



Repertoire of the Practice of the Security Council

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Security Council Practices and Charter Research Branch

Part II

Provisional rules of procedure and related procedural developments

Contents

Introductory note.....	4
I. Procedural developments during the COVID-19 pandemic.....	8
Note.....	8
A. Working methods.....	8
II. Meetings and records	15
Note.....	15
A. Meetings.....	20
B. Informal consultations of the whole.....	32
C. Other informal meetings of the members of the Security Council	33
D. Discussions concerning meetings	40
E. Records	46
III. Agenda	49
Note.....	49
A. Adoption of the agenda (rule 9)	51
B. Matters of which the Security Council is seized (rules 10 and 11).....	56
C. Discussions concerning the agenda.....	61
IV. Representation and credentials	66
Note.....	66
V. Presidency	70
Note.....	70
A. Role of the President of the Security Council (rules 18 and 19)	71
B. Discussions concerning the presidency of the Security Council	75
VI. Secretariat	81
Note.....	81
VII. Conduct of business.....	86
Note.....	86
VIII. Participation	92
Note.....	92
A. Invitations extended under rule 37.....	94
B. Invitations extended under rule 39	98
D. Discussions relating to participation.....	102
C. Invitations not expressly extended under rule 37 or rule 39	108
IX. Decision-making and voting.....	109
Note.....	109
A. Decisions of the Council.....	112
B. Penholdership and sponsorship in accordance with rule 38.....	113
C. Decision-making by voting.....	117
E. Discussions concerning the decision-making process.....	122
X. Languages	128
Note.....	128
XI. Status of the provisional rules of procedure	132
Note.....	132
Annex.....	134
A. Videoconferences held by the members of the Council, 2021	134
B. Resolutions adopted by the Council through the written voting procedure in 2021.....	140

C. Presidential statements issued by the Council through the written procedure in 2021..... 141

Introductory note

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

In this Supplement, due to the continuing impact of the coronavirus disease (COVID-19) pandemic on the functioning of the Council, part II includes a section devoted exclusively to the procedures and working methods developed and agreed upon by Council members since March 2020. From 1 January to 24 May 2021, the Council did not hold any meetings in the Security Council Chamber. Council members instead maintained the practice of holding videoconferences in open and closed formats as a means of continuing the work of the Council. From 25 May 2021 until the end of the year, while the Council conducted its meetings mostly in person in the Chamber, some of its work followed a hybrid model, alternating between in-person and virtual modalities. In 2021, videoconferences, whether open or closed, continued not to be considered formal meetings of the Council. This had a direct impact on the application of the provisional rules of procedure and on the ability of the Council to vote.

As a result, Council members also maintained the practice of adopting resolutions through a written procedure, the outcome of which was announced in a videoconference and had the same legal status as those voted on in the Security Council Chamber. In addition, presidential statements were issued following a non-objection procedure and subsequently announced at an open videoconference and had the same status as those adopted in the Chamber. While Council members agreed on procedures for the adoption of draft resolutions and the issuance of presidential statements, no procedure was agreed upon for procedural votes within the framework of the new working methods.

Part II is divided into 11 sections. Section I provides an overview of the procedural developments and the working methods developed and agreed upon by the members of the Council in response to the continued impact of the COVID-19 pandemic. Following previous supplements, sections II to XI are divided in the order of the relevant chapters of the provisional

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

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

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

* * *

During the period under review, with the gradual improvement of the situation regarding the COVID-19 pandemic and the easing of corresponding health and safety restrictions, the Council progressively resumed holding in-person activities. In 2021, the Council held 164 meetings compared to 81 in 2020, of which 150 meetings were public and 14 were private. The members of the Council held 67 informal consultations of the whole in 2021 compared to 46 in 2020. In accordance with the working methods of the Council developed during the COVID-19 pandemic, the members of the Council also held 147 videoconferences compared to 269 in 2020, of which 90 were open and 57 were closed. Council members continued to hold informal interactive dialogues and Arria-formula meetings. As a result of the COVID-19 pandemic, most of the Arria-formula meetings and half of the informal interactive dialogues were held virtually via videoconference. During the period under review, the Council continued to expand the practice of holding informal “wrap-up” sessions at the end of the month, most of which were held in-person.

In 2021, the Council was seized of 69 agenda items and considered 44 items, compared with 42 in 2020. Of the 44 items considered by the Council in 2021, 23 concerned country-specific and regional situations and 21 dealt with thematic and other issues.¹

During the period under review, the Council adopted 57 resolutions and issued 24 statements by the President. The Council also issued 39 notes by the President and 170 letters from the President. One draft resolution was not adopted due to the lack of the required nine affirmative votes and one draft resolution was not adopted because of the negative vote of a permanent member. In 2021, the continuing difficulties posed by the COVID-19 pandemic on the holding of meetings in person, particularly during the first half of the year, as well as the absence of a mechanism to vote remotely on procedural matters, effectively impeded the ability of the Council to hold procedural votes. No procedural vote was held in 2021.

Aspects relating to the working methods of the Council continued to be raised and discussed by Council members, in particular at the annual open debate on the working methods of the Council, held on 16 June 2021, under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))” (see cases 1, 4, 5 and 6).² Participants exchanged views on the notion of agility of the Council during the COVID-19 pandemic, the impact of the remote procedures developed during the pandemic on the working methods of the Council and the progressive return to in-person activities. Discussions further focused on how to ensure transparency, efficiency and interactivity in the work of the Council, particularly as it related to the format of Council meetings, the agenda, the role of the Council presidency, participation in Council meetings and other activities, and inclusivity and burden-sharing in the decision-making process.

On 12 July 2021, the Council issued four notes by the President addressing different aspects of the working methods of the Council, including the keeping of a register of training opportunities by the Secretariat for the members of the Council, the role of coordinators in the permanent missions of Council members in the implementation of the working methods, monthly working methods commitments of Council presidencies and multilingualism.³ On 27

¹ See [S/2021/10](#).

² See [S/PV.8798](#) and [S/2021/572](#).

³ See [S/2021/645](#), [S/2021/646](#), [S/2021/647](#) and [S/2021/648](#).

December 2021, the Council issued a fifth presidential note on working methods in extraordinary circumstances.⁴

⁴ See [S/2021/1074](#).

I. Procedural developments during the COVID-19 pandemic

Note

In 2021, owing to the continued impact of the COVID-19 pandemic, the Council continued to implement and further develop the procedures and working methods established at the outset of the pandemic in March 2020.⁵ From 1 January to 24 May 2021, the Council did not hold any in-person meetings or informal consultations of the whole and instead convened 135 videoconferences.⁶ With the gradual improvement of the situation related to the COVID-19 pandemic, as of 25 May 2021 until the end of 2021, the Council progressively returned to in-person activities, holding meetings in the Security Council Chamber, while also convening open videoconferences. Informal consultations of the whole resumed in person as of 25 May 2021 in the Security Council Chamber followed by the alternating use of both the Chamber and the Consultations Room from 15 November 2021.

In accordance with the practice established in 2020, videoconferences, whether open or closed, were not considered formal meetings of the Council and, during the first half of the year, Council members continued to adopt resolutions through a written procedure, the outcome of which was announced in videoconferences and had the same legal status as those voted on in the Council Chamber. Furthermore, the remote working methods did not provide for the holding of procedural votes and consensus remained the norm in relation to all procedural questions.

Section I covers the practice and procedure developed by the Council in 2021 in relation to its working methods during the COVID-19 pandemic.

A. Working methods

In 2021, except in the month of July, each President of the Council outlined, in a letter addressed to the permanent representatives of the members of the Council, the working methods agreed upon by Council members for each month, usually maintaining and building on the

⁵ For more information on the working methods developed by Council members in response to the COVID-19 pandemic in 2020, see *Repertoire, Supplement 2020*, part II, sect. I.

⁶ The Council held its 8778th meeting in person on 7 December 2020 ([S/PV.8778](#)) and its 8779th meeting in person on 25 May 2021 ([S/PV.8779](#)). For more information on the meetings of the Council in 2021, see sect. II.

measures outlined in the previous months. Table 1 below lists all relevant letters from the President circulated in 2021 concerning the working methods during the COVID-19 pandemic.

