1107](#).

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 2018, there were no instances of the application of rule 20. In January 2018, during the presidency of Kazakhstan, a flag installation ceremony for newly elected members of the Council was held, for the first time in the history of the Council.⁹³

⁹³ See [S/2018/254](#).

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;⁹⁴ 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.⁹⁵ In October 2018, the President of the Security Council participated in a dialogue with the Presidents of the General Assembly and the Economic and Social Council on the theme “Renewing Commitment to Multilateralism”.⁹⁶ Representatives of Council members continued to submit, in their national capacities, assessments providing information on the main aspects of the work of the Council during the month of their respective presidencies.⁹⁷

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 2017 was prepared under the coordination of the President of the Council for the

month of July 2017 (China),⁹⁸ who continued the practice of convening informal meetings with Member States to exchange views on the annual report, a practice initiated in 2008.⁹⁹

In 2018, 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,¹⁰⁰ at times adding new sub-items to existing thematic items with a view to informing the deliberations. In several such instances, to frame the discussion, a concept paper prepared by the monthly presidency was circulated prior to the meeting.¹⁰¹ A number of Council members continued also the practice of circulating summaries of the meetings they had organized during their presidencies.¹⁰²

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.¹⁰³ 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

⁹⁸ S/2017/507, annex, para. 127.

⁹⁹ See S/PV.8335.

¹⁰⁰ For more information on referrals by Member States pursuant to Article 35 of the Charter, see part VI, sect. I.A.

¹⁰¹ For example, at its 8234th meeting, held on 16 April 2018, the Council had before it a concept note on the theme “Preventing sexual violence in conflict through empowerment, gender equality and access to justice” (S/2018/311, annex) (see S/PV.8234); at its 8372nd meeting, held on 16 October 2018, the Council had before it a concept note on the theme “Maintenance of international peace and security: root causes of conflict – the role of natural resources” (S/2018/901, annex) (see S/PV.8372).

¹⁰² For example, a summary of the high-level thematic briefing held on 18 January 2018 on the theme “Non-proliferation of weapons of mass destruction: confidence-building measures” was circulated after the meeting by the representative of Kazakhstan (S/2018/107); a summary of the ministerial-level briefing held on 21 February 2018 on the subject of the “Purposes and principles of the Charter of the United Nations in the maintenance of international peace and security” was circulated after the meeting by the representative of Kuwait (S/2018/318); and a summary of the open debate held on 22 May 2018 on the protection of civilians in armed conflict was circulated after the meeting by the representative of Poland (S/2018/684).

¹⁰³ S/2017/507, annex, para. 2.

⁹⁴ At its 8335th meeting, on 30 August 2018 (see S/PV.8335), the Council adopted its report to the General Assembly (A/72/2). The report was introduced to the Assembly at the 114th plenary meeting of its seventy-second session on 12 September 2018 by the President of the Council for the month of September (United States). See also part IV, sect. I.F. The report of the Council for 2018 (A/73/2) was introduced to the General Assembly at the 105th plenary meeting of its seventy-third session on 10 September 2019 (see A/73/PV.105).

⁹⁵ General Assembly resolution 72/313, para. 91.

⁹⁶ See A/73/956, para. 9.

⁹⁷ See, for example, S/2018/575, S/2018/589 and S/2018/1015. A list of the monthly assessments is provided in the annual reports of the Council to the General Assembly or available at <http://www.un.org/securitycouncil/content/monthly-assessments>.

subsidiary bodies.¹⁰⁴ During the period under review, a complaint was raised in a communication to the Council regarding the role of the President. In a letter dated 29 June 2018 from the Chargé d'affaires a.i. of the Permanent Mission of Morocco to the President of the Security Council, Morocco expressed its "astonishment and surprise" that a new letter from the "polisario" had been circulated among Council members by the presidency, adding that communications from non-State actors and armed groups such as the "polisario" should not, under any circumstances, be circulated, even informally, to the members of the Council through the presidency.¹⁰⁵

B. Discussions concerning the presidency of the Security Council

In 2018, aspects of the presidency of the Security Council were discussed during Council meetings. At its 8339th meeting, held on 4 September 2018 under the item entitled "Implementation of the note by the President of the Security Council (S/2017/507)", the Council discussed the provisional programme of work for September proposed by the United States, which held the presidency for that month (see case 6).¹⁰⁶ At the 8340th meeting of the Council, held on 5 September 2018 under the item entitled, "Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security", the Council addressed the situation in Nicaragua (see case 3).¹⁰⁷ In the discussion that followed the briefings by the Chief of Staff to the Secretary-General of the Organization of American States and by civil society leader and former Secretary-General of the Ministry of Defence of Nicaragua, Felix Maradiaga, the representative of the Russian Federation accused the United States of using a regional rationale in order to "shovel" the issue of Nicaragua onto the agenda of the Council.¹⁰⁸ The representative of the Bolivarian Republic of Venezuela rejected the practice of exploiting items on the agenda of the Council to force a discussion on the domestic situations of sovereign countries and underscored that such practice set a dangerous precedent and attested to the "arbitrary nature" of the presidency of the Council under the United States.¹⁰⁹ At the 8345th meeting of the Council, held on 7 September 2018 under the item entitled "The situation in the Middle East" in

connection with the situation in Idlib in the Syrian Arab Republic, some Council members thanked the United States for having convened a meeting on the topic.¹¹⁰ The representative of the Russian Federation, however, stated that the presidency had formulated the topic of the meeting in a "curious way". He pointed out that the meeting had been convened to consider the situation in the Middle East, with an emphasis on the situation in Idlib, as if that location were a separate State entity rather than an integral part of the Syrian Arab Republic.¹¹¹ The representative of the Syrian Arab Republic opined that many Member States were facing an "unprecedented challenge" wherein the presidency of the Council was simultaneously playing the role of adversary and arbiter. In that regard, he criticized the presidency for forcing a discussion on the situation in Idlib and, more broadly, for forcing discussions in the Council on a number of other issues that, in his view, did not constitute threats to international peace and security. He added that it had become common practice for three Western countries that were permanent members of the Security Council to use their Council presidencies to rally others against his country and his Government.¹¹²

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

The Council held its 8339th meeting on 4 September 2018, under the item entitled "Implementation of the note by the President of the Security Council (S/2017/507)", to discuss the provisional programme of work for the month proposed by the presidency of the United States.¹¹³ At the outset of the meeting, the representative of the United States explained that the meeting was taking place further to concerns or issues raised by some Council members in connection with the provisional programme of work during the monthly breakfast of permanent representatives.¹¹⁴ The representative of the Plurinational State of Bolivia noted that the provisional programme of work envisioned a meeting on the situation in Nicaragua to be held under the item entitled "Cooperation between the United Nations and regional and subregional organizations in the maintenance of international peace and security". In that regard, he stressed that the situation in Nicaragua should not be addressed within the Security Council primarily because it did not constitute a threat to

¹⁰⁴ Ibid., para. 1.

¹⁰⁵ S/2018/654.

¹⁰⁶ See S/PV.8339.

¹⁰⁷ See S/PV.8340. For more information on this item, see part I, sect. 38.

¹⁰⁸ S/PV.8340, p. 6.

¹⁰⁹ Ibid., p. 22.

¹¹⁰ S/PV.8345, p. 7 (France); p. 10 (Poland); p. 11 (Côte d'Ivoire); and p.13 (the Netherlands).

¹¹¹ Ibid., p. 17.

¹¹² Ibid., p. 22.

¹¹³ See S/PV.8339.

¹¹⁴ Ibid., p. 2.

international peace and security.¹¹⁵ A number of speakers, echoing the statement that the situation in Nicaragua did not pose a threat to international peace and security, opposed any involvement by the Security Council and objected to the inclusion of the meeting in the programme of work.¹¹⁶ The representative of Kazakhstan expressed reservations regarding the inclusion of the issue in the provisional programme of work.¹¹⁷ The representative of Peru expressed support for the provisional programme of work presented by the presidency and emphasized the importance of many of the planned meetings. He pointed out that, if the issue of Nicaragua was presented in the framework of Chapter VIII of the Charter, then Article 54 thereof provided the basis for the United Nations to be kept informed of the activities of regional organizations concerning the maintenance of international peace and security. In that sense, and on the basis of the merits of preventive diplomacy, he stated that the proposed meeting would be pertinent and that his delegation was ready to support it.¹¹⁸ The representative of Poland concurred with the representative of Peru and expressed appreciation for the fact that the question of Nicaragua would be discussed under the item entitled “Cooperation between the United Nations and regional and subregional organizations in the maintenance of international peace and security”.¹¹⁹ A number of speakers expressed support for the proposed programme of work and for holding a discussion on the situation in Nicaragua from a preventive perspective.¹²⁰ The representative of the United

Kingdom expressed support for the proposed programme of work and for the proposed discussion on the situation in Nicaragua, emphasizing in particular that, pursuant to Article 34 of the Charter, the Security Council might investigate any dispute or situation that could lead to international friction or give rise to a dispute, in order to determine whether the continuation of the dispute or situation was likely to endanger the maintenance of international peace and security.¹²¹ The representative of Kuwait stated that the issue of preventive diplomacy and conflict prevention were a priority and stressed the importance of the regional dimension and the role played by regional organizations in the context of Nicaragua. Nevertheless, he emphasized the importance of unity, stressing that if the Council were to contribute to addressing the situation, it must be united.¹²² The representative of the United States recalled that the Council had dealt many times with the African Union on regional issues; there was thus no reason for it not to deal with the Organization of American States on regional issues as well.¹²³ After having resumed her functions as President of the Council, the representative of the United States noted that, although there was no consensus on the adoption of the provisional programme of work, there was no requirement in the provisional rules of procedure that the programme of work be adopted. She added that the adoption of the programme of work was rather a practice, not a requirement, and concluded that the Council would proceed in its work without the adoption of the programme of work for the month.¹²⁴

¹¹⁵ Ibid.

