Inter-governmental Negotiations on Security Council Reform
Delegate Handbook

Three Main Elements of General Assembly Meetings

The only simulation of the General Assembly in WIMUN UNI 2020 will be an informal meeting of the GA Plenary on the “question of equitable representation on and increase in the membership of the Security Council and related matters.” This is also referred to as Inter-governmental negotiations on Security Council reform.

The simulation is divided into three parts:

1. Formal Plenary Meeting of the General Assembly

The purpose of the initial Plenary meeting is to allow delegates to have a General Debate on Security Council reform. Any delegate representing an individual country or political group wishing to make a statement during the General Debate must subscribe to the Speakers List before the Plenary begins. The Opening Plenary is led by the President of the General Assembly.

2. Informal Plenary Meetings

Once the Plenary meeting is adjourned, the delegates will transition into an informal meeting to propose and debate proposals in five key areas (see section on “Five Key Areas of Reform” below). It is important to keep in mind that this informal meeting is not associated with any of the Main GA Committees. (For more detail on the IGN Sessions see “The Stages of Committee Sessions” below.) The aim of these meetings is build upon and add to the “Elements of Communality and Issues for Further Consideration on the question of equitable representation and increase in the membership of the Security Council and other matters.”

3. Closing Plenary of the General Assembly

The IGN does not adopt a resolution as its status as an informal meeting does not involve negotiating the text of a resolution. It is the hope of Member States that one day a draft resolution on security council reform will be considered by the GA. Instead of a resolution, delegates adopt a Decision (see sample Decision in the Annex) by consensus that basically recommends that Intergovernmental Negotiations on Security Council reform should continue during the next GA session. After the Decision is orally adopted, delegates are given the floor to explain their position. This essentially allows to make any statement they wish about the current round of negotiations that have just finished.
The Stages of IGN Sessions

A. Formal meeting (run according to Rules of Procedure):

1. **PGA statement:** The PGA opens the formal Plenary meeting with a statement.
2. **Engage in an Interactive Session with UN experts** to give delegates an opportunity to deepen their knowledge on the topic they will be debating. The Interactive Session will begin with a statement delivered by one or more experts followed by Q&A from the delegates.
3. **Adopt the Organization of Work** which details how long delegates have to deliver their statements during the General Debate and how the time will organized during the time delegates will be their Committees.
4. **Convene the General Debate** where political groups (see description of political groups that are active in the IGN below) and individual delegations will have an opportunity to make an opening statement on Security Council reform. Any delegation or political group wishing to make a statement during the General Debate must subscribe to the Speakers List before the debate begins.

B. Informal consultations (where rules of procedure are suspended and where most of the time in the Committee is spent) to:

1. **Discussion on key Security Council reform issues/Debate on proposals:** Five key issues will be discussed during informal consultations that have been the focus of negotiations since Decision 62/257 was adopted in 2008 that include: 1) categories of membership to the Council, 2) the question of the veto, 3) regional representation, 4) size of an enlarged Council and working methods, and 5) the relationship between the Council and the General Assembly. Each issue will be discussed in turn and delegates will have an opportunity to put forth proposals for consideration.
2. **Debate the proposals:** After all proposals have been made under a particular key issue, each proposal will be debated in turn with the aim of trying to reach consensus. If consensus cannot be reached, the proposal will be bracketed for further consideration during the next conference. Before commencing the debate, delegates will also be given a choice to either have the Chair moderate the informal consultations on the proposals or do it by themselves. It is up to the delegates to decide. If consensus is reached on any proposals, it will be added to the Revised Elements of Commonality and Issues for Further Consideration.

C. Formal meeting (run according to the rules of procedure) to:

1. **Closing Plenary:** The PGA orally introduces a decision to include Security Council reform in the agenda of the next session of the GA. This decision is adopted by consensus.
2. **Explanation of position:** Delegates are given an opportunity to make statements on the current round of the negotiations that were just completed.

Groups Active in Intergovernmental Negotiations on Security Council Reform

1. **G4:** Germany, Japan, India and Brazil mainly seek permanent seats for themselves, but are willing to forego their veto rights for fifteen years or possibly even longer. The G4 countries support four additional, nonpermanent members, which would produce a 23-nation council. Of all the G4 Member States, India presents the greatest challenge to the council’s current composition. On track to pass China in 2024 as the world’s most populous nation, India is growing at a
rapid economic pace. As these trends continue, India’s lack of permanent membership is sure to undermine the Security Council’s legitimacy.

2. **Uniting for Consensus (UfC):** Italy, Spain, Argentina, Canada, Mexico, South Korea and Pakistan – which oppose the G4 and the addition of any new permanent seats. The UfC would instead add only non-permanent seats and preferably abolish the veto or at least restrict its use.

