



Training Handbook

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Security Council

Delegate Handbook





SECURITY COUNCIL HANDBOOK — WIMUN NY 2024

In contrast to the General Assembly where most resolutions are adopted by the General Assembly without taking a vote, it is the general practice of the Security Council to vote on every resolution. Despite this practice, the great majority of resolutions, in recent times, have been adopted unanimously. For example, in 2022, 65% of Security Council resolutions were adopted by a vote of 15-0 and as of 22 November, 71% of the resolutions in 2023 have been adopted by a 1-0 vote as well, a slight increase over 2022.





FLOW OF DEBATE

Like the General Assembly, most of the work of the Security Council gets done in informal consultations, which are closed to the public so that Council members can engage in candid discussions on sensitive issues.

1. The flow of debate in a WIMUN Security Council simulation always begins, as it does in the real Security Council with informal consultations referred to as Informal Consultations of the Whole. This meeting is led by the President of the Security Council with the aim of reaching consensus on the Council's agenda and a list of speakers to address the Council according to what is allowed by Rules 37 and 39 of the Provisional Rules of Procedure.
2. Once the Council has reached consensus on these items then it is ready to convene a public formal meeting. During WIMUN NY 2024, the Council will be engaging in a thematic debate on "Artificial Intelligence: Opportunities and Risks for International Peace and Security". The thematic debate is designed to allow senior members of the UN Secretariat staff and Members States of the Council to make statements to the Council on a new emerging issue.
3. After one or more invited speakers finish their remarks, each Council Member is then given the floor to make a statement. The President of the Council usually goes last to deliver a statement in his/her national capacity and then resumes his/her functions as President of the Council to either continue chairing or to conclude the meeting.
4. According to the Security Council Working Methods Handbook, "The Security Council encourages, as a general rule, all participants to deliver their statements in five minutes or less. The Security Council also encourages each invited speaker to limit initial remarks to 15 minutes, unless otherwise decided by the Council.
5. After the formal meeting of the Council is adjourned, the Members of Council transition into Informal Consultations of the Whole. There is no time limit for remarks during Informal Consultations of the Whole. Council members can discuss the agenda item under consideration for as long as they like. At some point the Council should suspend its discussion to turn its attention to drafting Press Elements to guide the President's remarks during Stakeouts with the Press and to drafting a resolution on the agenda item that has been assigned.
6. When one of the documents has been drafted, the Council convenes an informal meeting to review the documents.
7. The Council continues working in Informal Consultations of the Whole until its work has been completed on all documents. It reconvenes in a formal public meeting when it is ready to take action on a draft resolution.



8. The last formal meeting of the Council is convened when Council members are ready to adopt a resolution by a vote. Council members who wish to do so can explain their vote after voting.





SPEAKER'S LIST

When the Secretary-General or other senior Secretariat officials, senior UN staff from other Offices, Departments or UN agencies, are invited to brief the Council, they go first. If there are NGO representatives or other individuals that the Council has invited to speak, they would go next.

A formal briefing in the Council chamber is often immediately followed by Informal Consultations of the Whole, which are closed to the public. The President of the Council continues chairing the meeting. During informal meetings there is no Speaker's List and Council Members may speak as often as they like.





ROLE OF THE PRESIDENT OF THE SECURITY COUNCIL

Under rule 18, the presidency of the Security Council rotates monthly in the English alphabetical order of the names of the members of the Council.

The functions of the President include: 1) presiding over meetings of the Council and informal consultations of the whole, 2) briefing non-Council members on the monthly programme of work of the Council at the beginning of the month, 3) holding bilateral meetings with concerned parties such as Member States, heads of principal organs and Agencies, chairmen of the regional groups and others, 4) representing the Security Council and delivering statements on behalf of the Council with the concurrence of Council members including informal meetings of the heads of the principal organs of the United Nations, and 5) delivering statements or remarks to the press following the conclusion of discussions in informal consultations of the whole and whenever Council members have reached an agreement on the text.