¹¹⁶ Ibid., p. 3 (Russian Federation, China); p. 5 (Equatorial Guinea); and p. 6 (Ethiopia).

¹¹⁷ Ibid., p. 4.

¹¹⁸ Ibid., p. 3.

¹¹⁹ Ibid., p. 4.

¹²⁰ Ibid., p. 3 (Peru); p. 4 (United Kingdom, France); pp. 4–5 (Netherlands); and p. 5 (Côte d’Ivoire).

¹²¹ Ibid., p. 4.

¹²² Ibid., pp. 5–6.

¹²³ Ibid., p. 6.

¹²⁴ Ibid.

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.¹²⁵

¹²⁵ 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 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.

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. At a meeting held on 16 October 2018 under the item entitled “Maintenance of international peace and security”, the representative of Sweden noted that it was essential for the regular reporting from the Secretariat to include more integrated analysis of the drivers of conflict; in that connection, he stressed that gender analysis was key.¹²⁶ The representative of France called on the Secretariat to integrate the natural resources dimension into its reports and to find the expertise required for that through the support of the specialized agencies of the United Nations.¹²⁷

A number of aspects of briefings and reporting by the Secretariat were discussed under the item entitled “Implementation of the note by the President of the Security Council (S/2017/507)” (see case 7).

Case 7

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

At its 8175th meeting, held on 6 February 2018 under the item entitled “Implementation of the note by

¹²⁶ S/PV.8372, p. 12.

¹²⁷ Ibid., p. 16.

the President of the Security Council (S/2017/507)”, the Council held an open debate on its working methods organized by Kuwait, which held the presidency of the Council for the month.¹²⁸ During the meeting, the Council discussed cooperation and communications between the Council and the Secretariat.

Concerning the cooperation between the two organs, the representative of Peru emphasized that it was important that the Council’s working methods ensure timely cooperation with the Secretariat in addressing risks and emerging threats to international peace and security and that such cooperation was vital in preventing the occurrence, escalation and continuation of conflict. He further encouraged greater interaction between Council members and the Secretariat.¹²⁹ Welcoming developments in response to the need for a strategic overview and a prevention-oriented approach within the Council, the representative of Poland expressed the need for the Council to fully utilize the potential of the Secretariat, emphasizing that briefings on situations that might escalate would help the Council to discharge its primary responsibility effectively.¹³⁰ The representative of the United Kingdom encouraged the Council to continue its efforts to make its meetings more effective and action-oriented, by making sure that briefings from the Secretariat were comprehensive, which, in turn, could be accomplished by promoting more interactivity in consultations and seeking outcomes from meetings. He further urged the Council to make the best use of the Secretariat’s insights, including through situational awareness briefings, in order to do more on preventative diplomacy.¹³¹ The representative of Brazil encouraged the Secretariat to make the proper arrangements to allow for special envoys and special representatives of the Secretary-General to brief country-specific configurations of the Peacebuilding Commission prior to Security Council meetings so that the Commission could fully carry out its advisory role vis-à-vis the Security Council.¹³²

With regard to reports and other communications by the Secretariat, the Executive Director of Security Council Report recalled the note by the President of the Security Council dated 30 August 2017,¹³³ in which

¹²⁸ See S/PV.8175. The Council had before it a concept note annexed to a letter dated 24 January 2018 from the representative of Kuwait to the Secretary-General (S/2018/66), and a summary of the debate was circulated after the meeting in a communication from the representative of Kuwait (S/2018/399).

¹²⁹ S/PV.8175, p. 10.

¹³⁰ Ibid., p. 12.

¹³¹ Ibid., p. 15.

¹³² Ibid., p. 25.

¹³³ S/2017/507.

Council members sought to encourage the presentation of information from the Secretariat to the Council “in the most helpful manner” and lamented that, during negotiations on that note, Council members had not agreed on a reference to situational awareness briefings.¹³⁴ The representative of Ethiopia stressed that reports of the Secretary-General were particularly useful for elected members, who might have no other means of gathering adequate information, and noted that the challenge was to ensure that those reports were more concise, timely, relevant and to the point. Briefings by special representatives should also be concise and to the point and should highlight the latest developments and draw attention to issues that might require a response or action on the part of the Council.¹³⁵ The representative of New Zealand stated that strengthening the situational awareness of the Council was key to enabling it to act early and prevent conflict; he added that, where issues were fast-moving, with competing accounts on the ground, the Secretariat could play an important role in providing authoritative information to Council members.¹³⁶ The representative of Côte d’Ivoire urged the Secretariat to ensure that all reports and other required working documents be made available as soon as possible and in all working languages of the Organization in order to enable their consideration by the various delegations.¹³⁷ The representative of the Bolivarian Republic of Venezuela

regretted that, in some cases, the Secretariat had not submitted written reports mandated by Security Council resolutions. He emphasized in particular that the report on the implementation of resolution 2334 (2016) concerning Israeli settlements in the occupied Palestinian territories had not been submitted and indicated that members had been limited to listening to oral presentations by the Special Coordinator for the Middle East Peace Process and Personal Representative of the Secretary-General.¹³⁸

On the engagement with troop- and police-contributing countries, the representative of Germany called for more timely, interactive and action-oriented consultations among the Council, contributing States and the Secretariat.¹³⁹ The representative of Belgium stressed the need to further strengthen tripartite dialogues among troop- and police-contributing countries, the Security Council and the Secretariat in terms of preparation of meetings, the degree of interaction among participants and transparency of expected outcomes.¹⁴⁰ The representative of Uruguay opined that formal and informal consultation meetings among the Council, the Secretariat and troop- and police-contributing countries could be further enhanced.¹⁴¹

¹³⁴ S/PV.8175, p. 4.

¹³⁵ Ibid., p. 13.

¹³⁶ Ibid., p. 45.

¹³⁷ Ibid., p. 16.

¹³⁸ Ibid., p. 56.

¹³⁹ Ibid., p. 29.

¹⁴⁰ Ibid., p. 47.

¹⁴¹ Ibid., p. 60. For more information on consultation with troop- and police-contributing countries, see part VII, sect. V.B.

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 2018, 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 four¹⁴² or five¹⁴³ minutes. Frequently, the President also requested delegations with lengthy statements to circulate their texts in writing and to deliver a condensed version when speaking in the Chamber.¹⁴⁴ 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.¹⁴⁵ Following an established practice, during the period under review, joint statements were delivered by both Council members and other Member States who had been invited to participate in Council meetings.¹⁴⁶

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 or, in certain cases, by the use of a sign-up sheet.¹⁴⁷ The President of the Council, as a general practice, delivers his or her national statement last of all Council members; in certain cases, however, the President may make his or her national statement before the other members take the floor.¹⁴⁸ 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.¹⁴⁹ 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.¹⁵⁰ 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.¹⁵¹ According to established practice, the list of speakers was adjusted according to protocol when high-level officials were representing

¹⁴² See, for example, [S/PV.8167](#), p. 29, [S/PV.8316](#), p. 27, and [S/PV.8414](#), p. 30.

¹⁴³ See, for example, [S/PV.8187](#), p. 2, [S/PV.8202](#), pp. 2 and 9, and [S/PV.8426](#), pp. 28 and 34.

¹⁴⁴ See, for example, [S/PV.8175](#), p. 23; [S/PV.8244](#), p. 28; and [S/PV.8407](#), p. 22.

¹⁴⁵ See, for example, [S/PV.8167](#), p. 54 (United Arab Emirates); [S/PV.8244](#), p. 33 (European Union); and [S/PV.8316](#), p. 28 (Argentina).

¹⁴⁶ For example, at the 8167th meeting, held on 25 January 2018 under the item entitled “The situation in the Middle East, including the Palestinian question”, the representative of Turkey delivered a statement on behalf of the States members of the Organization of Islamic Cooperation ([S/PV.8167](#), p. 52). At the 8217th meeting, held on 27 March under the item entitled “The situation in the Middle East”, the representative of Kuwait delivered a statement also on behalf of Sweden ([S/PV.8217](#), p. 6). At the 8305th meeting on 9 July 2018, under the item entitled “Children and armed conflict”, the representative of Canada delivered a joint statement on behalf of the Group of Friends on Children and Armed Conflict ([S/PV.8305](#), p. 38). 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.

¹⁴⁷ [S/2017/507](#), annex, para. 24.

¹⁴⁸ *Ibid.*, para. 25. For example, at the 8175th meeting on 6 February 2018, under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))”, the representative of Kuwait and President of the Council for the month took the floor after the briefing by the Executive Director of Security Council Report and delivered a single statement comprising introductory remarks and his national statement before the other members took the floor ([S/PV.8175](#), pp. 4–6).

¹⁴⁹ [S/2017/507](#), annex, para. 26. For example, at the 8277th meeting, held on 6 June 2018 under the item entitled “Maintenance of international peace and security”, the representative of Sweden, who had been the co-penholder of resolution [2419 \(2018\)](#) together with Peru, took the floor prior to the vote to give introductory remarks ([S/PV.8277](#), pp. 2–3).

¹⁵⁰ [S/2017/507](#), annex, para. 26. For example, at the 8219th meeting, held on 30 March 2018 under the item entitled “The situation in the Middle East, including the Palestinian question”, the representative of Kuwait, who had requested an urgent meeting of the Security Council, delivered a statement before other Council members ([S/PV.8219](#), p. 3).

¹⁵¹ [S/2017/507](#), annex, para. 27. For example, at the 8229th meeting, held on 11 April 2018 under the item entitled “The situation in Mali”, the representative of Sweden spoke before other Council members and briefed the Council in his capacity as Chair of the Committee established pursuant to resolution [2374 \(2017\)](#), concerning Mali ([S/PV.8229](#), p. 5).