Table 1

Letters from the President of the Security Council addressed to the Permanent Representatives of the members of the Security Council concerning working methods during the COVID-19 pandemic, 2021

<i>Date</i>	<i>Symbol</i>	<i>Title</i>	<i>Presidency</i>	<i>Summary of working methods agreed upon</i>
5 January 2021	S/2021/18	Letter dated 5 January 2021 from the President of the Security Council addressed to the Permanent Representatives of the members of the Security Council	Tunisia	<ul style="list-style-type: none"> - Combination of videoconferences and in-person meetings of the Council - Working methods reference documents: S/2020/372, S/2020/639
3 February 2021	S/2021/106	Letter dated 3 February 2021 from the President of the Security Council addressed to the Permanent Representatives of the members of the Security Council	United Kingdom	<ul style="list-style-type: none"> - Combination of videoconferences and in-person meetings of the Council - Working methods reference documents: S/2020/372, S/2020/639, S/2020/996
9 March 2021	S/2021/245	Letter dated 9 March 2021 from the President of the Security Council addressed to the Permanent Representatives of the members of the Security Council	United States	<ul style="list-style-type: none"> - Videoconferences only - Working methods reference documents: S/2020/372
1 April 2021	S/2021/326	Letter dated 1 April 2021 from the President of the Security Council addressed to the Permanent Representatives of the members of the Security Council	Viet Nam	<ul style="list-style-type: none"> - Videoconferences for majority of discussions; in-person meetings of the Council only if consensus - Working methods reference documents: S/2020/372, S/2020/639, S/2020/996
3 May 2021	S/2021/428	Letter dated 3 May 2021 from the President of the Security Council addressed to the Permanent Representatives of the	China	<ul style="list-style-type: none"> - Combination of informal videoconferences and in-person meetings of the Council - Working methods reference documents: S/2020/253, S/2020/372, S/2020/996

		members of the Security Council		
1 June 2021	S/2021/524	Letter dated 1 June 2021 from the President of the Security Council addressed to the Permanent Representatives of the members of the Security Council	Estonia	<ul style="list-style-type: none"> - In-person meetings in the Security Council Chamber for most discussions and high-level meetings and other special meetings to be held virtually - Working methods reference document: S/2020/372
3 August 2021	S/2021/703	Letter dated 3 August 2021 from the President of the Security Council addressed to the Permanent Representatives of the members of the Security Council	India	<ul style="list-style-type: none"> - Majority of meetings to be held in the Security Council Chamber except for one high-level videoconference - Working methods reference document: S/2020/372
3 September 2021	S/2021/776	Letter dated 3 September 2021 from the President of the Security Council addressed to the Permanent Representatives of the members of the Security Council	Ireland	<ul style="list-style-type: none"> - All meetings to be held in the Security Council Chamber - Working methods reference document: S/2020/372 - Non-Council members participation: in open debates through the submission of written statements; in all other meetings under rules 37 or 39 of the provisional rules of procedure, or invited by the President of the Council as agreed by the Council prior to the meeting and allowed in the Security Council Chamber
5 October 2021	S/2021/848	Letter dated 5 October 2021 from the President of the Security Council addressed to the Permanent Representatives of the	Kenya	<ul style="list-style-type: none"> - Majority of Council meetings to be held in the Security Council Chamber except for one high-level videoconference - Working methods reference document: S/2020/372

		members of the Security Council		
10 November 2021	S/2021/939	Letter dated 10 November 2021 from the President of the Security Council addressed to the Permanent Representatives of the members of the Security Council	Mexico	<ul style="list-style-type: none">- All meetings of the Council to be held in the Security Council Chamber- Working methods reference document: S/2017/507 and other relevant notes by the President on working methods, including S/2020/372- Non-Council members participation: in open debates through the submission of written statements; in all other meetings under rules 37 or 39 of the provisional rules of procedure, or invited by the President of the Council as agreed by the Council prior to the meeting and allowed in the Security Council Chamber
6 December 2021	S/2021/1013	Letter dated 6 December 2021 from the President of the Security Council addressed to the Permanent Representatives of the members of the Security Council	Niger	<ul style="list-style-type: none">- All meetings of the Council to be held in the Security Council Chamber- Working methods reference document: S/2017/507 and other relevant notes by the President on working methods, including S/2020/372- Non-Council members participation: in open debates through the submission of written statements; in all other meetings under rules 37 or 39 of the provisional rules of procedure, or invited by the President of the Council as agreed by the Council prior to the meeting and allowed in the Security Council Chamber

All the letters from the President of the Council outlining the working methods during the COVID-19 pandemic indicated that the modalities of work were only responses to the exceptional and extraordinary circumstances related to the pandemic and that they could be reviewed, revised, adjusted, suspended or discontinued, subject to the agreement among all Council members. Except for the letters dated 3 February and 1 June 2021, all stated that the working methods would not set a precedent for the future.⁷ Moreover, the letters dated 6 January,

⁷ See [S/2021/18](#), [S/2021/245](#), [S/2021/326](#), [S/2021/428](#), [S/2021/703](#), [S/2021/776](#), [S/2021/848](#), [S/2021/939](#) and [S/2021/1013](#).

5 April, 5 May and 1 June 2021 noted that the decision on convening in-person Council meetings rested with Council members on the basis of consensus and the guidance from the United Nations medical services.⁸

At the beginning of 2021, in the letter dated 5 January, Council members agreed that in-person meetings would be held as and when it was deemed appropriate and upon the agreement of Council members.⁹ The letter further provided that meetings held in the Security Council or the Economic and Social Council Chamber would be in strict compliance with the health protocols, guidelines for physical distancing and measures laid out in the annexes to the letters from the President of the Council dated 1 July and 1 October 2020.¹⁰ Videoconferences, on the other hand, would continue to be held in accordance with the remote working methods set out in the letter dated 7 May 2020.¹¹

The Council did not hold any in-person meeting in 2021 until 25 May. Accordingly, the letters outlining the working methods for February, March and April 2021 envisaged the holding of either all or most Council discussions virtually.¹² After the resumption of in-person meetings on 25 May 2021 and with the easing of the health restrictions, the working methods for subsequent months provided for the holding of either most or all Council meetings in person in the Security Council Chamber.¹³ In that regard, in the letter dated 1 June 2021, while envisaging that most of the meetings would be held in the Security Council Chamber, the presidency of Estonia noted that high-level and a few other special meetings were expected to be held virtually to enable inclusive participation, despite the constraints related to the COVID-19 pandemic.¹⁴ In the letter dated 3 August 2021, the presidency of India stated that one high-level meeting was being planned virtually, in view of international travel restrictions and quarantine guidelines.¹⁵ Similarly, by the letter dated 5 October 2021, the presidency of Kenya noted its plan to hold the majority of Council meetings in person, with one high-level meeting in the virtual format.¹⁶ In the letter dated 6 December 2021, the presidency of Niger expressed its intention to hold

⁸ See [S/2021/18](#), [S/2021/326](#), [S/2021/428](#) and [S/2021/524](#).

⁹ See [S/2021/18](#).

¹⁰ See [S/2020/639](#) and [S/2020/966](#).

¹¹ See [S/2020/372](#).

¹² See [S/2021/106](#), [S/2021/245](#) and [S/2021/326](#).

¹³ See [S/2021/524](#), [S/2021/703](#), [S/2021/776](#), [S/2021/848](#), [S/2021/939](#) and [S/2021/1013](#).

¹⁴ See [S/2021/524](#).

¹⁵ See [S/2021/703](#).

¹⁶ See [S/2021/848](#).

informal consultations of the whole in the Consultations Room of the Council on 15 December 2021 for the first time since March 2020. Consultations held in person in the Security Council Chamber had resumed on 25 May 2021.¹⁷

Concerning the health and safety measures, by the letters dated 1 June, 3 August, 3 September and 5 October 2021, the presidencies strongly encouraged the vaccination of delegates and Secretariat staff attending in-person meetings.¹⁸ Furthermore, the letters dated 3 August, 3 September, 5 October and 6 December 2021 noted that participants should wear a mask at all times, except while delivering remarks or taking the floor.¹⁹

By the letters dated 10 November and 6 December 2021, the presidencies of Mexico and Niger respectively established that they would each strive to return to the regular conduct of Council business, as provided in the Charter of the United Nations and the Council's provisional rules of procedure.²⁰ The two presidencies further stated that the representatives of Member States who were not members of the Council and had been invited to participate in public meetings of the Council under rule 37 or 39 of the provisional rules of procedure or by the presidency with the prior agreement of the Council, would be allowed in the Security Council Chamber. In addition, Member States not members of the Council would continue to be able to participate in open debates through the submission of written statements. The letters also encouraged the implementation of the note by the President of the Council dated 30 August 2017 and other presidential notes on working methods to enhance efficiency and transparency during this unprecedented and extraordinary time.²¹

While not explicitly addressed in the letters from the President of the Council in 2021, aspects of the working methods related to the informal programme of work, adoption of the agenda, accreditation of representatives, conduct of business, participation of non-Council members, announcement of videoconferences, videoconference records, livestreaming of videoconferencing, outcomes of videoconferences, written procedure for the adoption of resolutions and presidential statements remained governed by the measures set out in the letter dated 7 May 2020.²²

¹⁷ See [S/2021/1013](#).

¹⁸ See [S/2021/524](#), [S/2021/703](#), [S/2021/776](#) and [S/2021/848](#).

¹⁹ See [S/2021/703](#), [S/2021/776](#), [S/2021/848](#) and [S/2021/1013](#).

²⁰ See [S/2021/939](#) and [S/2021/1013](#).

²¹ See [S/2017/507](#).

²² See [S/2020/372](#). See also [S/2020/253](#) and [S/2020/273](#).

In a note by the President issued on 22 December 2021, drawing from the lessons learned and recalling the temporary, extraordinary and provisional measures set out in the various letters by the President of the Council during the COVID-19 pandemic, the Council committed itself to maintaining its state of readiness under all circumstances, in an effort to ensure that it could function continuously in accordance with Article 28 of the Charter.²³

²³ See [S/2021/1074](#).