The Presidency of the Security Council is assigned to the State not the individual. As a result, any member of the government can preside over meetings during the month when their country has been assigned to the Presidency of the Council. In addition to presiding over meetings, the President also makes statements in his/her national capacity as a representative of the government.

If you compare this to leadership positions in the General Assembly, the President of the General Assembly or the Chair of a GA Committee are elected by the Assembly for a one-year term to act in the best interests of the entire membership of the Assembly. In their capacity they cease to represent their national governments during their term.

When the UN was first created, the President's role was largely procedural in nature. Today, the President's ability to introduce thematic issues into the Council's monthly programme of work (with the consent of Council members) has given the President a greater substantive role as well. Although it is not in the Charter or rules of procedure, this practice has been common since the early 1990s.



DOCUMENTS

All documents issued by the Security Council, except resolutions, require consensus of Council members. The documents prepared by the Council include:

- **Communiqué:** In accordance with rule 55 of the Council's provisional rules of procedure, a communiqué is issued at the close of each private meeting. Because the meeting is private, a communiqué never provides any details about what was said. It simply records that a meeting took place, who was present and that there was “an exchange of views.”
- **Press Elements:** When the Council wants the President to brief the press on an important issue or crisis, it drafts what are called Press Elements which are bullet points the President is authorized to use to guide what he/she says to the press. This is not a statement, which must be read word for word but nonetheless provides an outline of what the President is authorized to say on behalf of the Council.
- **Press Statement:** Press Statements were initially rare in the Council. Since 2001, Press Statements have become a common mode of communication. A press statement is usually first read to the press by the President of the Security Council and then issued as a Press Release by the UN Department of Public Information. Press statements are usually issued in response to an event (such as a terrorist attack) that may threaten international peace and security.
- **Presidential Statement (PRST):** The content of a PRST is more general than a resolution, it can request the Secretary-General to report on a crisis, and convey the Council's concerns. It is usually an interim step to address a newly developing situation. If the situation doesn't improve then a resolution may be adopted later. The PRST may be the best format when Council members are divided on how to respond to a conflict. In 2011 and 2012, two resolutions on Syria were not adopted due to the veto but the Council was able to adopt two PRSTs which contained elements from the failed resolutions. Once the text of a PRST has been agreed upon by all Members of the Council, the President convenes a formal public meeting to read it aloud. It is now the practice of the Council to allow Member States to disassociate themselves from elements of the Presidential Statement and to make a public statement to this effect after the President has read the Presidential Statement during a formal meeting. If a Member State wishes to disassociate itself from any part of the PRST, it must let the Director know prior to the Formal Meeting. Sometimes, a PRST is issued by the Council instead of a Draft Resolution when Consensus cannot be reached on the draft resolution. Sometimes, both a PRST and a resolution



are adopted on the same agenda item. When this occurs, usually the PRST is adopted first and the resolution is voted on later.

- **Resolution:** Resolutions are divided into two sections, the preambular paragraphs and the operative paragraphs. The preambular section sets the stage by recalling past actions taken by the UN and its Member States on the agenda item and by expressing its concern about what is happening that explains why the Council is seized with this issue. The operative section focuses on actions the Council wants Member States to take to restore international peace and security. The UN Charter gives the Council the authority to make its resolutions legally binding if it so chooses. It is even possible for some operative paragraphs to be legally binding while others in the same resolution are simply recommendations. It is the practice of the Security Council to vote on all resolutions. A minimum of 9 votes, including those of the P5, are needed to for a resolution on a substantive issue to be adopted. According to the Security Council Report, “Whereas 24.3 percent (9) of the resolutions adopted by the Council in 1990 were not unanimously adopted, only 7 percent (3) were adopted without the full consensus of the Council in 2013 (through 15 December). No more than 10 percent of the total resolutions adopted within any calendar year since 2001 have been adopted without consensus.” The Council realizes, as does the General Assembly, that a resolution adopted by consensus or by unanimity is stronger than one that is not. Any member of the P-5 can veto a resolution. The Member State responsible for drafting the resolution on a particular agenda item is referred to as “the penholder.” At present, France, the UK and the US (referred to as the P3) are the penholders for most items on the Council’s agenda. Once the P3 have agreed on the draft, it is shared with the Russian Federation and China. When the P5 are in agreement, then it is shared with the E10 (Elected 10). Although it is less common, other council and non-council members do serve as “pen holders” on certain agenda items as agreed by the Council. Since the agenda items that will be debated at WIMUN are real items on the Security Council’s agenda, the pen holders will be the same as those that have been approved by the Council in New York. However, all pen holders during the simulation in WIMUN will have the option of inviting other Council members to assist in drafting the resolution if they want to.