Council members at a meeting.¹⁵² In 2018, non-members of the Council having a direct interest in the matter under consideration spoke before Council members, consistent with prior practice and the note by the President dated 30 August 2017.¹⁵³

¹⁵² S/2017/507, annex, paras. 29–30. For example, at the 8199th meeting, held on 8 March 2018 under the item entitled “The situation in Afghanistan”, Netherlands (President of the Council) was represented by its Minister for Foreign Trade and Development Cooperation and Sweden was represented by its Deputy Minister for Foreign Affairs. Both representatives took the floor after the briefers but before other Council members (S/PV.8199, pp. 10–13). At the 8264th meeting, held on 22 May 2018 under the item entitled “Protection of civilians in armed conflict”, Poland (President of the Council) was represented by its Minister for Foreign Affairs and Kazakhstan was represented by its Deputy Minister for Foreign Affairs. Both representatives also took the floor after the briefers but before other Council members (S/PV.8264, pp. 7–11). For more information on high-level meetings, see sect. I.

¹⁵³ S/2017/507, annex, para. 33. For example, at the 8167th meeting, held on 25 January 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 observer State of Palestine, who was invited in accordance with the provisional rules of procedure and previous practice, both took the floor before the Council members, following established practice (S/PV.8167, pp. 5–11). At the 8354th meeting, held on 17 September 2018 under the item entitled “The situation in Afghanistan”, the representative of Afghanistan, who was invited under rule 37, spoke before the Council members, following established practice (S/PV.8354, pp. 5–7). For more information concerning participation in Council meetings, see sect. VII.

In the note by the President dated 30 August 2017, the Council affirmed its understanding that open debates could benefit from the contributions of both Council members and the wider membership, expressed its commitment to continue to take steps to improve the focus and interactivity of its open debates and acknowledged the usefulness of concept notes to help to focus the discussion.¹⁵⁴ 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 Secretary-General or the President of the Security Council.¹⁵⁵

The Council continued to use videoconferencing at its meetings, a practice that has become common since its introduction in 2009,¹⁵⁶ resulting in an average of 56 briefings held via videoconferencing per year. In 2018, the Council was briefed via videoconferencing 91 times, from different locations, including Bangui, Jerusalem, Kinshasa and Tripoli.¹⁵⁷

¹⁵⁴ Ibid., paras. 38, 43 and 40.

¹⁵⁵ For example, at its 8234th meeting, held on 16 April 2018, the Council had before it a concept note annexed to the letter dated 2 April 2018 from the Permanent Representative of Peru to the Secretary-General (S/2018/311) (see S/PV.8234); at its 8372nd meeting, held on 16 October 2018, the Council had before it a concept note annexed to the letter dated 9 October 2018 from the Permanent Representative of the Plurinational State of Bolivia to the Secretary-General (S/2018/901) (see S/PV.8372).

¹⁵⁶ S/2017/507, annex, para. 60.

¹⁵⁷ For more information on participation in Council meetings via videoconferencing, see section 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 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.¹⁵⁸

In accordance with the note by the President dated 30 August 2017, the Council had invited newly elected members to observe all meetings of the Council as from 1 October 2017, namely, during the three-month period immediately preceding their term of membership.¹⁵⁹

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.

¹⁵⁸ See letter dated 14 December 2018 from the representative of Serbia to the President of the Security Council (S/2018/1111), in which the Government of Serbia requested an urgent meeting of the Council to consider the decision of the Provisional Institutions of Self-Government in Pristina to transform the Kosovo Security Force into armed forces.

¹⁵⁹ S/2017/507, annex, paras. 140.

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).¹⁶⁰

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.¹⁶¹ There was, further, no instance in 2018 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 1 June 2018 to the President of the Security Council, the representative of Turkey considered it deeply regrettable that his delegation’s request to be included on the list of speakers at the 8274th meeting, held on 1 June 2018 under the item entitled “The situation in the Middle East, including the Palestinian question”,¹⁶² in accordance with rule 37 of the provisional rules of procedure, was not accommodated owing to the objection of one permanent member of the Council.¹⁶³

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.

¹⁶⁰ For more details on referral of a dispute or situation to the Council by States, see part IV, sect. I.A.

¹⁶¹ For example, at the 8175th meeting, on 6 February 2018, the representative of Switzerland spoke on behalf of the Accountability, Coherence and Transparency Group (S/PV.8175, pp. 28–29). At the 8244th meeting, on 26 April 2018, the representative of Tunisia spoke on behalf of the Group of Arab States; and the representative of the Bolivarian Republic of Venezuela spoke on behalf of the Non-Aligned Movement (S/PV.8244, pp. 32–33 and pp. 40–42). At the 8307th meeting, on 11 July 2018, the President of Nauru spoke on behalf of the 12 Pacific small island developing States (S/PV.8307, pp. 25–26).

¹⁶³ S/2018/529.

Following previous practice, an invitation under rule 39 was extended to a representative of a Member 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 Commission¹⁶⁴ or one of its country-specific configurations.¹⁶⁵

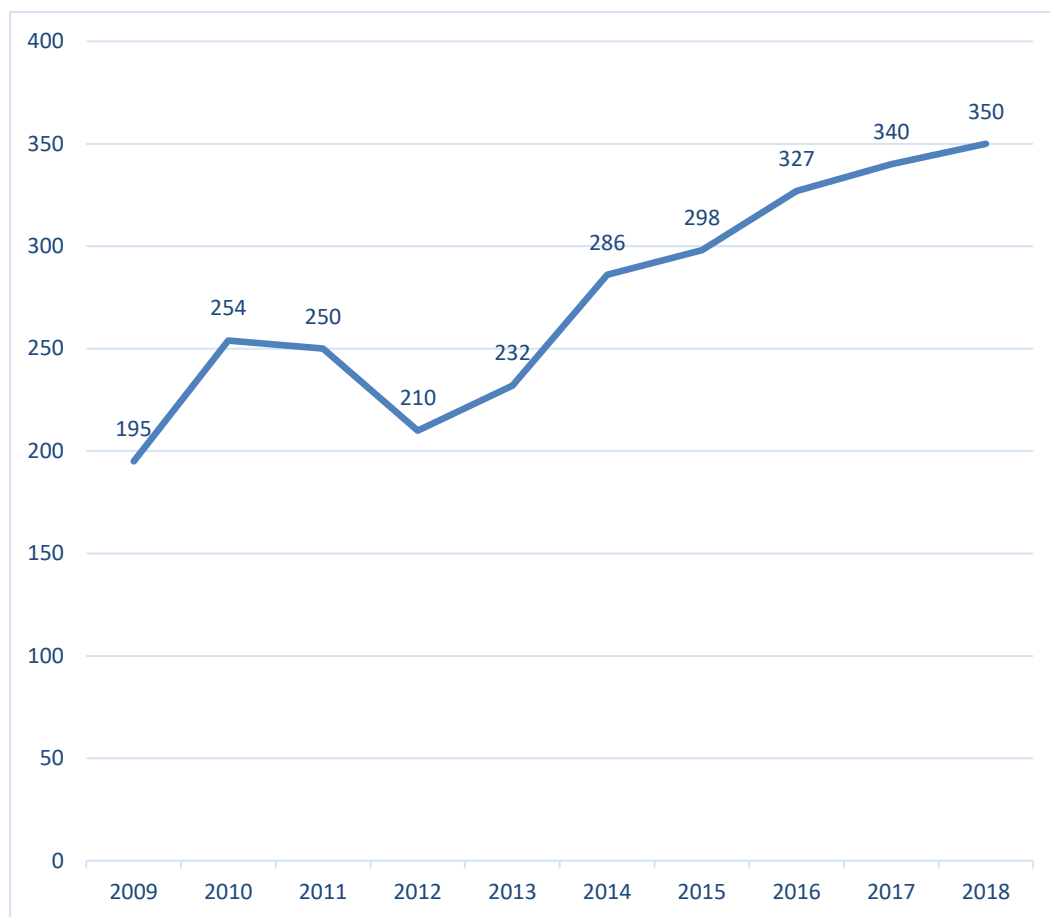
¹⁶⁴ For example, at the 8301st meeting, on 29 June 2018, the representatives of the Republic of Korea and Romania were invited under rule 39 in their capacities as former and current Chairs of the Peacebuilding Commission, respectively (S/PV.8301, p. 2).

¹⁶⁵ For example, the following representatives were invited under rule 39 in their capacities as Chairs of country-specific configurations of the Peacebuilding Commission:

In 2018, a total of 350 invitations were extended under rule 39 (see figure V).

at the 8187th meeting, on 22 February, the representative of Morocco in his capacity as Chair of the Central African Republic configuration (S/PV.8187, p. 2); at the 8337th meeting, on 30 August 2018, the representative of Brazil in his capacity as Chair of the Guinea-Bissau configuration (S/PV.8337, p. 2); and at the 8408th meeting, on 21 November 2018, the representative of Switzerland in his capacity as Chair of the Burundi configuration (S/PV.8408, p. 2).