II. Meetings and records

Note

Section II covers the practice of the Security 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, maintained pursuant to rules 49 to 57.

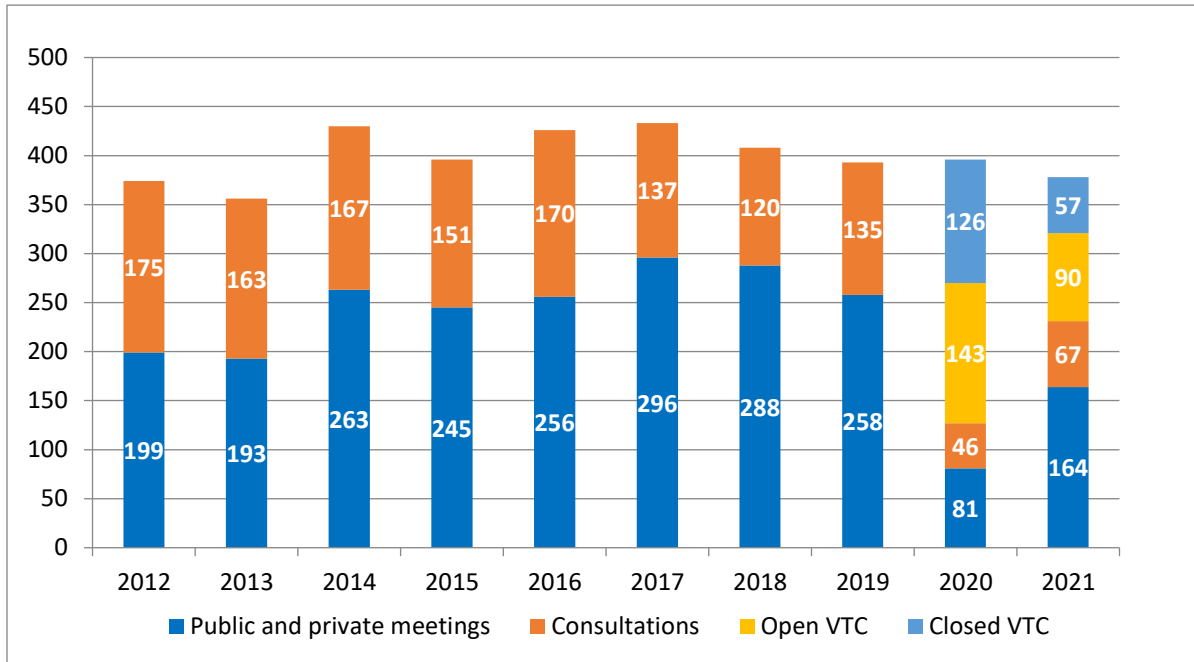
During the period under review, the Council held 164 meetings, of which 150 were public meetings and 14 were private meetings. The Council also held a total of 67 informal consultations of the whole (also known as consultations or informal consultations). Additionally, in accordance with the working methods of the Council developed during the COVID-19 pandemic,²⁴ Council members held 147 videoconferences, of which 90 were open videoconferences and 57 were closed videoconferences. Council members also held seven informal interactive dialogues and 32 Arria-formula meetings. Figure I shows the total number of

²⁴ For more information on the working methods developed by Council members in response to the COVID-19 pandemic, see *Repertoire, Supplement 2020*, part II, sect. I and sect. I above.

meetings and informal consultations held from 2012 to 2021, along with the number of open and closed videoconferences held in 2020 and 2021.

Figure I

Number of meetings, consultations and videoconferences, 2012-2021



A. Meetings

1. Application of rules relating to meetings

Due to the health restrictions in connection with the COVID-19 pandemic, the Council did not hold any formal meetings from 8 December 2020 to 24 May 2021, exceeding the 14-day interval between meetings as provided for under rule 1 of the provisional rules of procedure.²⁵ The Council continued, on occasion, to convene more than one meeting a day and it did so also with respect to videoconferences.

In 2021, the Council did not hold any periodic meetings pursuant to rule 4 or any meetings away from Headquarters in accordance with rule 5.

²⁵ The Council held its 8778th meeting on 7 December 2020 ([S/PV.8778](#)) and its 8779th meeting on 25 May 2021 ([S/PV.8779](#)).

During the reporting period, no communications were received from Member States requesting the Council to convene a meeting that explicitly cited rule 2 or 3 as the basis of the request. Table 2 below lists two communications requesting an urgent or special meeting either explicitly or implicitly invoking Article 35 of the Charter under which Member States or States that are not members of the United Nations may refer disputes to the Council.²⁶

Table 2

Letters in which Member States requested an urgent or special meeting, 2021

<i>Letter addressed to the President of the Council</i>	<i>Summary</i>	<i>Meeting or videoconference convened (agenda item and date)</i>
Letter dated 22 June 2021 from the Chargé d'affaires a.i. of the Permanent Mission of the Sudan to the United Nations addressed to the President of the Security Council (S/2021/593)	Requesting the Council to take action to preserve peace and security in the region by, inter alia, convening a session on the Grand Ethiopian Renaissance Dam (GERD) dispute to discuss its impact on the peace and security of millions of people who live and survive along the Blue and main Nile in the Sudan, Egypt and Ethiopia	S/PV.8816 Peace and security in Africa 8 July 2021
Letter dated 25 June 2021 from the Permanent Representative of Egypt to the United Nations addressed to the President of the Security Council (S/2021/607)	Calling upon the Council to convene an urgent session of the question of the GERD under the agenda item entitled "Peace and security in Africa" ²⁷	S/PV.8816 Peace and security in Africa 8 July 2021

Complaints raised by Member States concerning the application of rule 3

During a high-level open videoconference, held on 16 May 2021 in connection with the item entitled "The situation in the Middle East, including the Palestinian question" and the escalation of hostilities in Gaza and Israel that commenced on 10 May 2021, the Minister for Foreign Affairs and Defence of Ireland expressed strong support for the convening of the meeting, adding that Council members had waited too long to express themselves in an open meeting of the Council.²⁸ Similarly, the representative of Pakistan expressed regret that the

²⁶ For more information on Article 35 of the Charter, see part VI, sect. I.

²⁷ See also [S/2021/600](#), [S/2021/613](#), [S/2021/626](#) and [S/2021/627](#).

²⁸ See [S/2021/480](#).

Council had been unable to hold the meeting and take action to halt the Israeli aggression for so long.

In a letter dated 17 May 2021 addressed to the President of the Council, the Permanent Missions of Angola, the Central African Republic and the Republic of the Congo to the United Nations recalled the note verbale dated 19 February 2021 from the Permanent Mission of Angola requesting the Council to convene a special meeting on the Great Lakes region during the presidency of the United Kingdom to which no response was received.²⁹ The Permanent Missions further reiterated that it was urgent and essential to request the Council to convene a virtual special meeting with the Heads of State of Angola and the Republic of the Congo to address all issues related to the political and security situation in the Central African Republic.

2. 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;³⁰ and (c) adopting decisions.³¹ With the easing of restrictions imposed by the COVID-19 pandemic, starting in May 2021, the Council progressively returned to in-person activities resulting in a significant increase in the number of formal meetings and corresponding decrease in videoconferences compared to 2020. In 2021, the Council held a total of 164 meetings (150 or 91.5 per cent of which were public) compared to 81 meetings (79 or 97.5 per cent of which were public) in 2020. Council members also held 147 videoconferences (90 or 61.2 per cent of which were open) in 2021 compared to 269 videoconferences (143 or 53.2 per cent of which were open) in 2020.³²

²⁹ See [S/2021/491](#).

³⁰ In 2021, the Council continued the practice of holding meetings from 10 am to 1 pm and from 3 pm to 6 pm with resumptions in the case of several open debates (see [S/PV.8886](#), [S/PV.8886 \(Resumption 1\)](#), [S/PV.8900](#), [S/PV.8900 \(Resumption 1\)](#), [S/PV.8906](#), [S/PV.8906 \(Resumption 1\)](#), [S/PV.8909](#), [S/PV.8909 \(Resumption 1\)](#), [S/PV.8923](#) and [S/PV.8923 \(Resumption 1\)](#)).

³¹ On the formats of public meetings, see also the note by the President dated 30 August 2017 ([S/2017/507](#), annex, sect. II.C.1).

³² For more information on the features of open and closed videoconferences of the Council, see *Repertoire, Supplement 2020*, part II, sect. I. For a list of all videoconferences held by the Council in 2021, see sect. I, annex.

During the review period, Council members held 12 meetings and 17 videoconferences at which two or more Council members were represented at ministerial or higher levels. A total of 22 of these meetings and videoconferences were held in connection with thematic items and three in connection with regional and country-specific situations. In 2021, the Council held 11 videoconferences and one meeting at which more than half of the Council members were represented at the ministerial or higher levels. On 7 May 2021, Council members held an open videoconference in connection with the item entitled “Maintenance of international peace and security” on upholding multilateralism and the United Nations-centred international system at which all Council members were represented at the ministerial level.³³ In addition, the Council held four meetings and nine videoconferences in which one or more Council members were represented at the level of Head of State or Government. Six of the nine videoconferences were presided over by Heads of State or Government and all four meetings were presided over by Heads of State or Government.