In WIMUN NY 2024, delegates will be drafting and negotiating a resolution and Press Elements. If there is an event in the real world that warrants a response from the Security Council during the period from 30 January - 2 February, the Secretary-General will contact the President and encourage the Council to issue a Press Statement.



LINE-BY-LINE REVIEW

Each document generated in Informal Consultations is subject to a review by the Council in an organized Informal Consultation of the Whole.

Review of Press Elements

Press Elements are usually drafted by the President of the Council and then submitted to Council Members for approval. They consist of bullet points that summarize what the President authorized to talk about when briefing the Press. It is not a statement that is read word by word. Therefore, when reviewing this document, Council Members should focus on the general idea that is being expressed rather than the specific words that are being used because the President will not be reading it word for word.

Review of Resolution or Press Statement

During the review of either document, the President will read each paragraph of the document drafted and allow Council Members to propose changes to wording of the text otherwise known as an amendment. All amendments are noted on the document, and the Council continues to discuss the proposed changes until agreement is reached on every change that is proposed. The Council never votes on proposed amendments. Agreement is reached through negotiation. Council Members can either agree to insert the proposed change as is, or if there are objections to the wording of the amendment, they can agree on an alternate wording that addresses any objections. Finally, if there are strong objections and no agreement on an alternate wording of the amendment, the amendment is sometimes withdrawn in the spirit of consensus.

When an entire paragraph is agreed upon by the Council, it is noted as "Agreed ad ref." This phrase indicates that agreement is temporary until all paragraphs in the document have been marked "Agreed ad ref." Then and only then is the Council considered to have reached consensus. If consensus is not reached, then the document is not released.

Although consensus is desired when agreeing on the text of a resolution, it is not required since it is the only document that is always voted on during a formal meeting. If consensus has been reached, then the vote will be unanimous. If consensus is not reached then it must receive 9 affirmative votes including the P-5 (China, Russian Federation, United States, France, and the United Kingdom) in order to be adopted. If one of the P-5 votes against the resolution or if there are less than 9 votes in favor of the resolution, then it is not adopted. Sometimes the Council will



withdraw a resolution if one of the P-5 threatens to veto it, but it is not obligated to do so. If one of the P-5 threatens to veto a resolution, negotiations should continue until it is clear that no compromise is possible to prevent this from happening.

Amendments are never voted on during Informal Consultations of the Whole.

When reviewing a Press Statement, consensus of the Council is required in order for it to be issued to the Press. If consensus is not reached on the text of the Press Statement, it is not issued. Once a Press Statement is read to the Press by the President of the Council it is referred to as a Press Release when posted online.