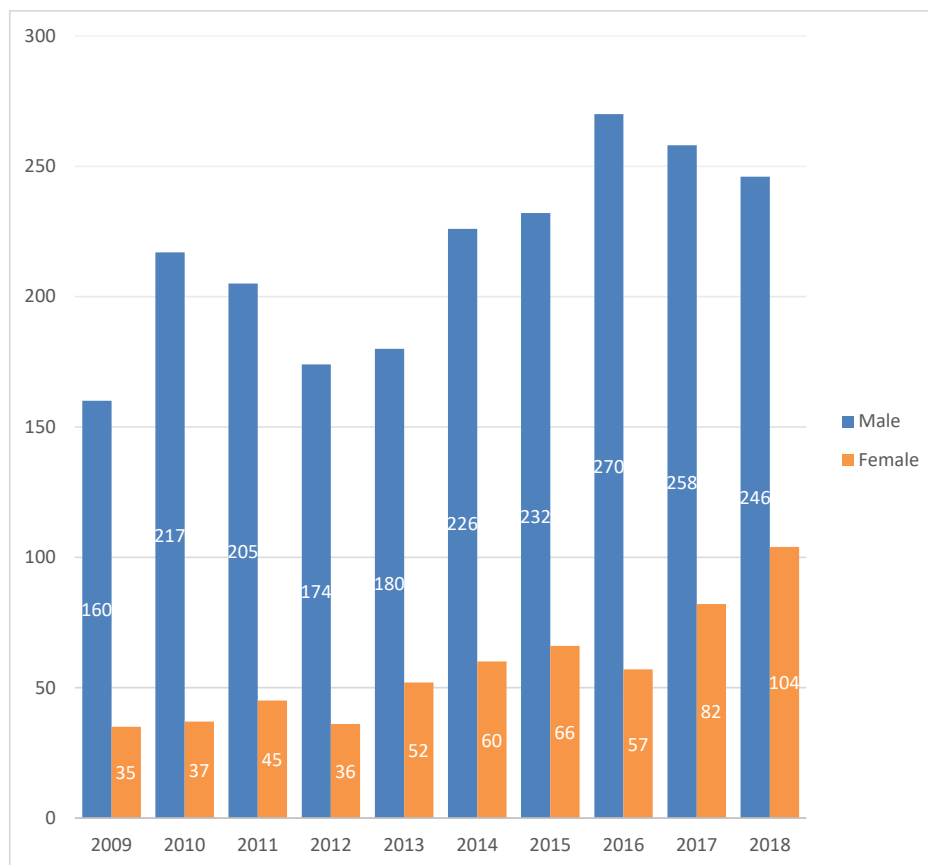
Figure V
Invitations under rule 39, 2009–2018



Of the 350 invitees under rule 39 in 2018, 246 were men and 104 were women. As shown in figure VI, in recent years prior to 2018, the number of male speakers invited to Council meetings under rule 39 has been 3 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 24.1 per cent in 2017 to 29.7 per cent in 2018.

Figure VI
Invitations under rule 39, 2009–2018



For the purposes of this part of the *Repertoire*, invitations extended under rule 39 are classified according to four main categories, namely:¹⁶⁶ (a) officials of the United Nations system;¹⁶⁷ (b) invitees from international organizations other than

the United Nations;¹⁶⁸ (c) officials representing regional intergovernmental organizations;¹⁶⁹ and (d) representatives of other entities such as non-governmental organizations.¹⁷⁰ 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 VII.

¹⁶⁶ 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.

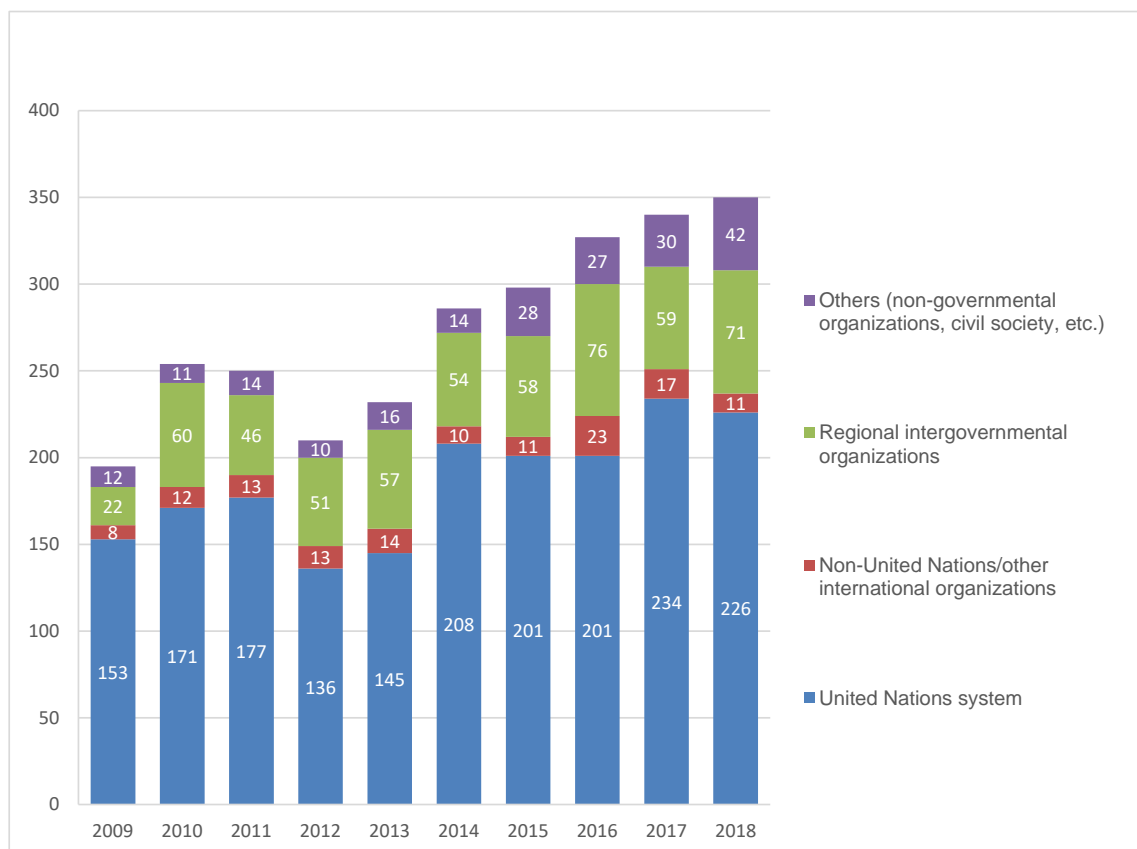
¹⁶⁷ For example, at the 8163rd meeting, on 23 January 2018, the Under-Secretary-General for Peacekeeping Operations was invited under rule 39 (see [S/PV.8163](#)).

¹⁶⁸ For example, at the 8435th meeting, on 20 December 2018, the Vice-President of the World Bank for Africa was invited under rule 39 (see [S/PV.8435](#)).

¹⁶⁹ For example, at the 8264th meeting, on 22 May 2018, the Permanent Observer of the African Union to the United Nations was invited under rule 39 (see [S/PV.8264](#)).

¹⁷⁰ For example, at the 8382nd meeting, on 25 October 2018, the General Director of the Women’s Centre for Legal Aid and Counselling was invited under rule 39 (see [S/PV.8382](#)).

Figure VII
Breakdown of invitations under rule 39, by category, 2009–2018



In one instance, at the 8386th meeting, held on 30 October 2018 under the items entitled “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)” and “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)”, in connection with the developments in eastern Ukraine, objections to a request to extend an invitation under rule 39 of the provisional rules of procedure led to a procedural vote (see case 9).¹⁷¹

Videoconferencing

The Council continued the practice of inviting speakers who participated in the meetings via videoconferencing, a practice that has become increasingly common since its introduction in 2009.¹⁷²

¹⁷¹ See S/PV.8386.

¹⁷² For example, at the 8212th meeting, on 22 March 2018, the Deputy Secretary-General briefed the Council via videoconference from Monrovia (see S/PV.8212, p. 2). For more information on videoconferencing, see sect. VI

In the note by the President dated 30 August 2017, the 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.¹⁷³

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 9).

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.

¹⁷³ S/2017/507, annex, para. 60.

Table 9
Invitations not expressly extended under rule 37 or rule 39, 2018

<i>Invitee</i>	<i>Meeting record and date</i>	<i>Item</i>
State of Palestine	S/PV.8305 , 9 July 2018	Children and armed conflict
	S/PV.8262 , 17 May 2018	Maintenance of international peace and security
	S/PV.8293 , 25 June 2018	
	S/PV.8264 , 22 May 2018	Protection of civilians in armed conflict
	S/PV.8167 , 25 January 2018	The situation in the Middle East, including the Palestinian question
	S/PV.8183 , 20 February 2018	
	S/PV.8219 , 30 March 2018	
	S/PV.8244 , 26 April 2018	
	S/PV.8256 , 15 May 2018	
	S/PV.8274 , 1 June 2018	
S/PV.8316 , 24 July 2018		
S/PV.8375 , 18 October 2018		
S/PV.8272 , 30 May 2018	Threats to international peace and security	
Holy See	S/PV.8305 , 9 July 2018	Children and armed conflict
	S/PV.8262 , 17 May 2018	Maintenance of international peace and security
	S/PV.8293 , 25 June 2018	
	S/PV.8334 , 29 August 2018	
	S/PV.8395 , 9 November 2018	
	S/PV.8407 , 20 November 2018	Peace and security in Africa
	S/PV.8264 , 22 May 2018	Protection of civilians in armed conflict
	S/PV.8167 , 25 January 2018	The situation in the Middle East, including the Palestinian question
	S/PV.8244 , 26 April 2018	
	S/PV.8316 , 24 July 2018	
S/PV.8375 , 18 October 2018		
S/PV.8218 , 28 March 2018	United Nations peacekeeping operations	
S/PV.8234 , 16 April 2018	Women and peace and security	
S/PV.8382 , 25 October 2018		

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.¹⁷⁴ 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.