Table 3 lists all high-level meetings and videoconferences held in 2021 at which two or more Council members were represented at ministerial or higher levels.

³³ See [S/2021/456](#).

Table 3

High-level meetings and videoconferences, 2021

<i>Meeting record and date</i>	<i>Item</i>	<i>Sub-item/topic</i>	<i>High-level participation</i>
S/2021/24 6 January 2021	Maintenance of international peace and security	Challenges of maintaining peace and security in fragile contexts	<p>Heads of State or Government (4) Kenya (President), Niger (President), Saint Vincent and the Grenadines (Prime Minister and Minister for Foreign Affairs), Tunisia (President)</p> <p>Ministerial level (7) France (Minister of State for Tourism, French Nationals Abroad and Francophonie), India (Foreign Secretary), Ireland (Minister of State for the Department of the Taoiseach and the Department of Foreign Affairs), Mexico (Minister for Foreign Affairs), Norway (Minister for Foreign Affairs), United Kingdom (Minister of State for the Middle East and North Africa), Viet Nam (Deputy Minister for Foreign Affairs)</p>
S/2021/48 12 January 2021	Threats to international peace and security caused by terrorist acts	International cooperation in combating terrorism 20 years after the adoption of resolution 1373 (2001)	<p>Ministerial level (8) Estonia (Minister of Defence), India (Minister for External Affairs), Ireland (Minister for Foreign Affairs and Defence), Kenya (Cabinet Secretary for Foreign Affairs), Norway (Minister of Justice and Public Security), Saint Vincent and the Grenadines (Minister of State with responsibility for Foreign Affairs), Tunisia (Minister for Foreign Affairs), United Kingdom (Minister of State for the Middle East and North Africa)</p>
S/2021/91 26 January 2021	The situation in the Middle East, including the Palestinian question	N/A	<p>Heads of State or Government (1) Saint Vincent and the Grenadines (Prime Minister and Minister for Foreign Affairs)</p> <p>Ministerial level (6) Estonia (Deputy Minister for Foreign Affairs), Ireland (Minister for Foreign Affairs and Defence), Mexico (Minister for Foreign Affairs), Norway (Minister for Foreign Affairs), Russian Federation (Minister for Foreign Affairs), Tunisia (Minister of State for Foreign Affairs)</p>
S/2021/157 17 February 2021	Maintenance of international peace and security	Implementation of resolution 2532 (2020)	<p>Heads of State or Government (1) Saint Vincent and the Grenadines (Prime Minister and Minister for Foreign Affairs)</p> <p>Ministerial level (12) China (State Councillor and Minister for Foreign Affairs), Estonia (Minister for Foreign Affairs), France (Minister Delegate for Foreign Trade and Economic Attractiveness), India (Minister for External Affairs), Ireland (Minister for Foreign Affairs and Defence), Kenya (Cabinet Secretary for Foreign</p>

<p>S/2021/198 23 February 2021</p>	<p>Maintenance of international peace and security</p>	<p>Climate and security</p>	<p>Affairs), Mexico (Minister for Foreign Affairs), Norway (Minister for foreign Affairs), Tunisia (Minister for Foreign Affairs, Migration and Tunisians Abroad), United Kingdom (Secretary of State for Foreign, Commonwealth and Development Affairs), United States (Secretary of State), Viet Nam (Deputy Prime Minister and Minister for Foreign Affairs)</p>
			<p>Heads of State or Government (9)</p>
			<p>Estonia (Prime Minister), France (President), Kenya (President), Niger (Prime Minister), Norway (Prime Minister), Saint Vincent and the Grenadines (Prime Minister and Minister of Foreign Affairs), Tunisia (President), United Kingdom (Prime Minister), Viet Nam (Prime Minister).</p>
			<p>Ministerial level (5)</p>
			<p>China (Special Envoy for Climate Change), India (Minister for Environment, Forests and Climate Change), Ireland (Minister for Foreign Affairs and Defence), Mexico (Minister for Foreign Affairs), United States (Special Presidential Envoy for Climate)</p>
<p>S/2021/250 11 March 2021</p>	<p>Maintenance of international peace and security</p>	<p>Conflict and food security</p>	<p>Ministerial level (7)</p>
			<p>Estonia (Minister for Foreign Affairs), Ireland (Minister for Foreign Affairs and Defence), Kenya (Cabinet Secretary for Foreign Affairs), Norway (Minister for International Development), Saint Vincent and the Grenadines (Minister for Agriculture, Forestry, Fisheries, Rural Transformation, Industry and Labour), United Kingdom (Minister of State for the Commonwealth, the United Nations and South Asia), United States (Permanent Representative and Member of President’s Cabinet)</p>
<p>S/2021/315 29 March 2021</p>	<p>The situation in the Middle East</p>	<p>N/A</p>	<p>Ministerial level (6)</p>
			<p>Estonia (Minister for Foreign Affairs), Ireland (Minister for Foreign Affairs and Defence), Norway (Minister for Foreign Affairs), Russian Federation (Deputy Minister for Foreign Affairs), Tunisia (Minister for Foreign Affairs, Migration and Tunisians Abroad), United States (Secretary of State)</p>
<p>S/2021/346 8 April 2021</p>	<p>Maintenance of international peace and security</p>	<p>Mine action and sustaining peace — stronger partnerships for better delivery</p>	<p>Ministerial level (9)</p>
			<p>Estonia (Deputy Minister for Foreign Affairs), India (Vice-Minister and Secretary (West), Ministry of External Affairs), Ireland (Minister for Foreign Affairs and Defence), Kenya (Cabinet Secretary for Foreign Affairs), Norway (Deputy Minister for Foreign Affairs), Saint Vincent and the Grenadines (Minister of State in the Ministry of Foreign Affairs and Foreign Trade), Tunisia (Minister for Foreign Affairs, Migration and Tunisians Abroad), United States (Permanent Representative and Member of President’s Cabinet), Viet Nam (Minister of Foreign Affairs)</p>

<p>S/2021/394 19 April 2021</p>	<p>Cooperation between the United Nations and regional and subregional organisations in maintaining international peace and security</p>	<p>Enhancing cooperation between the United Nations and regional and subregional organizations in enhancing confidence-building and dialogue in conflict prevention and resolution</p>	<p>Heads of State or Government (4) Estonia (President), Kenya (President), Saint Vincent and the Grenadines (Prime Minister and Minister for Foreign Affairs), Viet Nam (President).</p> <p>Ministerial level (8) China (Special Representative of the President, State Councillor and Minister for Foreign Affairs), India (Minister for External Affairs), Ireland (Minister for Foreign Affairs and Defence), Mexico (Minister for Foreign Affairs), Norway (Deputy Minister for Foreign Affairs), Tunisia (Minister for Foreign Affairs, Migration and Tunisians Abroad), United Kingdom (Minister of State for the Commonwealth, the United Nations and South Asia), United States (Permanent Representative and Member of President’s Cabinet)</p>
<p>S/2021/415 27 April 2021</p>	<p>Protection of civilians in armed conflict</p>	<p>Indispensable civilian objects</p>	<p>Ministerial level (7) Estonia (Minister for Foreign Affairs), Ireland (Minister for Foreign Affairs and Defence), Norway (Deputy Minister for Foreign Affairs), Russian Federation (Deputy Minister for Foreign Affairs), Saint Vincent and the Grenadines (Minister of State with responsibility for Foreign Affairs and Foreign Trade), United States (Permanent Representative and Member of President’s Cabinet), Viet Nam (Minister for Foreign Affairs)</p>
<p>S/2021/456 7 May 2021</p>	<p>Maintenance of international peace and security</p>	<p>Upholding multilateralism and the United Nations-centred international system</p>	<p>Heads of State or Government (1) Saint Vincent and the Grenadines (Prime Minister and Minister for Foreign Affairs)</p> <p>Ministerial level (14) China (State Councillor and Minister for Foreign Affairs), Estonia (Minister for Foreign Affairs), France (Minister of State for Tourism, French Nationals Abroad and Francophonie), India (Foreign Secretary), Ireland (Minister for Foreign Affairs and Defence), Kenya (Cabinet Secretary for Foreign Affairs), Mexico (Minister for Foreign Affairs), Niger (Minister for Foreign Affairs and Cooperation), Norway (Minister for Foreign Affairs), Russian Federation (Minister for Foreign Affairs), Tunisia (Minister for Foreign Affairs, Migration and Tunisians Abroad), United Kingdom (Minister of State for the Commonwealth, the United Nations and South Asia), United States (Secretary of State), Viet Nam (Minister for Foreign Affairs)</p>
<p>S/2021/480 16 May 2021</p>	<p>The situation in the Middle East, including the Palestinian question</p>	<p>N/A</p>	<p>Ministerial Level (6) China (State Councillor and Minister for Foreign Affairs), Ireland (Minister for Foreign Affairs and Defence), Norway (Minister for Foreign Affairs), Russian Federation (Deputy Minister for Foreign</p>