3. **African group:** The African group would preferably abolish the veto, but it insists that as long as the veto exists all permanent members should possess it. AU leaders endorsed the Ezulwini Consensus, which calls for 11 additional members on the Security Council, thus proposing to expand its size from its current 15 to 26. Africa wants two permanent seats and five non-permanent seats that would rotate between African countries (one for each of the five regions in Africa, north, east, west, central and south).

4. **L69:** consists of some 40 developing countries (representing countries from Africa, Latin America and the Caribbean, Asia and the Pacific), including Brazil and India. It seeks six new permanent seats and six new non-permanent seats balanced across UN regions. Its stance on the veto is similar to that of the African group; either the veto is abolished or it is extended to all permanent members.

5. **Arab group:** consists of 22 states and it demands a permanent Arab seat. It heavily criticises the veto, but does not present any solution to it.

6. **ACT:** consists of 21 smaller member states, such as Ireland, Switzerland, Peru, Uruguay and Liechtenstein. The ACT concentrates solely on improving the working methods – accountability, coherence, and transparency – of the Security Council so that all UN member states, not just the Council members, can take part in its decisions.

7. **S5:** Five small member states (Costa Rica, Jordan, Switzerland, Liechtenstein, Singapore that works to improve the working methods of the Security Council. Its main goal is to increase transparency, accountability, and access for non-members. the following major proposals:
   - Improvement of the relationship between the General Assembly and the Security Council
   - Regular and timely consultations between members and non-members
   - Informal, interactive discussions of the annual report of the Security Council with the members of the General Assembly
   - Restrictions on the veto in cases of genocides, crimes against humanity, and serious violations of international humanitarian law
   - Better interaction between the Council and troop contributors
   - Better and more effective integration of new members of the Council

**P5 positions**

France and Britain, aware of their diminishing legitimacy as permanent members, have expressed support for G4 aspirations.

Russia, in contrast, opposes any form of expansion, which would dilute its global power.
China, slightly more pliable, proposes 10 new rotating members, calculating that many of them would be developing countries sympathetic to Chinese positions. Beijing categorically rejects permanent status for Japan and India.

The United States remains rhetorically open to enlarging the Security Council but has taken little action. They reason that the goal would be difficult to achieve and would make it harder to mobilize coalitions for particular resolutions. No U.S. administration has been willing to contemplate a council of more than 21 members.

**Things to Know about the Rules of Procedure**

1. There are no moderated and unmoderated caucuses. That means that during the General Debate during the Opening Plenary and Committee Sessions, the speeches are never interrupted. The Speakers List is followed until all speakers have had an opportunity to speak.
2. Passing notes during Formal Meetings is not allowed.
3. The presiding officer during meetings will never ask, “Are any points or motions on the floor?”
4. Parliamentary points (e.g., Points of Personal Privilege, Points of Information, and Points of Inquiry) and motions (e.g., Motion for Moderated or Unmoderated Caucuses, Motion to Set Agenda, Motions to Set Speaking Time, Motion to Move to Voting Procedures, etc.) are not allowed during the conference. These are parliamentary rules of procedure and they are not used at the United Nations because it is not a Parliament.
5. Delegates will not be allowed to yield their time to the Chair or another delegation.
6. The only point that is allowed during a formal meeting is a Point of Order, which is only to be used if a delegate feels the rules of procedure are not being following properly.
7. Delegates must raise a Points of Order without being prompted.
8. The Right of Reply is allowed during the General Debate if a delegation wishes to respond to a comment made during a speech that they find offensive. Any delegation wishing to exercise their right of reply must notify the secretary of their Committee of their request. If granted by the Chair they must wait until the end of the Speakers List to reply. Each delegation can exercise their Right of Reply of maximum of two times during the General Debate.
9. During informal consultations, there will be no rules of procedure. Delegates are encouraged to work together to achieve consensus on the wording of the resolution that is under consideration.
10. During the informal meeting of the GA Plenary, delegates will have an opportunity to submit new proposals in each of the key five areas of Security Council reform. During the debate of these proposals, delegates can orally submit amendments to revise the wording of any proposals.
11. During review of each proposal delegates can indicate if they agree or disagree with the proposals or amendments that are proposed.
12. If the delegates are not able to reach consensus on a particular proposal or amendment, it can be bracketed and discussed again later after all proposals have been debated.
13. The proposals and amendments put forth during an informal meeting are never voted on. If agreement cannot be reached on a particular proposal or amendment, it can be withdrawn or bracketed for discussion later.
Terms used in WIMUN

1. **Bureau**: refers to the officials who are elected by the General Assembly to preside over meetings.