¹⁷⁴ For example, at meetings held under the item entitled “The situation in Afghanistan”, the representative of Afghanistan, who was invited under rule 37 of the provisional rules of procedure, spoke after the briefers but before the Council members, following established practice (see [S/PV.8199](#), [S/PV.8294](#), [S/PV.8354](#) and

[S/PV.8426](#)). At quarterly open debates held under the item entitled “The situation in the Middle East, including the Palestinian question”, the representative of Israel, who was invited under rule 37, and the Permanent Observer of the observer State of Palestine, who was invited in accordance with the provisional rules of procedure and previous practice but without specification of any rule, both spoke after the briefers but before the Council members, following established practice (see [S/PV.8167](#), [S/PV.8244](#), [S/PV.8316](#) and [S/PV.8375](#)). For more information on the order of speaking, see sect. VI.

In 2018, issues concerning participation in Council meetings were raised on a number of occasions. At the 8175th meeting, held on 6 February 2018 in connection with the Council's working methods, the representative of the United States suggested that invitations to speak under rule 39 be extended more frequently to humanitarian and human rights organizations and that they be asked to provide more input into briefings and reports.¹⁷⁵ At the 8234th meeting, held on 16 April 2018 in connection with women and peace and security, the Special Representative of the Secretary-General on Sexual Violence in Conflict acknowledged the participation of Razia Sultana, on behalf of the NGO Working Group on Women, Peace and Security, emphasizing that Ms. Sultana, born in northern Rakhine State, Myanmar, was the first Rohingya woman to brief the Council on the plight of her people. The Special Representative further stressed that her perspective was particularly valuable on the eve of the Council's first visit to Myanmar and Bangladesh.¹⁷⁶ At the 8375th meeting, held on 18 October 2018 in connection with the Palestinian question, the representative of Israel criticized the Plurinational State of Bolivia, which held the presidency for the month, for having invited the Executive Director of B'Tselem to participate in the meeting and argued that B'Tselem had been invited to "defame" Israel's "strong democracy".¹⁷⁷ Additional examples are illustrated in cases 8 and 9.

Case 8

The situation in the Middle East, including the Palestinian question

At its 8219th meeting, held on 30 March 2019 under the item entitled "The situation in the Middle East, including the Palestinian question", the Council met for an emergency meeting requested by Kuwait to discuss the developments that followed the March of Return near the Gaza fence.¹⁷⁸ During his intervention, the representative of the United States noted that it was extremely unfortunate that Israel was unable to attend the meeting and participate in the discussion because it was taking place during the celebration of Passover. He emphasized that it was "vital" for the Council to take a balanced approach to all matters that came before it and opined that the Council should have found an arrangement to enable all the parties to participate.¹⁷⁹ The representatives of the United Kingdom, Poland and the Netherlands also expressed regret that the

representative of Israel was unable to participate in the meeting owing to the start of Passover.¹⁸⁰

Case 9

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)

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 its 8386th meeting, held on 30 October 2018, the Council met to discuss the announcement of leadership elections in Donetsk and Luhansk. The representative of Sweden, also on behalf of France, the Netherlands, Poland, the United Kingdom and the United States, objected to the request by the Russian Federation to invite Elena Kravchenko to participate in the meeting under rule 39 of the provisional rules of procedure, noting that the "so-called elections" in what were "misleadingly referred to as the Donetsk and Luhansk People's Republics" in eastern Ukraine, scheduled for 11 November 2018, were an infringement on the sovereignty and territorial integrity of Ukraine and in breach of the letter and the spirit of the Minsk agreements.¹⁸¹ He stressed that the suggested briefer did not represent the legal authorities or civil society of Ukraine and underlined that allowing a representative of an "illegal separatist entity" to participate in a Council meeting would set a dangerous precedent. He concluded that the briefer proposed by the Russian Federation was not competent for the purpose at hand as stipulated in rule 39 and indicated that, if the matter were put to a procedural vote, France, the Netherlands, Poland, Sweden, the United Kingdom and the United States would oppose the invitation.¹⁸² The representative of the Russian Federation responded that, although the delegations of France, the Netherlands, Poland, Sweden, the United Kingdom and the United States had proposed to discuss the elections in eastern Ukraine, those delegations had not invited representatives of the area concerned to participate in the meeting. He emphasized that, for reasons of transparency, the Russian Federation had insisted on a public meeting and had requested the participation of the "heads of the central electoral commissions of the Donetsk and Luhansk

¹⁷⁵ S/PV.8175, p. 7.

¹⁷⁶ S/PV.8234, p. 3.

¹⁷⁷ S/PV.8375, p. 11.

¹⁷⁸ See S/PV.8219.

¹⁷⁹ Ibid., p. 4.

¹⁸⁰ Ibid., p. 5 (United Kingdom); p. 9 (Poland); and p. 9 (Netherlands).

¹⁸¹ S/PV.8386, p. 2.

¹⁸² Ibid.

People's Republics". He expressed the hope that Council members would be interested in "receiving complete information on the true state of affairs in Ukraine" and called on them not to submit to pressure or to "obstruct a briefing to the Council by the representative of the Donetsk and Luhansk People's

Republics and parties to the Minsk agreements".¹⁸³ The proposal to extend an invitation to Ms. Kravchenko under rule 39 was not adopted, having failed to obtain the required number of votes.¹⁸⁴

¹⁸³ Ibid., pp. 2–3.

¹⁸⁴ Ibid., p. 3.

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 sub-sections, 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 2018, rule 31 of the provisional rules of procedure was routinely applied in Council meetings. There were no instances of departure from the Council’s standard practice of adopting a single decision at a meeting. In addition, 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 occasions on which rules 34 to 36 were invoked. During the period under review, there were multiple instances of competing draft resolutions put to a vote in connection with the items entitled “The situation in the Middle East” and “The situation in the

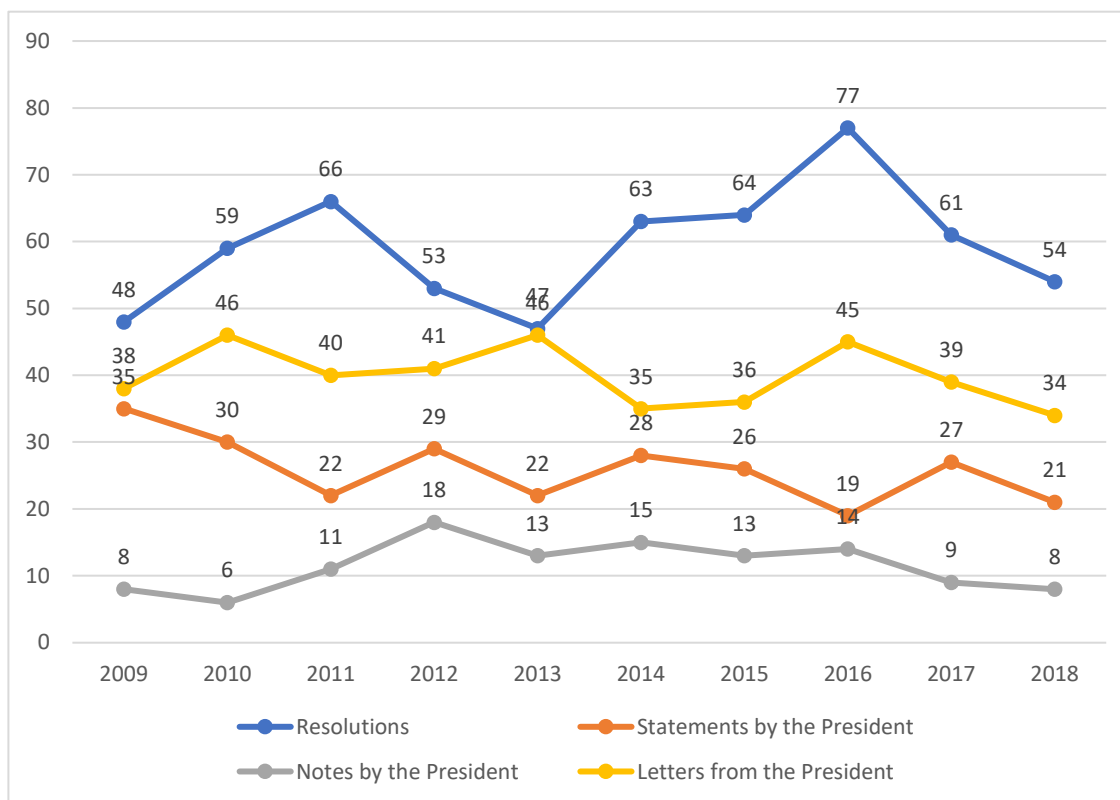
Middle East, including the Palestinian question”, as outlined below.

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 2018, the Council adopted a total of 54 resolutions and issued 21 presidential statements. The Council also issued 8 notes by the President and 34 letters from the President. Figure VIII shows the total number of resolutions adopted and statements and notes by, and letters from, the President issued during the past decade (2009 to 2018).

Figure VIII
Resolutions adopted and statements and notes by and letters from the President issued, 2009–2018



Competing draft resolutions

In three instances during the period under review, more than one draft resolution was put to a vote. This notwithstanding, no discussion took place regarding the application of rule 32 of the provisional rules of procedure. At the 8190th meeting, held on 26 February 2018 under the item entitled “The situation in the Middle East”, the Council adopted resolution [2402 \(2018\)](#), whereas draft resolution [S/2018/156](#) was not adopted owing to the negative vote of a permanent member of the Council.¹⁸⁵ At the 8228th meeting, held on 10 April 2018, also under the item entitled “The situation in the Middle East”, the Council failed to adopt draft resolution [S/2018/321](#) owing to the negative vote of a permanent member of the Council and did not adopt draft resolutions [S/2018/175](#) and [S/2018/322](#) for lack of the required number of votes.¹⁸⁶ At the 8274th meeting, held on 1 June 2018 under the item entitled “The situation in the Middle East, including the Palestinian question”, the Council failed to adopt draft resolution [S/2018/516](#) owing to the negative vote of a permanent member of the Council and did not adopt draft resolution [S/2018/520](#) for lack of the required number of votes.¹⁸⁷

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.¹⁸⁸ According to the note, any member of the Council may be a penholder, and more than one Council member may act as co-penholders, when it is deemed to add value, taking

into account as appropriate the expertise and/or contributions of Council members on the subjects.¹⁸⁹ 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.¹⁹⁰ 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.¹⁹¹

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.