S/2021/490 19 May 2021	Peace and security in Africa	Addressing root causes of conflict while promoting post-pandemic recovery in Africa	Affairs), Tunisia (Minister for Foreign Affairs, Migration and Tunisians Abroad), United States (Permanent Representative and Member of the President's Cabinet)
			Ministerial Level (11)
			China (State Councillor and Minister for Foreign Affairs), Estonia (Minister for Foreign Affairs), France (Minister for Europe and Foreign Affairs), India (Minister for External Affairs), Ireland (Minister for Foreign Affairs and Defence), Kenya (Cabinet Secretary for Health), Norway (Minister of International Development), Tunisia (Minister for Foreign Affairs, Migration and Tunisians Abroad), United Kingdom (Minister for Africa at the Foreign, Commonwealth and Development Office), United States (Permanent Representative and Member of the President's Cabinet), Viet Nam (Minister for Foreign Affairs)
S/2021/601 22 June 2021	The situation in Afghanistan	N/A	Ministerial Level (6)
			Estonia (Minister for Foreign Affairs), Ireland (Minister for Foreign Affairs and Defence), India (Minister for External Affairs), Norway (Deputy Minister for Foreign Affairs), United Kingdom (Minister of State for the Commonwealth, the United Nations and South Asia), United States (Permanent Representative and Member of the President's Cabinet)
S/2021/617 28 June 2021	Children and armed conflict	N/A	Heads of State or Government (3)
			Estonia (President), Niger (President), Ireland (President).
			Ministerial Level (6)
			Norway (Deputy Minister for Foreign Affairs), Saint Vincent and the Grenadines (Minister of State with responsibility for Foreign Affairs and Foreign Trade), India (Foreign Secretary), United Kingdom (Minister of State at the Foreign, Commonwealth and Development Office), United States (Permanent Representative and Member of the President's Cabinet), Viet Nam (Deputy Minister for Foreign Affairs)
S/PV.8820 15 July 2021	The situation in Libya	N/A	Ministerial Level (5)
			France (Minister for Europe and Foreign Affairs), Kenya (Cabinet Secretary for Foreign Affairs), India (Foreign Secretary), Tunisia (Minister for Foreign Affairs, Migration and Tunisians Abroad), United States (Permanent Representative of the United States and Member of the President's Cabinet)
S/PV.8822 16 July 2021	Protection of civilians in armed conflict	Preserving humanitarian space	Ministerial Level (6)
			France (Minister for Europe and Foreign Affairs), Kenya (Cabinet Secretary for Foreign Affairs), India (Foreign Secretary), Mexico (Minister for Foreign

S/2021/722 9 August 2021	Maintenance of international peace and security	Maritime security	Affairs), Tunisia (Minister for Foreign Affairs, Migration and Tunisians Abroad), United States (Permanent Representative of the United States and Member of the President's Cabinet)
			Head of State or Government (5)
			India (Prime Minister), Russian Federation (President), Kenya (President), Viet Nam (Prime Minister), Niger (Minister of State and Minister for Foreign Affairs and Cooperation).
			Ministerial Level (8)
			United States (Secretary of State), France (Minister for Europe and Foreign Affairs), Estonia (Minister for Foreign Affairs), Norway (Minister for Foreign Affairs), Mexico ((Minister for Foreign Affairs), United Kingdom (Secretary of State for Defence), Saint Vincent and the Grenadines (Minister of Finance and Economic Planning), Ireland (Minister for Transport and Minister for Environment, Climate and Communications)
S/PV.8838 18 August 2021	United Nations peacekeeping operations	Protecting the protectors: technology and peacekeeping	Ministerial Level (3)
			Estonia (Minister for Foreign Affairs), India (Minister for External Affairs), United States (Permanent Representative of the United States and Member of the President's Cabinet)
S/PV.8839 19 August 2021	Threats to international peace and security caused by terrorist acts	N/A	Ministerial Level (2)
			India (Minister for External Affairs), United States (Permanent Representative of the United States and Member of the President's Cabinet)
S/PV.8864 23 September 2021	Maintenance of international peace and security	Climate and security	Head of State or Government (3)
			Ireland (Minister of State for the Department of the Taoiseach and the Department of Foreign Affairs), Viet Nam (President), Estonia (President)
			Ministerial Level (9)
			Niger (Deputy Prime Minister and Minister for Foreign Affairs and Cooperation), United States (Secretary of State), France (Minister for Europe and Foreign Affairs), Mexico (Minister for Foreign Affairs), Norway (Minister for Foreign Affairs), Kenya (Cabinet Secretary for Foreign Affairs), Tunisia (Minister for Foreign Affairs, Migration and Tunisians Abroad), United Kingdom (Minister of State for the Commonwealth and Development, the United Nations and South Asia), India (Vice Minister, Secretary (West), Ministry of External Affairs)

<p>S/PV.8865 27 September 2021</p>	<p>Non-proliferation of weapons of mass destruction</p>	<p>Comprehensive Nuclear-Test-Ban Treaty</p>	<p>Ministerial Level (3) Ireland (Minister of State for European Affairs), Estonia (Deputy Foreign Minister), India (Foreign Secretary)</p>
<p>S/PV.8877 12 October 2021</p>	<p>Peacebuilding and sustaining peace</p>	<p>Diversity, State-building and the search for peace</p>	<p>Head of State or Government (1) Kenya (President) Ministerial Level (2) India (Minister of State for External Affairs and Minister of State for Parliamentary Affairs), United States (Permanent Representative of the United States and Member of the President's Cabinet)</p>
<p>S/PV.8884 20 October 2021</p>	<p>The situation in the Great Lakes region</p>	<p>N/A</p>	<p>Ministerial Level (2) Kenya (Cabinet Secretary for Foreign Affairs), Ireland (Minister for Overseas Development and Diaspora)</p>
<p>S/PV.8886 21 October 2021</p>	<p>Women and peace and security</p>	<p>N/A</p>	<p>Ministerial Level (4) Kenya (Cabinet Secretary for Foreign Affairs of Kenya), United States (Permanent Representative of the United States and Member of President's Cabinet), United Kingdom (Minister of State at the Foreign, Commonwealth and Development Office and the Prime Minister's Special Representative for Preventing Sexual Violence in Conflict of the United Kingdom of Great Britain and Northern Ireland), Ireland (Minister of State for Overseas Development Aid and Diaspora)</p>
<p>S/2021/941 28 October 2021</p>	<p>Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security</p>	<p>N/A</p>	<p>Head of State or Government (5) Kenya (President), Tunisia (President), Viet Nam (President), Saint Vincent and the Grenadines (Prime Minister and Minister of Foreign Affairs, National Security, Legal Affairs and Information), Norway (Prime Minister) Ministerial Level (4) India (Minister for External Affairs); Ireland (Minister for Foreign Affairs and Defence); United Kingdom (Minister for Africa at the Foreign, Commonwealth & Development Office); Estonia (Deputy Foreign Minister)</p>
<p>S/PV.8900 9 November 2021</p>	<p>Maintenance of international peace and security</p>	<p>Exclusion, inequality and conflict</p>	<p>Head of State or Government (1) Mexico (President) Ministerial Level (3) Estonia (Minister for Foreign Affairs), United States (Permanent Representative of the United States and Member of President's Cabinet), India (Minister of State for External Affairs)</p>

S/PV.8909 22 November 2021	Small arms	The impact of the diversion and trafficking of arms on peace and security	Ministerial Level (2) Mexico (Secretary of Foreign Affairs); India (Secretary (CPV & OIA), Ministry of External Affairs)
S/PV.8923 9 December 2021	Maintenance of international peace and security	Security in the context of terrorism and climate change	Heads of State or Government (2) Niger (President), Estonia (President) Ministerial Level (1) United States (Permanent Representative of the United States and Member of President's Cabinet)

Private meetings

During the period under review, the Council continued to hold 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, with 14 private meetings out of a total of 164 meetings (8.5 per cent) held in 2021 (see Figure II).³⁴ As indicated in table 4 below, eight of those meetings were held with troop- and police-contributing countries 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”. In 2021, Council members also held two closed videoconferences with troop- and police-contributing countries.

³⁴ On the formats of private meetings, see also the note by the President dated 30 August 2017 ([S/2017/507](#), annex, sect. II.C.2).