THINGS TO KNOW ABOUT THE RULES OF PROCEDURE

On 17 January 1946, the Security Council met for the first time in London and adopted provisional rules of procedure. The provisional rules that were presented to the Council at its first meeting were the result of lengthy debates in a Security Council sub-committee called the Executive Committee of the UN Preparatory Commission. The Commission continued to discuss the draft for several months but in late June 1946 decided that it could not agree on a definitive set of rules of procedure. As a result, the Security Council's rules of procedure are referred to as "Provisional Rules of Procedure." That is they are considered interim or temporary. Over the long history of the Council this has allowed it to be flexible in how it goes about its work. As noted in the Security Council Working Methods Handbook, "the members of the Council periodically have taken decisions to supplement the Provisional Rules of Procedure of the Security Council through adopting and publishing specific new working methods. Although the Provisional Rules how the Security Council have not been amended since 1982, the Security Council continues to modify its working methods. These refer to practices that the Council has agreed to follow even though they are not mentioned in its Rules of Procedure.

There are two components of the Council's Working Methods that you need to take note of during the WIMUN simulation:

- There is no formal Right of Reply in the Security Council. Since Informal Consultations of the Whole allow Council members to speak as often as they like, they can respond to comments made by other delegates without needing to request a Right of Reply; and,
- It is now the practice of the Council not to introduce any amendments during a formal meeting to adopt a resolution. Delegates will have ample opportunity to propose amendments during the line-by-line review that takes place when meeting in Informal Consultations of the Whole and are encouraged to work together to achieve consensus on the wording of the resolution that is under consideration.

Almost all existing Model UN conferences use parliamentary procedures that are contrary to UN practices and, in some cases, violate the principle of sovereign equality that the UN was founded upon. Moreover, they fail to reflect current negotiation practices within the Security Council that are largely aimed to reach consensus. Model UNs around the world simply apply the same parliamentary rules when simulating any UN entity which ignore important differences between them. The rules and working methods used at this conference are designed to provide the most authentic simulation of the Security Council anywhere in the world.



Here are some things you need to know about the rules of procedure that will be used:

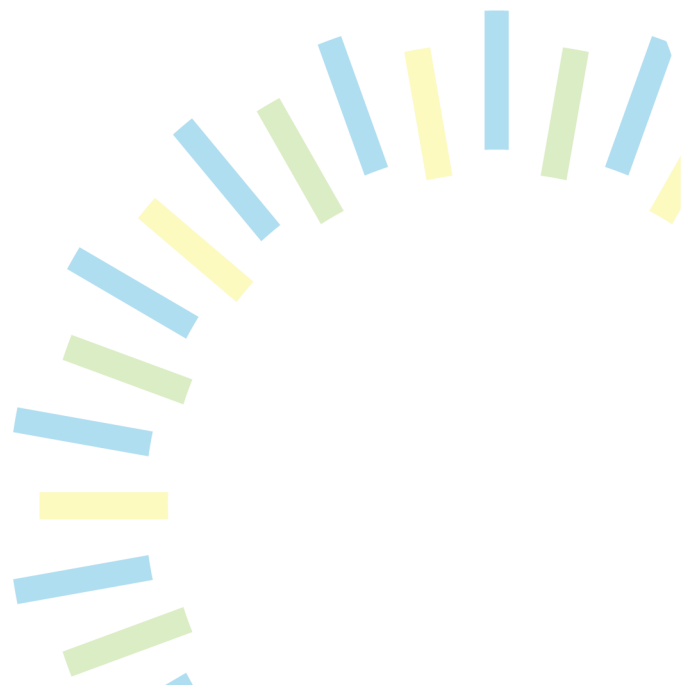
1. There are no moderated and unmoderated caucuses. That means that during formal meetings of the Council statements made by invited speakers or Council members are never interrupted. The Speakers List is followed until all speakers have had an opportunity to speak.
2. Passing notes during Formal Meetings 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 another delegation.
6. The only point that is allowed is a Point of Order, which is only to be used if a delegate feels the rules of procedure are not being followed properly. Since formal meetings of the Council are infrequent, this usually never occurs.
7. Signatories are not required in order for a resolution to be considered.