Of a total of 54 resolutions adopted by the Council in 2018, one was a presidential text, namely resolution [2439 \(2018\)](#) relating to the Ebola outbreak in the Democratic Republic of the Congo.¹⁹²

During the period under review, the Council considered a total of 61 draft resolutions, four of which were sponsored by non-members of the Council, as shown in table 10.

¹⁸⁵ [S/PV.8190](#), p. 4.

¹⁸⁶ [S/PV.8228](#), pp. 5, 8–9 and 14.

¹⁸⁷ [S/PV.8274](#), pp. 3–4 and 8.

¹⁸⁸ [S/2017/507](#), annex, para. 78.

¹⁸⁹ *Ibid.*, para. 79.

¹⁹⁰ *Ibid.*, para. 80.

¹⁹¹ *Ibid.*, para. 82.

¹⁹² For more information on past practice concerning presidential texts, see *Repertoire, Supplement 2016–2017*, part II, sect. VIII.B.

Table 10
Draft resolutions sponsored by non-members of the Council, 2018

<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/2018/321	The situation in the Middle East	S/PV.8228 10 April 2018	Not adopted owing to negative vote of a permanent member	Seven Council members (France, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	19 Member States ^a
S/2018/532	Maintenance of international peace and security	S/PV.8277 6 June 2018	Resolution 2419 (2018)	Nine Council members (Bolivia (Plurinational State of), France, Kazakhstan, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	68 Member States ^b
S/2018/667	Children and armed conflict	S/PV.8305 9 July 2018	Resolution 2427 (2018)	12 Council members ^c	86 Member States ^d
S/2018/887	Maintenance of international peace and security	S/PV.8365 3 October 2018	Resolution 2437 (2018)	Four Council members (Netherlands, Poland, Sweden, United Kingdom)	15 Member States ^e

^a Albania, Australia, Bulgaria, Canada, Denmark, Estonia, Finland, Germany, Italy, Latvia, Lithuania, Montenegro, Norway, Qatar, Republic of Moldova, Slovenia, the former Yugoslav Republic of Macedonia, Turkey and Ukraine.

^b Albania, Andorra, Argentina, Australia, Austria, Belgium, Bulgaria, Burkina Faso, Canada, Central African Republic, Chile, Costa Rica, Croatia, Cyprus, Czechia, Denmark, Djibouti, Dominican Republic, Egypt, Estonia, Finland, Gambia, Georgia, Germany, Greece, Guatemala, Guinea, Hungary, Iceland, Indonesia, Ireland, Israel, Italy, Japan, Jordan, Latvia, Lebanon, Liberia, Liechtenstein, Lithuania, Luxembourg, Malaysia, Malta, Monaco, Montenegro, Morocco, Namibia, New Zealand, Nigeria, Norway, Papua New Guinea, Portugal, Qatar, Republic of Korea, Republic of Moldova, Romania, San Marino, Senegal, Slovakia, Slovenia, South Africa, Spain, Switzerland, the former Yugoslav Republic of Macedonia, Tunisia, Ukraine, United Arab Emirates and Uruguay.

^c Bolivia (Plurinational State of), Côte d'Ivoire, Equatorial Guinea, Ethiopia, France, Kazakhstan, Kuwait, Peru, Poland, Sweden, United Kingdom and United States.

^d Afghanistan, Albania, Algeria, Andorra, Argentina, Armenia, Australia, Austria, Belgium, Belize, Benin, Bulgaria, Canada, Central African Republic, Chile, Costa Rica, Croatia, Cyprus, Czechia, Denmark, Djibouti, Dominican Republic, Ecuador, Egypt, Estonia, Fiji, Finland, Gabon, Georgia, Germany, Greece, Grenada, Guatemala, Guyana, Hungary, Iceland, Ireland, Italy, Jamaica, Japan, Latvia, Lebanon, Liberia, Libya, Liechtenstein, Lithuania, Luxembourg, Malaysia, Maldives, Mali, Malta, Mexico, Monaco, Montenegro, Morocco, Mozambique, Namibia, Niger, Nigeria, Norway, Oman, Palau, Portugal, Qatar, Republic of Korea, Republic of Moldova, Romania, Rwanda, Saint Vincent and the Grenadines, Samoa, San Marino, Serbia, Slovakia, Slovenia, Somalia, South Africa, Spain, Switzerland, the former Yugoslav Republic of Macedonia, Timor-Leste, Tunisia, Turkey, Ukraine, Uruguay, Venezuela (Bolivarian Republic of) and Zimbabwe.

^e Belgium, Croatia, Cyprus, Czechia, Estonia, Germany, Greece, Hungary, Ireland, Italy, Japan, Malta, Slovakia, Slovenia and Spain.

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 2018, the Council voted on procedural matters on four occasions (see table 11).

Table 11
Cases in which the vote indicated the procedural character of the matter, 2018

<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 Middle East	S/PV.8209 19 March 2018	Adoption of the agenda ^a	8-4-3	China, Russian Federation
The situation in the Myanmar	S/PV.8381 24 October 2018	Adoption of the agenda	9-3-3	China, Russian Federation
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)	S/PV.8386 30 October 2018	Invitation under rule 39 ^b	1-7-7	France, United Kingdom, United States
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)				
Maintenance of international peace and security	S/PV.8409 26 November 2018	Adoption of the agenda	4-7-4	France, United Kingdom, United States

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

^b For more information on participation, see sect. VII.

Adoption of resolutions

During the period under review, the majority of resolutions adopted by the Council (45 of 54) were

adopted unanimously. Nine resolutions were adopted without a unanimous vote (see table 12).

Table 12
Resolutions adopted without a unanimous vote, 2018

<i>Resolution</i>	<i>Item</i>	<i>Meeting record and date</i>	<i>Votes in favour</i>	<i>Votes against</i>	<i>Abstentions</i>
2410 (2018)	The question concerning Haiti	S/PV.8226 10 April 2018	13 (Bolivia (Plurinational State of), Côte d’Ivoire, Equatorial Guinea, Ethiopia, France, Kazakhstan, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	None	2 (China, Russian Federation)
2414 (2018)	The situation concerning Western Sahara	S/PV.8246 27 April 2018	12 (Bolivia (Plurinational State of), Côte d’Ivoire, Equatorial Guinea, France, Kazakhstan, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	None	3 (China, Ethiopia, Russian Federation)

Repertoire of the Practice of the Security Council, 2018

<i>Resolution</i>	<i>Item</i>	<i>Meeting record and date</i>	<i>Votes in favour</i>	<i>Votes against</i>	<i>Abstentions</i>
2418 (2018)	Reports of the Secretary-General on the Sudan and South Sudan	S/PV.8273 31 May 2018	9 (Côte d'Ivoire, France, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	None	6 (Bolivia (Plurinational State of), China, Equatorial Guinea, Ethiopia, Kazakhstan, Russian Federation)
2422 (2018)	International Residual Mechanism for Criminal Tribunals	S/PV.8295 27 June 2018	14 (Bolivia (Plurinational State of), China, Côte d'Ivoire, Equatorial Guinea, Ethiopia, France, Kazakhstan, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	None	1 (Russian Federation)
2428 (2018)	Reports of the Secretary-General on the Sudan and South Sudan	S/PV.8310 13 July 2018	9 (Côte d'Ivoire, France, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	None	6 (Bolivia (Plurinational State of), China, Equatorial Guinea, Ethiopia, Kazakhstan, Russian Federation)
2440 (2018)	The situation concerning Western Sahara	S/PV.8387 31 October 2018	12 (China, Côte d'Ivoire, Equatorial Guinea, France, Kazakhstan, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	None	3 (Bolivia (Plurinational State of), Ethiopia, Russian Federation)
2441 (2018)	The situation in Libya	S/PV.8389 5 November 2018	13 (Bolivia (Plurinational State of), Côte d'Ivoire, Equatorial Guinea, Ethiopia, France, Kazakhstan, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	None	2 (China, Russian Federation)
2448 (2018)	The situation in the Central African Republic	S/PV.8422 13 December 2018	13 (Bolivia (Plurinational State of), Côte d'Ivoire, Equatorial Guinea, Ethiopia, France, Kazakhstan, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	None	2 (China, Russian Federation)
2449 (2018)	The situation in the Middle East	S/PV.8423 13 December 2018	13 (Bolivia (Plurinational State of), Côte d'Ivoire, Equatorial Guinea, Ethiopia, France, Kazakhstan, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	None	2 (China, Russian Federation)

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 four 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 13).