Figure II

Public and private meetings, 2021

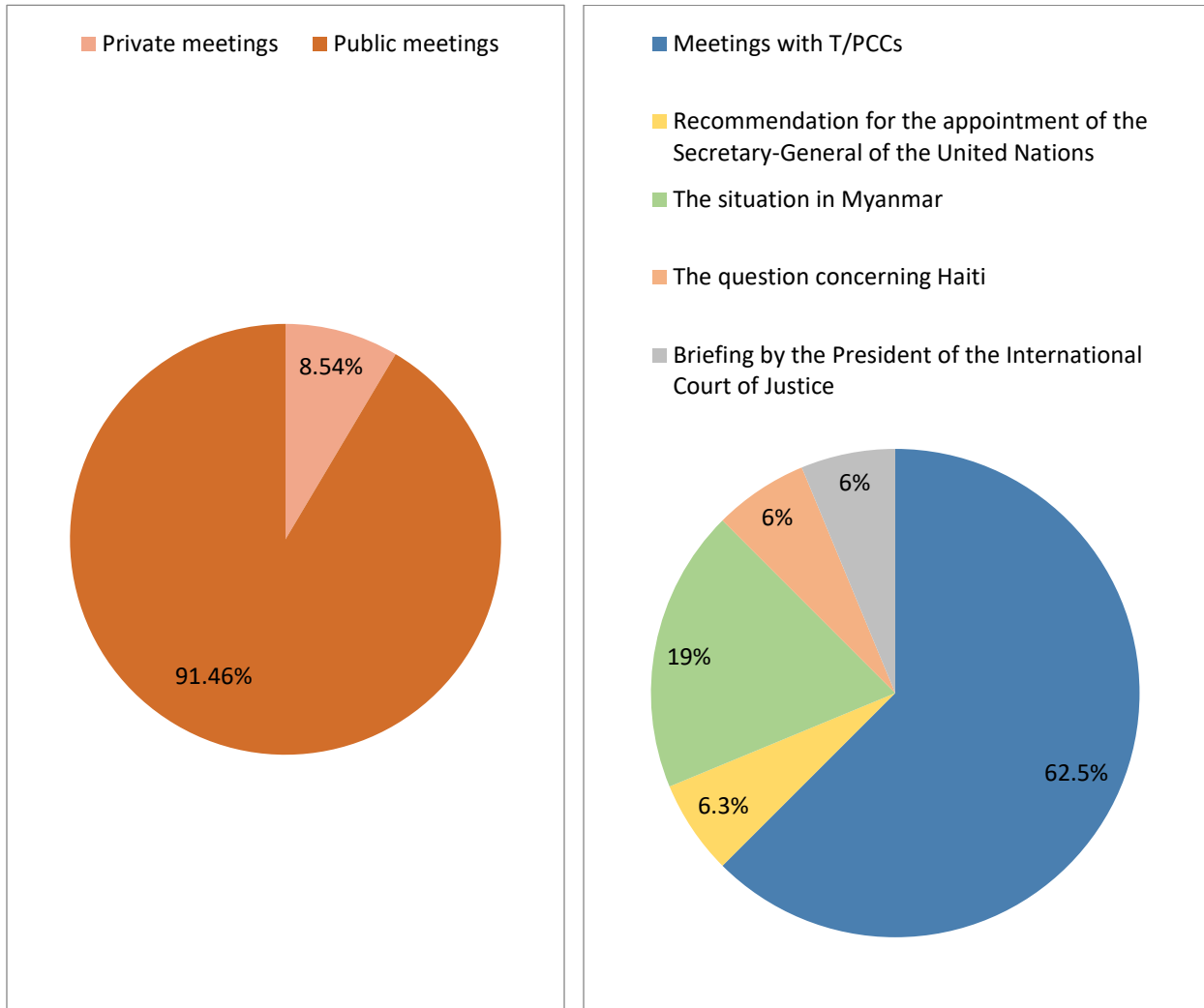


Table 4

Private meetings, 2021

<i>Item</i>	<i>Meeting record and date</i>
Meeting of the Security Council with the troop- and police-contributing countries pursuant to resolution 1353 (2001) , annex II, sections A and B	S/PV.8788 , 7 June 2021; S/PV.8793 , 10 June 2021; S/PV.8821 , 15 July 2021; S/PV.8832 , 6 August 2021; S/PV.8876 , 11 October 2021; S/PV.8895 , 3 November 2021; S/PV.8916 , 3 December 2021; S/PV.8920 , 7 December 2021
The question concerning Haiti	S/PV.8815 , 8 July 2021

<i>Item</i>	<i>Meeting record and date</i>
The situation in Myanmar	S/PV.8800 , 18 June 2021; S/PV.8835 , 17 August 2021; S/PV.8898 , 8 November 2021
Recommendation for the appointment of the Secretary-General of the United Nations	S/PV.8789 , 8 June 2021
Briefing by the President of the International Court of Justice	S/PV.8894 , 2 November 2021

B. Informal consultations of the whole

Informal consultations of the whole are not official meetings of the Council. The members gather in private for the purpose of holding discussions and receiving briefings from the Secretariat and representatives of the Secretary-General. These meetings are normally held in the Consultations Room, adjacent to the Security Council Chamber. Council members also held virtual informal consultations by means of closed videoconferences.³⁵ During the period under review, with the progressive easing of health and safety restrictions related to the COVID-19 pandemic, Council members resumed holding in person informal consultations as of 25 May 2021 in the Security Council Chamber followed by the alternative use of both the Chamber and the Consultations room from 15 November 2021. Frequently, informal consultations or closed videoconferences continued to be held, respectively, immediately after public meetings or open videoconferences. In 2021, Council members held 67 informal consultations compared with 46 in 2020, 135 in 2019 and 120 in 2018 (as shown in figure I).

Pursuant to the Council's established practice, no official records of informal consultations were issued and non-members were not invited.³⁶ In accordance with the working methods developed during the COVID-19 pandemic, virtual discussions announced as closed videoconferences did not include the participation of non-members and no written statements were published.³⁷ Frequently, however, statements to the press were issued or elements to the

³⁵ For more information on the working methods adopted in response to the COVID-19 pandemic, see *Repertoire, 2020*, part II, sect. I and sect. I above.

³⁶ According to the note by the President of 30 August 2017, newly elected members of the Council are invited to observe all meetings of the Council and its subsidiary bodies and the informal consultations of the whole for a period of three months, as from 1 October immediately preceding their term of membership (see [S/2017/507](#), annex, para. 140).

³⁷ See [S/2020/253](#) and [S/2020/372](#).

press were read out by the President of the Council following informal consultations or closed videoconferences.

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

During the period under review, Council members continued to hold informal interactive dialogues and Arria-formula meetings.³⁸ Informal interactive dialogues and Arria-formula meetings are convened at the initiative of one or more members of the Council. Informal interactive dialogues are convened with the participation of all Council members, while Arria-formula meetings are convened with the participation of all or some Council members. While informal interactive dialogues are presided over by the President of the Council, Arria-formula meetings are not. Frequently, the member or one of the members of the Council convening the Arria-formula meeting also serves as the chair. Neither of the two types of meetings are considered formal meetings of the Council. They are not announced in the *Journal of the United Nations* or in the Council's programme of work and no official records are prepared. Invitees to informal interactive dialogues and Arria-formula meetings include Member States, relevant organizations and individuals. In past practice, Arria-formula meetings were closed to the public while, more recently, they have been open and broadcast. Informal interactive dialogues are not open to the public or broadcast. In 2021, in the context of the COVID-19 pandemic, the Council held informal interactive dialogues and Arria-formula meetings both in person and virtually.

Informal interactive dialogues

According to the note by the President dated 30 August 2017, when it deems appropriate, the Council may utilize informal dialogues to seek the views of Member States that are parties to a conflict and/or other interested and affected parties.³⁹ During the reporting period, the Council held seven informal interactive dialogues, four of which were held by videoconference.⁴⁰ Six informal interactive dialogues held in 2021 concerned country-specific or regional situations

³⁸ For more information on informal interactive dialogues and Arria-formula meetings, see [S/2017/507](#), annex, paras. 92, 95 and 97–99.

³⁹ [S/2017/507](#), annex, para. 92.

⁴⁰ For information on the evolution of informal interactive dialogues, see *Repertoire, Supplements 2008–2009 to Supplement 2020*.

while one was on a thematic issue related to cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security, as shown in table 5.

Table 5

Informal interactive dialogues, 2021

<i>Date</i>	<i>Subject</i>	<i>Participants (including non-members of the Council)</i>
20 January 2021	The situation in Somalia - Electoral developments in Somalia	All Council members; Minister of Foreign Affairs and International Cooperation of Somalia
14 April 2021	Reports of the Secretary-General on the Sudan - Darfur	All Council members; Special Representative of the Secretary-General for Sudan and Head of the United Nations Integrated Transition Assistance Mission in Sudan; Sudan
20 April 2021	The situation in Somalia	All Council members; Special Representative of the Secretary-General for Somalia and Head of the United Nations Assistance Mission in Somalia (UNSOM); Managing Director of the European External Action Service; Minister for Foreign Affairs and International Cooperation of Somalia
29 April 2021 ^a	The situation in Libya	All Council members; Special Envoy of the Secretary-General for Libya and Head of the United Nations Support Mission in Libya (UNSMIL); UNSMIL Mission Coordinator
28 May 2021	The situation in Libya (Operation Irtini)	All Council members
15 June 2021 ^a	Peace and security in Africa - Ethiopia/Tigray	All Council members; Under-Secretary General for Humanitarian Affairs and Emergency Relief Coordinator; Executive Director of the World Food Programme; Permanent Representative of Ethiopia; Commissioner for the National Disaster Risk Management Commission of Ethiopia
22 September 2021 ^a	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security: High-Level Informal Interactive Dialogue with the Troika of the Summit of the League of Arab States (Algeria, Saudi Arabia, Tunisia) as mandated in S/PRST/2021/2	All Council Members; Assistant Secretary-General for the Middle East, Asia and the Pacific; Secretary-General of the League of Arab States; Minister for Foreign Affairs of Algeria; Minister for Foreign Affairs of Saudi Arabia

^a Held in-person.