TERMS USED IN WIMUN

1. **Director:** refers to the Secretariat staff whose job it is to assist the President during formal meetings of the Council. The Director is also responsible for keeping track of all proposed changes or amendments that are put forth during the review of all documents discussed during Informal Consultations of the Whole.
2. **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.
3. **Consensus:** Consensus occurs when Council members reach agreement on the wording of every paragraph in document that is to be distributed by the Council and are ready to adopt it without a vote. This is the goal of the negotiation process. In the case of resolutions, however, the Council always votes even when all Council members agree on the text. This is the only exception.





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.
2. **Chair:** The person presiding over meetings of the Council is referred to as the President not the Chair.
3. **Honourable Delegates or Honourable President:** 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, a delegate should address his/her comments to the person presiding over the meeting (e.g., Mr./Madame President) and not to the delegates.
4. **Friendly and Unfriendly amendments:** These terms are not used at the UN and do not apply the negotiation process followed at WIMUN 2017 which focuses on reaching consensus among all delegates.
4. **Moderated and Unmoderated Caucuses:** These terms do not exist at the UN.
5. **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.





RESOLUTION WRITING GUIDELINES

All resolutions must have two general sections. The first section should contain preambular paragraphs which give an overview of the actions taken by the UN on the agenda item that will be discussed and summarize the concerns of Member States on the issue. The second section should contain operative paragraphs that outline the actions that Member States recommend should be taken on the issue. Here are some more details about what goes in each section:

Preambular Paragraphs

- Refer to the most important resolutions already adopted by the UN on this agenda item (both the Security Council and the General Assembly, when appropriate). Familiarity with past actions is important to prevent delegates from repeating actions already taken in the operative section.

Example

Recalling its previous resolutions and the statements of its President concerning the Democratic Republic of the Congo (DRC), especially its resolutions 2211 (2015), 2198 (2015), 2147 (2014), 2136 (2014), and 2098 (2013)....

- Refer to past actions taken by other UN bodies, important UN conferences on the issue and any actions that may have been taken by Member States.
- Refer to any Secretary-General reports that have been distributed on the agenda item.
- Draw attention to any general points on the issue that Member States should be aware of.
- Lastly, express any concerns that Member States may have that highlight the work that still needs to be done on this issue.
- Preambular paragraphs always begin with a verb in the present participle, also known as the -ing form of a verb (e.g. *Recalling*). The verb is italicized (no longer underlined as many MUNs continue to do) and the preambular paragraph always ends with a comma.
- If two paragraphs consecutive rows begin with the same verb (e.g., *Recalling*), then it is considered good practice to add “also” before or after the second time it is used (e.g., “*Recalling also*”). If the same verb is used to three times in a row, then you must add the “further” the third time it is used as follows: 1) *Recalling*..., 2) *Recalling also*..., 3) *Recalling further*...



Operative Paragraphs

- Refer to actions Member States recommend should be taken on the agenda item that is under consideration

Example

Calls for continued national efforts to address the threat posed by the illicit transfer, destabilizing accumulation and misuse of small arms and light weapons...

- Add sub-operative paragraphs if necessary to describe actions in more detail.
- Refer to any Secretary-General reports that have been distributed on the agenda item.
- Operative paragraphs are numbered, always begin with a verb in the present tense (e.g., *Requests*) and end with a semi-colon, except for the last operative paragraph, which ends in a period.
- It is also common for Council Members to include a request for the Secretary-General to follow-up on some matter mentioned in the resolution.

Example

Requests the Secretary-General to report to the Security Council eleven months after the adoption of this resolution on its implementation;

Common preambular and operative phrases used in real UN resolutions can be found by consulting the document compiled by The United Nations Institute for Training and Research (UNITAR), which is posted on the Security Council web page.

The best way to learn about how to write resolutions properly is to study actual Security Council resolutions. Every resolution and Press Release adopted by the Security Council can be found online: <https://research.un.org/en/docs/sc/quick/meetings/2023>

More details about editorial guidelines for drafting resolutions can be found at:
<http://www.un.org/en/ga/second/71/editorialguidelines.pdf>



ANNEX

FORMAT OF MEETINGS

In practice, the Council convenes: 1) Public meetings, 2) Private meetings, 3) Informal consultations, or 4) Informal interactive dialogues.