Table 13

Draft resolutions not adopted owing to the negative vote of a permanent member or for lack of the requisite number of votes, 2018

<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/2018/156	The situation in the Middle East	S/PV.8190 26 February 2018	11 (Côte d'Ivoire, Equatorial Guinea, Ethiopia, France, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	2 (Bolivia (Plurinational State of), Russian Federation)	2 (China, Kazakhstan)
S/2018/321	The situation in the Middle East	S/PV.8228 10 April 2018	12 (Côte d'Ivoire, Equatorial Guinea, Ethiopia, France, Kazakhstan, Kuwait, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	2 (Bolivia (Plurinational State of), Russian Federation)	1 (China)
S/2018/175	The situation in the Middle East	S/PV.8228 10 April 2018	6 (Bolivia (Plurinational State of), China, Equatorial Guinea, Ethiopia, Kazakhstan, Russian Federation)	7 (France, Netherlands, Peru, Poland, Sweden, United Kingdom, United States)	2 (Côte d'Ivoire, Kuwait)
S/2018/322	The situation in the Middle East	S/PV.8228 10 April 2018	5 (Bolivia (Plurinational State of), China, Ethiopia, Kazakhstan, Russian Federation)	4 (France, Poland, United Kingdom, United States)	6 (Côte d'Ivoire, Equatorial Guinea, Kuwait, Netherlands, Peru, Sweden)
S/2018/355	Threats to international peace and security	S/PV.8233 14 April 2018	3 (Bolivia (Plurinational State of), China, Russian Federation)	8 (Côte d'Ivoire, France, Kuwait, Netherlands, Poland, Sweden, United Kingdom, United States)	4 (Equatorial Guinea, Ethiopia, Kazakhstan, Peru)
S/2018/516	The situation in the Middle East, including the Palestinian question	S/PV.8274 1 June 2018	10 (Bolivia (Plurinational State of), China, Côte d'Ivoire, Equatorial Guinea, France, Kazakhstan, Kuwait, Peru, Russian Federation, Sweden)	1 (United States)	4 (Ethiopia, Netherlands, Poland, United Kingdom)
S/2018/520	The situation in the Middle East, including the Palestinian question	S/PV.8274 1 June 2018	1 (United States)	3 (Bolivia (Plurinational State of), Kuwait, Russian Federation)	11 (China, Côte d'Ivoire, Equatorial Guinea, Ethiopia, France, Kazakhstan, Netherlands, Peru, Poland, Sweden, United Kingdom)

D. Decision-making without a vote

A procedural or substantive motion may be adopted in the Council without a vote or by consensus. In 2018, one resolution was adopted without a vote, namely resolution 2403 (2018) of 28 February 2018, concerning the date of election to fill a vacancy in the International Court of Justice.¹⁹³

Statements by the President on behalf of the Council continued to be adopted by consensus. A total of 21 statements by the President were adopted during the period under review.¹⁹⁴ In contrast with past practice, according to which most of the statements adopted were read out at meetings, during the period under review, 16 of 21 statements were adopted without the text being read out.¹⁹⁵

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 2018, the Council issued 8 notes and 34 letters by the President.¹⁹⁶ 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 report of the Council to the General Assembly for the period from 1 January 2017 to 31 December 2017, was adopted during a meeting of the Council, in line with past practice.¹⁹⁷

¹⁹³ For more information on the election of members of the International Court of Justice, see part IV, sect. I.E.

¹⁹⁴ The complete list of statements by the President adopted during the review period is available at www.un.org/securitycouncil/content/statements-made-president-security-council-2018.

¹⁹⁵ For example, in a meeting under the item entitled “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)”, the President of the Council read out the statement (see S/PV.8276).

¹⁹⁶ The complete list of notes by the President of the Security Council issued in 2018 is provided in part I, sect. XIII, of the report of the Security Council to the General Assembly at its seventy-third session (A/73/2) or available at www.un.org/securitycouncil/content/notes-president-security-council-2018. The complete list of letters from the President of the Council issued in 2018 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-2018.

¹⁹⁷ S/2018/797, at the 8335th meeting (see S/PV.8335).

E. Discussions concerning the decision-making process

During the period under review, both procedural and non-procedural aspects of the decision-making process were discussed during Council meetings. In particular, 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 10. In addition, at the 8395th meeting, held on 9 November 2018 under the item entitled “Maintenance of international peace and security” and the sub-item entitled “Strengthening multilateralism and the role of the United Nations”,¹⁹⁸ one speaker, the representative of Georgia, referred explicitly to Article 27 of the Charter.¹⁹⁹ He recalled that, in 2009, the Russian Federation had vetoed the extension of the mandate of the United Nations Observer Mission in Georgia and emphasized that, as the Russian Federation was party to the conflict, for it to use its veto power was in direct contradiction with Chapter V, Article 27 (3) of the Charter, which stipulated that “a party to a dispute shall abstain from voting”.²⁰⁰

Case 10

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

On 6 February 2018, at the initiative of Kuwait, which held the presidency for the month, the Council convened its 8175th meeting as an open debate.²⁰¹ At the meeting, a number of speakers expressed views on penholdership and other aspects pertaining to the negotiation and drafting of Security Council outcome documents. The representative of Kuwait noted that the participation of Member States in the decision-making process within the Council remained “weak” and stressed the importance of engaging with the wider membership, especially affected States, and to consult with them before making any decisions.²⁰² The representative of Italy encouraged Council members to

¹⁹⁸ The Council had before it a concept note annexed to a letter dated 1 November 2018 from the Permanent Representative of China to the United Nations to the Secretary-General (S/2018/982).

¹⁹⁹ S/PV.8395, p. 71.

²⁰⁰ Ibid.

²⁰¹ See S/PV.8175. The Council had before it a concept note annexed to a letter dated 24 January 2018 from the representative of Kuwait to the Secretary-General (S/2018/66), and a summary of the debate was circulated after the meeting in a communication from the representative of Kuwait (S/2018/399).

²⁰² S/PV.8175, pp. 4–5.

engage in timely consultations during the drafting process, including with the broader membership, in particular interested States and regional organizations.²⁰³

In connection with the decision-making process within the Council, the representatives of Equatorial Guinea and New Zealand said that, at times, decisions were negotiated among the permanent members without input from the elected members, leaving elected members with limited options.²⁰⁴ The representative of Equatorial Guinea emphasized that the process should be more inclusive in order to improve transparency, and the representative of New Zealand stressed that the legitimacy and effectiveness of the Council's decisions were maximized when the Council "worked as 15 rather than 5".²⁰⁵ Noting that penholdership was at times distorted to exclude meaningful input from elected members, the representative of New Zealand called on the elected members to be ambitious and to enact the change they wished to see in the Council.²⁰⁶

The representative of Italy welcomed co-penholdership as a practice that allowed for wider participation of Council members in the drafting process and that could consequently add value to the Council's outcomes.²⁰⁷ The representative of Chile stated that the drafting process should be more inclusive and that the elected members should be included as co-penholders, "preferably in interregional groups".²⁰⁸ Several other speakers emphasized the importance of inclusivity in the decision-making process in the Council and called for enhanced consultation in that regard with concerned countries and with those with relevant expertise.²⁰⁹ The representative of Ethiopia emphasized that the idea of co-penholdership should be seriously explored, not only to enable elected members to contribute to shaping Council's outcome documents, but also to improve unity and consensus among Council members.²¹⁰ The representative of Singapore opined that more could be done to strengthen the voice of elected Council members, including through a review of the penholder system.²¹¹ The representative of Peru underscored the importance of complementing the

work of the penholders with the views of the Chairs of subsidiary bodies and noted that the reports of panels of experts and field visits provided substantive, first-hand information that was "vital" when drafting resolutions or statements.²¹²

The language of the note by the President of the Security Council dated 30 August 2017 was referred to by the representatives of Kazakhstan, the Plurinational State of Bolivia and Switzerland to emphasize that penholders or co-penholders of Council decisions needed to present and to discuss drafts with Council members in at least one round of consultations.²¹³ The representative of Ethiopia stressed the importance of allowing adequate time for consultations on Council decisions and noted that penholders had a special responsibility in that regard.²¹⁴ The representative of Japan stressed that penholders had the heavy responsibility to pursue the best possible outcome through an inclusive process, by providing sufficient time for the consideration of drafts by all members or proactively reaching out to those with expertise outside of the Council.²¹⁵ The representative of China stressed that full consultations should be conducted with a view to achieving consensus and that efforts should be made to ensure that all members had adequate time to examine draft resolutions and presidential statements.²¹⁶ In this regard, the representative of Costa Rica suggested establishing procedures, including allowing sufficient time for the consideration of proposals and establishing silence procedures, for informal consultations during the drafting process.²¹⁷

A number of speakers called for a distribution of penholdership among all Council members.²¹⁸ The representative of Sweden noted that penholdership should be evenly distributed between permanent and elected members and among members from different regions.²¹⁹ Emphasizing that penholders were almost exclusively the permanent members and that the level of participation of elected members in the adoption of outcome documents continued to be at their discretion,

²⁰³ Ibid., p. 43.

²⁰⁴ Ibid., p. 17 (Equatorial Guinea); and p. 44 (New Zealand).

²⁰⁵ Ibid.

²⁰⁶ Ibid., pp. 44–45.

²⁰⁷ Ibid., p. 43.

²⁰⁸ Ibid., p. 44.

²⁰⁹ Ibid., p. 35 (Pakistan); p. 38 (Lebanon); and p. 47 (Belgium).

²¹⁰ Ibid., p. 14.

²¹¹ Ibid., p. 40.

²¹² Ibid., p. 10.

²¹³ S/2017/507, annex, para. 81; and S/PV.8175, p. 11 (Kazakhstan); p. 21 (Plurinational State of Bolivia); and p. 28 (Switzerland).

²¹⁴ Ibid., p. 14.

²¹⁵ Ibid., p. 24.

²¹⁶ Ibid., p. 23.

²¹⁷ Ibid., p. 61.

²¹⁸ Ibid., p. 8 (Russian Federation); p. 19 (Sweden); pp. 21–22 (Plurinational State of Bolivia); p. 28 (Switzerland, on behalf of the Accountability, Coherence and Transparency Group); p. 29 (Germany); p. 35 (Pakistan); p. 61 (Costa Rica) and p. 63 (Egypt).