Arria-formula meetings

As provided for in the note by the President dated 30 August 2017, Arria-formula meetings are utilized by members of the Council as a flexible and informal forum for enhancing their deliberations and contact with civil society and non-governmental organizations.⁴¹

According to the note, Council members may invite, on an informal basis, any Member State, relevant organization or individual to participate in Arria-formula meetings.

In 2021, Council members held 32 Arria-formula meetings, the highest number since the inception of the format in 1992 and an increase from 22 in 2019 and 2020. A total of 27 of the Arria-formula meetings were held virtually. In terms of publicity, 30 were open and broadcast and two were closed. Out of the 30 that were open, 27 Arria-formula meetings were broadcast via United Nations WebTV, with the other three utilizing other platforms.⁴² Four Arria-formula meetings featured one or more participants at the ministerial or higher levels. In some instances, Council members and non-Council members transmitted concept notes, summaries and compilations of statements made by participants in Arria-formula meetings. Arria-formula meetings held during the period under review are listed in table 6.

Table 6
Arria-formula meetings, 2021

<i>Date</i>	<i>Subject</i>	<i>Organizer(s)</i> ⁴³	<i>Summary</i>	<i>Compilation of statements</i>
22 January 2021	Media freedom in Belarus (via videoconference) ^a	Belgium, Canada, Denmark, Estonia, Finland, France, Germany, Iceland, Ireland, Latvia, Lithuania, Norway, Poland, Ukraine, United Kingdom, United States	N/A	N/A
29 January 2021	Children and armed conflict, repatriation of children from conflict zones: from camps to homes, call for action (via videoconference)	Kazakhstan, Russian Federation, Special Representative of the Secretary-General for Children and Armed Conflict	S/2021/192	N/A

⁴¹ [S/2017/507](#), annex, para. 98.

⁴² In 2021, broadcasting the Arria-formula meetings via United Nations WebTV was agreed by consensus.

⁴³ The term organizers refers to Council members, member states and/or entities involved in organizing, sponsoring or hosting the meetings in accordance with concept notes.

<i>Date</i>	<i>Subject</i>	<i>Organizer(s)</i> ⁴³	<i>Summary</i>	<i>Compilation of statements</i>
24 February 2021	Upholding the collective security system of the Charter of the United Nations: the use of force in international law, non-State actors and legitimate self-defence (via videoconference)	Mexico	S/2021/247	S/2021/247
8 March 2021	Call to lead by example: Ensuring the full, equal and meaningful participation of women in United Nations-led peace processes (via videoconference)	Estonia, France, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United States, Viet Nam	N/A	S/2021/356
12 March 2021	Crimea: Seven years of violations of Ukraine's sovereignty and territorial integrity (via videoconference) ^a	Australia, Belgium, Bulgaria, Canada, Costa Rica, Czech Republic, Estonia, France, Georgia, Germany, Greece, Honduras, Ireland, Italy, Latvia, Lithuania, Netherlands, Norway, Poland, Slovakia, Turkey, Ukraine, United Kingdom, United States	N/A	N/A
17 March 2021	Follow-up to the Arria-formula discussion of 12 March 2021 on the situation in Crimea (via videoconference)	Russian Federation	S/2021/397	N/A
19 March 2021	Religion, belief and conflict: advancing the protection of members of religious and belief groups in conflict and the role of religious actors in conflict resolution (via videoconference) ^a	Estonia, Norway, United Kingdom, United States	N/A	S/2021/318
26 March 2021	Protecting the peacekeeper: Suppressing the deployment of improvised explosive devices against peace operations (via videoconference)	Belgium, China, Ecuador, Estonia, France, Germany, Ireland, Italy, Kenya, Mexico, Netherlands, Niger, Norway, Portugal, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam	S/2021/411	S/2021/411
9 April 2021	The situation in Myanmar (via videoconference)	Estonia, France, Ireland, Norway, United Kingdom, United States	N/A	N/A
16 April 2021	Protection of developing nations against political pressure: Upholding the integrity of international non-	Russian Federation	N/A	N/A

<i>Date</i>	<i>Subject</i>	<i>Organizer(s)</i> ⁴³	<i>Summary</i>	<i>Compilation of statements</i>
	proliferation regimes (via videoconference)			
5 May 2021	Odessa 7 years after: neo-Nazism and violent nationalism as drivers of conflict in Ukraine (via videoconference)	Russian Federation	N/A	N/A
7 May 2021	Impact of the COVID-19 pandemic on violations against children in situations of armed conflict (via videoconference)	Belgium, Canada, Estonia, France, Germany, Ireland, Kenya, Niger, Norway, Saint Vincent and the Grenadines, Sweden, Tunisia, United Kingdom, United States, Viet Nam	N/A	S/2021/591
12 May 2021	Delivering accountability through innovation and partnership: Harnessing technology to deliver justice for war crimes, crimes against humanity and genocide (in person)	Iraq, Netherlands, United Arab Emirates, United Kingdom, United States	N/A	
17 May 2021	The impact of emerging technologies on international peace and security (via videoconference)	China, Egypt, Kenya, Mexico, South Africa, United Arab Emirates	S/2021/531	N/A
2 June 2021	Circumstances of Maidan and its aftereffects in Donbass (via videoconference)	Russian Federation	S/2021/690	N/A
2 June 2021	Strengthening an integrated approach to peace and security in the Sahel through a gendered lens: Launch of the Group of Friends of Women of the Sahel (in person)	African Union, Chad, Estonia, European Union, France, Ireland, Kenya, Mali, Mauritania, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam	N/A	N/A
16 June 2021	The impact of the COVID-19 pandemic on international efforts to prevent and counter terrorism and violent extremism (via videoconference)	Estonia, France, Ireland, Kenya, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, Viet Nam	N/A	N/A
18 June 2021	Addressing the impact of the departure of foreign fighters and mercenaries from Libya on the Sahel region (via videoconference)	A3+1 (Kenya, Niger, Saint Vincent and the Grenadines, Tunisia), African Union, Algeria, Burkina Faso, Chad (as Chair of G5 Sahel), Estonia, France, Germany, Ireland, Italy, Libya, the Sudan	N/A	N/A

<i>Date</i>	<i>Subject</i>	<i>Organizer(s)</i> ⁴³	<i>Summary</i>	<i>Compilation of statements</i>
28 July 2021	Preventing terrorism and violent extremism through tackling gender stereotypes, masculinities, and structural gender inequality (via videoconference)	Estonia, Mexico, Norway, United Kingdom, United States	S/2021/717	S/2021/717
29 July 2021	Myanmar: Crisis, conflict and COVID-19 - where are we now? (via videoconference)	United Kingdom	N/A	N/A
11 August 2021	Humanitarian Action: Overcoming challenges in situations of armed conflict and counter-terrorism operations (via videoconference)	Kenya	N/A	N/A
16 September 2021	The threat to international peace and security posed by the illicit trade in small arms and light weapons (via videoconference)	Mexico	N/A	N/A
8 October 2021	The situation in Belarus (via videoconference) ^a	Albania, Australia, Austria, Belgium, Bulgaria, Canada, Costa Rica, Croatia, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Iceland, Ireland, Italy, Japan, Latvia, Lithuania, Luxembourg, Netherlands, North Macedonia, Norway, Poland, Romania, Slovakia, Slovenia, Ukraine, United Kingdom, United States	N/A	N/A
15 October 2021	Beyond the inconvenient truths about underdevelopment in Haiti: seeking pan-African solutions/pathways and supporting national dialogue and reconciliation (via videoconference)	A3 + 1 (Saint Vincent and the Grenadines, Kenya, Niger, Tunisia), Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Dominican Republic, Ghana, Grenada, Guyana, Haiti, Ireland, Jamaica, Mexico, Norway, Saint Kitts and Nevis, Saint Lucia, Suriname, Trinidad and Tobago, United Kingdom, United States,	S/2022/44	N/A
18 October 2021	Sea-level rise and implications for international peace and security (in person)	Dominican Republic, Estonia, Fiji, France, Germany, Guyana, Ireland, Kenya, Malta, Mauritius, Netherlands, Niger, Romania, Saint Lucia, Saint	N/A	N/A

<i>Date</i>	<i>Subject</i>	<i>Organizer(s)</i> ⁴³	<i>Summary</i>	<i>Compilation of statements</i>
		Vincent and the Grenadines, Tunisia, Tuvalu, United Kingdom, United States, Viet Nam		
28 October 2021	Addressing and countering hate speech and preventing incitement to discrimination, hostility and violence on social media (closed, via videoconference)	Kenya, United Nations Office on Genocide Prevention and the Responsibility to Protect	N/A	N/A
15 November 2021	Closing the protection gap for widows in conflict and post-conflict settings (via videoconference)	African Union and European Union as co-Chairs of the Group of Friends of Women of the Sahel, Estonia, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Sierra Leone, Tunisia, Viet Nam	N/A	N/A
29 November 2021	Accountability in the Syrian Arab Republic (in person)	Belgium, Canada, Estonia, France, Georgia, Germany, Liechtenstein, Netherlands, Qatar, Sweden, Turkey, United Kingdom, United States	N/A	S/2021/1112
3 December 2021	Addressing challenges of children without parental care in conflict settings (via videoconference)	Malta, Niger, Norway, Russian Federation, Saint Vincent and the Grenadines, United States, Viet Nam	N/A	N/A
6 December 2021	Protection of education in conflict (in person)	Niger, Norway	N/A	N/A
20 December 2021	Preventing civilian impact of malicious cyber activities (closed, via videoconference)	Estonia, United Kingdom	N/A	N/A
22 December 2021	Situation with national minorities and the glorification of Nazism in the Baltic and Black Sea regions (via videoconference)	Russian Federation	N/A	N/A

^a High-level Arria-formula meetings.