There are four types of public meetings:

- **Open Debate:** this format often focuses on thematic issues and typically involves the diversity of speakers including members of the Secretariat (e.g., the Secretary-General), representatives of non-governmental organizations, Council members and on-Council members, and other persons who might provide assistance to the Council as it examines a particular agenda item.
- **Debate:** this format is typically used to focus on disputes or situations in a particular country. Non-Council members that are directly concerned or affected or have special interest in the matter under consideration may be invited to participate in the discussion upon their request.
- **Briefings:** this format is used to update Council members on the status of a dispute or situation and are often followed by Informal Consultations of the Whole, which are closed to the public.
- **Adoption:** this format is convened when the Council is ready to take action on a draft resolution. Council members are able to make statements before and after they vote on the resolution. No briefings are made during adoption meetings.

In addition to the public formats there are two types of private meetings:

- **Private meeting:** Non-Council members may be invited to participate in the discussion upon their request and briefings may be conducted just as they would during a public meeting, the only difference is that there is no public record of the meeting. A verbatim copy of private meetings is kept by the Secretary-General. Pursuant to rule 55 of the Council's provisional rules of procedure, a communiqué is issued at the close of each private meeting.



- Troop contributing countries (TCC): Security Council resolution 1353 (2001) outlines when TCC meetings should take place and who should be invited. This type of meeting takes place in the ECOSOC or Trusteeship Council chamber instead of the Security Council itself. TCC meetings are presided over by the President of the Council.

Additional formats include:

- Informal consultations of the whole: These are held in private with all 15 Council members present. Such consultations are held in the Security Council Consultations Room, have an agreed agenda and interpretation, and may involve one or more briefers. The consultations are closed to non-Council Member States. There are no official records of informal consultations.
- Informal interactive dialogues: These informal private meetings of the Security Council members are convened in order to hold an off-the-record discussion with one or more non-Council Member States. The informal dialogues are presided over by the Council President and take place in a meeting room other than the Council Chamber or Consultations Room. They are sometimes used to allow a party or parties to a dispute to meet with Council members outside the Council's formal chambers. This is intended to give representatives of all parties to the conflict an opportunity to have their perspectives heard on the issues dividing them. Only parties that have been invited can attend. There are no official records of informal dialogues.
- "Arria-formula" meetings: These meetings are a relatively recent practice of the members of the Security Council. The "Arria-formula meetings" are very informal, confidential gatherings, which enable Security Council members to have a frank and private exchange of views. Such informal gatherings do not constitute an activity of the Council and are convened at the initiative of a member or members of the Council rather than by the President. This format allows Council members to take the initiative to convene meetings. Participation in such meetings is for individual members to decide upon and there have been instances when some member chose not to attend. They provide interested Council members an opportunity to engage in a direct dialogue with high representatives of Governments and international organizations as well as non-State parties with whom they believe it would be beneficial to hear and/or to whom they may wish to convey a message on matters with which they are concerned. "Arria-formula" meetings are held in a Conference Room or at a Permanent Mission and not in the Security Council Consultation Room.

2. Debate: this format is typically used to focus on disputes or situations in a particular country. Non-Council members that are directly concerned or indirectly affected or have special interest in the matter under consideration may be invited to participate in the discussion upon their request.



3. Briefings: this format is used to allow Council Members that are directly involved in a dispute to update Council members on the status of the conflict. Members of the UN Secretariat involved in monitoring or mediating a conflict are often invited to brief the Council as well. Briefings are often followed by Informal Consultations of the Whole, which are closed to the public in order to give Council Members an opportunity to speak more openly about their views and engage in Q&A with the briefers. This is the format that will be used in all Council simulations during WIMUN .





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wimun@wfuna.org | www.wfuna.org