²¹⁹ Ibid., p. 19.

the representative of the Plurinational State of Bolivia encouraged more appointments of elected members as penholders.²²⁰ The representative of Switzerland stated that elected members should be enabled to engage actively on all issues and should be entrusted with more penholderships, adding that an increase in the use of co-penholderships could be explored.²²¹ Recalling that, in principle, any Council member could serve as penholder, the representative of Germany noted that, in practice, the list of actual penholders continued to be very short and expressed the hope that a more inclusive practice would emerge.²²² The representative of Costa Rica called for greater participation by the non-permanent members, as well as formalized consultations among all members of the Council when making decisions on the distribution of penholder responsibilities. Furthermore, he encouraged the practice of enabling Council members to postpone the adoption of decisions or outcomes of open debates in order to take into consideration the contributions of participants.²²³ The representative of Egypt emphasized that the functioning of the Security Council was a collective responsibility that required full participation by all its members on an equal footing and a fair distribution of duties and functions, including in the drafting of Council documents.²²⁴

In the discussion, a number of speakers called also for restraint in the use of the veto and expressed support for the code of conduct promoted by the Accountability, Coherence and Transparency Group, whereby members of the Council pledged not to vote against any draft resolution intended to prevent crimes against humanity, genocide and war crimes.²²⁵ Several speakers also expressed support for the suspension of the veto in case of mass atrocities as presented in the political statement by France and Mexico.²²⁶ In this connection, the representative of Mexico stated that those initiatives were aimed at improving the

efficiency of the Council, while fostering a new culture of responsibility and accountability among the permanent members and contributing to the effectiveness, legitimacy and accountability of the Council.²²⁷ The representative of Ukraine noted that, while a Council without the veto was a “distant and uncertain reality”, responsible members of the international community should pledge not to resort to the veto when considering cases that had “all the hallmarks of crimes against humanity and mass atrocities”.²²⁸ Noting that the Council had “found it difficult” to adopt a draft resolution on the Rohingya humanitarian crisis, owing mostly to the possibility of the veto being exercised against any such draft resolution, the representative of Bangladesh stressed that the exercise of the veto should be avoided in cases that involve mass atrocities.²²⁹ The representative of Indonesia stressed that regulating the use of the veto would be a great push to elevate the effectiveness and global credibility of the Council. Until veto regulation was realized, permanent members should circulate to all General Assembly members a formal explanation in cases where the veto was exercised.²³⁰ The representative of Australia expressed the need to move “urgently, decisively and in unison” to agree on clear restraint of the veto. He noted that, too often, the Council had failed in its mandate because narrow interests had prevailed over those of the most vulnerable.²³¹ The representatives of Kuwait, Sweden and Turkey addressed the question of the use of the veto to protect national interests, emphasizing that the practice diminished the Council’s efficiency and credibility and prevented the Council from carrying out its responsibilities.²³² The representative of Mexico noted that the use of the veto had prevented the effective fulfilment of the responsibilities entrusted to the Council and added that the use of the veto had “obstructed and derailed” the common interest and had encouraged division among members.²³³ The representative of Equatorial Guinea stated that the existence of the veto was an obstacle to the work of the Council, which at times had prevented the Council from making clear to the world that there was no place for impunity.²³⁴ The representative of Liechtenstein emphasized that, in particular in the recent past, the

²²⁰ Ibid., pp. 21–22.

²²¹ Ibid., p. 28.

²²² Ibid., p. 29.

²²³ Ibid., p. 61.

²²⁴ Ibid., p. 63.

²²⁵ Ibid., p. 5 (Kuwait); p. 10 (Peru); p. 17 (Equatorial Guinea); p. 26 (Hungary); p. 29 (Switzerland, on behalf of the Accountability, Coherence and Transparency Group); p. 42 (Liechtenstein); p. 46 (Ukraine); p. 47 (Indonesia); p. 51–52 (Saudi Arabia); pp. 52–53 (Australia); pp. 56–57 (Maldives); p. 57 (Mexico); p. 60 (Uruguay); and pp. 61–62 (Costa Rica).

²²⁶ Ibid., p. 5 (Kuwait); pp. 9–10 (France); p. 17 (Equatorial Guinea); p. 21 (Netherlands); p. 26 (Hungary); p. 46 (Ukraine); p. 47 (Indonesia); p. 49 (Bangladesh); p. 53 (Australia); pp. 56–57 (Maldives); p. 57 (Mexico); and p. 60 (Uruguay).

²²⁷ Ibid., p. 57.

²²⁸ Ibid., p. 46.

²²⁹ Ibid., p. 49.

²³⁰ Ibid., p. 47.

²³¹ Ibid., pp. 52–53.

²³² Ibid., p. 5 (Kuwait); pp. 19–20 (Sweden); and p. 34 (Turkey).

²³³ Ibid., p. 57.

²³⁴ Ibid., p. 17.

veto had repeatedly been used “in stark opposition” to the spirit of the Charter, preventing the Council from fulfilling its tasks thereunder, including on matters relating to the conflict in the Syrian Arab Republic and to the reaffirmation of international law with respect to the situation in the Middle East.²³⁵

The representative of the Russian Federation stated that the veto was a cornerstone of the entire architecture of the Security Council. He stressed that it was not a privilege, but an instrument pledging and guaranteeing the Council’s ability to reach balanced decisions.²³⁶ The representatives of Sweden and Mexico stressed that the veto was not a right, but a responsibility.²³⁷ The representatives of Equatorial

Guinea, the Plurinational State of Bolivia and Cuba stated that the veto was an anachronistic and anti-democratic privilege.²³⁸ The representative of Equatorial Guinea added that the veto should be re-evaluated with a view to evolving more inclusive and democratic decision-making measures.²³⁹ Arguing that that the veto was determined by long-outdated historical circumstances and that no change to the Council working methods would prevent the interests of a few from hindering the maintenance and pursuit of peace and prosperity for all, the representative of South Africa called for a comprehensive reform of the Security Council.²⁴⁰

²³⁵ Ibid., p. 42.

²³⁶ Ibid., p. 8.

²³⁷ Ibid., pp. 19–20 (Sweden); and p. 57 (Mexico).

²³⁸ Ibid., p. 18 (Equatorial Guinea); p. 22 (Plurinational State of Bolivia); and p. 55 (Cuba).

²³⁹ Ibid., p. 18.

²⁴⁰ Ibid., p. 33.

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.²⁴¹

During the period under review, rules 41 to 47 were applied consistently. At several meetings, speakers delivered their statements in a language other than the six official languages of the United Nations, as

²⁴¹ S/2017/507, annex, para. 110.

provided in rule 44.²⁴² The matter of working languages was addressed in different contexts throughout the year during the regular work of the Council. For example, at the 8175th meeting, held on 6 February 2018 in connection with the working methods of the Security Council, the representative of Côte d'Ivoire urged the Secretariat to ensure that all reports and other required working documents were made available as soon as possible and in all working languages of the Organization in order to enable their consideration by the various delegations.²⁴³ At the 8375th meeting, held on 18 October 2018 under the item entitled "The situation in the Middle East, including the Palestinian question", the representative of Israel delivered his statement in English but addressed the Executive Director of B'Tselem with a few sentences in Hebrew, which were recorded in the webcast of the meeting, but not in the verbatim record.

²⁴² For example, at the 8160th meeting, on 18 January 2018, the representative of Kazakhstan (President) spoke in Kazakh; the English interpretation was provided by the delegation (S/PV.8160, p. 4). At the 8176th meeting, on 7 February 2018, the representative of Serbia (First Deputy Prime Minister and Minister for Foreign Affairs) spoke in Serbian; the interpretation was provided by the delegation (S/PV.8176, pp. 4–8). At the 8427th meeting, on 17 December 2018, the representative of Kosovo spoke in Albanian; the English interpretation was provided by the delegation (see S/PV.8427, pp. 6–8 and p. 20).

²⁴³ S/PV.8175, p. 16.

In the discussion that followed, the representative of the United Kingdom stressed that the meeting was an open debate and that not understanding what was being said in the Chamber defeated the purpose of the open debate. She wished to know what the representative of Israel had said to the Executive Director of B'Tselem in Hebrew and emphasized that, if speakers used a language for which there was no interpretation, the presidency should stop them and ask them to speak in one of the six official languages.²⁴⁴ In a letter dated 26 October 2018 to the President of the Security Council,²⁴⁵ the representatives of France, the Netherlands, Sweden and the United Kingdom defined the remarks made by the representative of Israel to the Executive Director of B'Tselem during the open debate as "deeply regrettable". Emphasizing that those remarks had been delivered in a language for which interpretation was not provided, the representatives stressed in their letter that the incident constituted a breach of the procedures of the Council and of the basic rules and that it undermined the point of an open debate. They requested that the presidency of the Council, as well as all incoming presidencies, ensure that the incident did not set a precedent and that, in general, all speakers used one of the six official languages.

²⁴⁴ S/PV.8375, p. 24.

²⁴⁵ S/2018/957.

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 1982.²⁴⁶ 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

²⁴⁶ 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.

first meeting, held on 17 January 1946, the rules of procedure have remained provisional.

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 8175th meeting, held on 6 February 2018, under the item entitled "Implementation of the note by the President of the Security Council (S/2017/507)".²⁴⁷ During the debate, Council members referred to the work carried out by the Informal Working Group on Documentation and Other Procedural Questions and to the efforts that led to the adoption of the note by the President dated 30 August

²⁴⁷ See S/PV.8175.

2017,²⁴⁸ and exchanged views on the working methods of the Council. Several speakers stressed that the rules of procedure of the Council should cease to be provisional and should become permanent and definitive, in order to improve the transparency and

²⁴⁸ [S/2017/507](#).

accountability of the Council, as well as the predictability and effectiveness of its work.²⁴⁹

²⁴⁹ *Ibid.*, pp. 17–18 (Equatorial Guinea); p. 21 (Plurinational State of Bolivia); p. 32 (South Africa); p. 40 (Singapore); p. 55 (Cuba); and p. 62 (Algeria).