2. **General Committee**: comprised of the President of the General Assembly, the Vice-Presidents and Chairs. Their responsibility is to make recommendations to the General Assembly on the Conference Agenda, allocation of agenda items, ....

3. **Tabling a resolution**: refers to the act of submitting a resolution to the Bureau for consideration. This action does not require signatories.

4. **Paragraphs**: Model UN conferences around the world are used to referring to the clauses or sub-clauses of a resolution. At the United Nations, these are referred to as paragraphs and sub-paragraphs.

5. **Consensus**: Consensus occurs when all of the delegations in a Committee reach agreement on the wording of a proposal and are ready to adopt it without voting on it. This is the goal of the negotiation process.

6. **Explanation of position**: After the adoption of the Decision to continue negotiations on Security Council reform at the next WIMUN GA session, delegates are given the floor to make statements on the current round of meetings on Security Council reform.

Terms not used in WIMUN

1. **Dais**: This term is not used at the UN and is therefore not a part of the terminology used at WIMUN. The proper term to use when referring to the officials presiding over a meeting is the Bureau.

2. **Honourable Delegates** or **Honourable Chair**: These terms are used in a Parliament and since the UN is not a Parliament it is not appropriate to use them during the simulation of UN meetings. When making a statement during the General Debate, delegates should address his/her comments to the person presiding over the meeting (e.g., Mr./Madame President during Plenary meetings) and not to the delegates.

3. **House**: In some conferences, the person presiding over a meeting might say, “Will the House come to order” if the delegates are making too much noise. Again, since the UN is not a Parliament, it is inappropriate to refer to the Assembly or a Committee as the “House” when addressing delegates.

4. **Director**: Most MUN conferences have a Director that oversees working papers and draft resolutions and acts as an expert on topics. WIMUN does not have Directors. There is the Chair who presides over meetings and Secretariat staff or real UN experts who advise on topics being discussed in each simulation.

5. **Friendly and Unfriendly amendments**: These terms are not used at the UN and do not apply to the negotiation process in UN4MUN which focuses on reaching consensus among all delegates.

6. **Moderated and Unmoderated Caucuses**: These terms do not exist at the UN. What does exist are Formal Informals and Informal Informals which are similar in some respects but differ in other respects (see definition above).

7. **Clauses**: Model UN conferences around the world refer to the clauses of a draft resolution. In contrast, the editorial guidelines at the UN refer to them as paragraphs and sub-paragraphs. The document which is the focus of negotiations on Security Council reform (i.e., “Elements of Communality and Issues for Further Consideration on the question of equitable representation and increase in the membership of the Security Council and other matters”) are likewise not composed of clauses but paragraphs or sub-paragraphs.

© World Federation of United Nations Associations 2020
Example of GA Decision

73/554. Question of equitable representation on and increase in the membership of the Security Council and related matters

At its 92nd plenary meeting, on 25 June 2019, the General Assembly, on the proposal of the President:

(a) Decided to reaffirm the central role of the General Assembly concerning the question of equitable representation on and increase in the membership of the Security Council and other matters related to the Security Council;

(b) Also decided to immediately continue intergovernmental negotiations on Security Council reform in informal plenary of the General Assembly at its seventy-fourth session, as mandated by Assembly decisions 62/557, of 15 September 2008, 63/565 B, of 14 September 2009, 64/568, of 13 September 2010; 65/554, of 12 September 2011, 66/566, of 13 September 2012, 67/561, of 29 August 2013, 68/557, of 8 September 2014, 69/560, of 14 September 2015, 70/559, of 27 July 2016, 71/553, of 19 July 2017, and 72/557, of 29 June 2018, building on the informal meetings held during its seventy-third session and on the revised elements of commonality and issues for further consideration, circulated on 7 June 2019, as well as the positions of and proposals made by Member States, reflected in the text and its annex circulated on 31 July 2015, to help inform its future work;

(c) Welcomed the active engagement initiatives and intensive efforts of the President of the General Assembly and notes with appreciation the active role and concrete efforts of the co-Chairs undertaken in a consultative manner with a view to an early comprehensive reform of the Security Council;

(d) Further decided to convene the Open-ended Working Group on the Question of Equitable Representation on and Increase in the Membership of the Security Council and Other Matters related to the Security Council during the seventy-fourth session of the General Assembly, if Member States so decide; and,

(e) Decided to include in the agenda of the seventh-fourth session of the General Assembly the item entitled “Question of equitable representation on and increase in the membership of the Security Council and other matters related to the Security Council.”

The Decision is drafted by the President of the General Assembly and adopted orally during the final Plenary meeting.