Other informal meetings

Following the practice started in 2007, the Security Council and the Peace and Security Council of the African Union held their sixth informal joint seminar and fifteenth annual joint

consultative meeting, which was conducted via videoconference on 16 and 17 December 2021.⁴⁴ Furthermore, on 18 May 2021, Council members held an in-person informal dialogue with Antonio Guterres to discuss his candidacy for the position of Secretary-General for the 2022-2026 term.⁴⁵ Council members further continued to hold “sofa talks” at the level of permanent representatives, a practice initiated in 2019 for Council members to raise issues of concern to international peace and security in an informal setting.⁴⁶

D. Discussions concerning meetings

During the period under review, questions pertaining to meetings and videoconferences were raised in a letter dated 8 February 2021 addressed to the President of the Council from the Permanent Representatives of New Zealand and Switzerland, writing on behalf of the Accountability, Coherence and Transparency group. While congratulating the Council and the successive presidencies since March 2020 for ensuring business continuity during the COVID-19 pandemic and adapting its working methods while ensuring minimum standards of transparency and inclusion, the group encouraged the Council to revisit and continue to improve upon the adaptations it had made thus far.⁴⁷ In that regard, they invited the Council to, among other measures, decide that virtual meetings were formal meetings, to include them in the Council’s programme of work and the *Journal of the United Nations*, for the Secretariat to ensure normal record-keeping and make available to the wider membership in a timely manner any documents agreed to by the Council regarding the adaptation of the working methods in the context of the COVID-19 pandemic. Furthermore, in another letter dated 8 February 2021, the Permanent Representative of Finland transmitted the report of the eighteenth annual workshop for newly elected members of the Council, which was held from 12 to 13 November 2020.⁴⁸ The report noted that workshop participants discussed, among other topics, the format of meetings and other

⁴⁴ See [A/76/2](#). For information on prior practice concerning the informal joint meetings of the Security Council and the Peace and Security Council of the African Union, see *Repertoire, Supplement 2008–2009 to Supplement 2020*. For more information on the cooperation with regional and subregional organizations pursuant to Chapter VIII of the Charter, see part VIII.

⁴⁵ See [S/2021/683](#).

⁴⁶ For information on other informal meetings of the council, see *Repertoire, Supplement 2019*, part II, section I.C.

⁴⁷ See [S/2021/121](#).

⁴⁸ See [S/2021/130](#).

activities of the Council and their impact on its transparency and efficiency and the use of videoconferences during the COVID-19 pandemic.

Council members and the wider membership also discussed issues pertaining to the format of meetings and other forms of informal gatherings during the annual open debate on the working methods of the Council held on 16 June 2021 under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))” (see case 1).

Case 1

Implementation of the Note by the President of the Security Council ([S/2017/507](#))

At the 8798th meeting, held on 16 June 2021 at the joint initiative of Estonia, which held the presidency of the Council for the month, and Saint Vincent and the Grenadines, whose Permanent Representative held the Chair of the Informal Working Group on Documentation and Other Procedural Questions, the Council convened an open debate under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))” and the sub-item entitled “Working methods of the Security Council”.⁴⁹ According to the concept note circulated ahead of the meeting,⁵⁰ the theme of the open debate was “Agility and innovation: lessons for the future from the coronavirus (COVID-19) pandemic”. Members and non-members of the Council exchanged views on how to ensure agility in the work of the Council and the lessons learned from the working methods developed during the COVID-19 pandemic. They also discussed how the format of meetings and other activities of the Council impacted its efficiency, effectiveness and transparency and the evolving nature of Arria-formula meetings.

Reflecting on the advantages and disadvantages of the working methods developed during the COVID-19 pandemic, several delegations stressed the need for videoconferences to be considered formal meetings of the Council to which the provisional rules of procedure of the Council would apply.⁵¹ In that regard, the representative of Kenya, speaking on behalf of the elected members of the Council, stated that formalization would allow for the participation of non-members of the Council, the possibility to vote in real time on procedural and substantive

⁴⁹ See [S/PV.8798](#) and [S/2021/572](#).

⁵⁰ A concept note was circulated by a letter dated 2 June 2021 ([S/2021/527](#)).

⁵¹ See [S/PV.8798](#), Kenya, United Kingdom and United States; and [S/2021/572](#), Austria, New Zealand (on behalf of 35 former elected members of the Council) and Republic of Korea.

matters, provide fully for multilingualism and ensure the attendant record-keeping rather than developing temporary special measures.⁵² Expressing concern that the virtual discussions did not have the status of actual meetings of the Council as a result of which its provisional rules of procedure did not apply, the representative of the United States noted that for almost a year and a half the Council had effectively been unable to take any votes on procedural decisions, even when the vast majority of Council members might have supported the decision in question.⁵³ He added that the Council should be able to adopt a procedural decision establishing that virtual meetings were indeed meetings of the Council and that its provisional rules of procedure applied to them. According to the representative of the United Kingdom, without the procedural mechanisms for the resolution of disagreements, the Council had at times been unable to discuss new or existing agenda items more substantively or to bring visibility and attention to issues in the open when needed.

Offering a different perspective, the representative of the Russian Federation stated that the videoconference format worked only on a temporary basis and under extraordinary circumstances.⁵⁴ According to the representative, as agreed when it was introduced, meetings held in the videoconference format could not be considered formal meetings procedurally, legally or logically. He added that the Council could continue to use videoconferences to convene informal meetings. Similarly, the representative of Cuba underscored the transitory nature of the working methods, which in no way constituted a precedent for the future work of the Council as they only responded to the exceptional circumstances imposed by the health situation.⁵⁵ The representative of France argued that, with the return to the Security Council Chamber, the Council also had to return to its usual working methods, particularly putting an end to virtual meetings.⁵⁶

More generally, multiple delegations called for continuing the use of videoconferences and other technological advancements in the Council beyond the COVID-19 pandemic.⁵⁷ The representative of Kenya said that it was important for the Council to reflect on these working

⁵² See [S/PV.8798](#).

⁵³ *Ibid.*

⁵⁴ *Ibid.*

⁵⁵ See [S/2021/572](#).

⁵⁶ See [S/PV.8798](#).

⁵⁷ See [S/PV.8798](#), Kenya and United Kingdom; and [S/2021/572](#), Brazil, Liechtenstein, Republic of Korea, Slovakia and United Arab Emirates.

methods and formalize those that could continue to enhance its work.⁵⁸ Similarly, the delegation of Switzerland, in a statement submitted on behalf of the Accountability, Coherence and Transparency group, saw great merit in considering the present crisis as a positive opportunity to make permanent some recent adaptations, provided that they reinforced transparency, efficiency and effectiveness of the Council under normal circumstances.⁵⁹ The representative of Liechtenstein said that the Council had to hold on to the improvements in its working methods while ensuring that it did not roll back on pre-COVID-19 standards in areas where pandemic-induced progress had not been so forthcoming.⁶⁰

Several speakers stressed the need to develop contingency plans for future extraordinary circumstances based on the new working methods.⁶¹ The representative of Cyprus encouraged the Council to codify its default reaction to similar future crises so as to have a ready set of working methods to fall back on if it was unable to carry out its work through the physical presence of its members.⁶² The representative of Japan opined that new rules should be introduced in the Council's working methods to be better prepared for any contingency.⁶³ The representative of New Zealand, on behalf of 35 former elected members of the Council, stated that there should be discussions with the Secretariat to draw lessons from the Council's experience during the pandemic and to put in place adequate contingency planning for similar future challenges, which the delegation of Switzerland said could be based on, but not limited to, proposals made by the Chair of the Informal Working Group on Documentation and Other Procedural Questions.⁶⁴ In contrast, the representative of the Russian Federation stated that there was no need to institutionalize these temporary measures.⁶⁵ According to the representative, in the event of a recurrence of a crisis similar to the pandemic, the Council already had a solution set out in the letters by the President of the Council to which it could always return. The representative of China stated that the new measures had enriched the Council's working methods and that good practices needed to be upheld and carried forward, which would help the

⁵⁸ See [S/PV.8798](#).

⁵⁹ See [S/2021/572](#).

⁶⁰ Ibid.

⁶¹ See [S/PV.8798](#), Saint Vincent and the Grenadines and Kenya; and [S/2021/572](#), Austria, Bahrain, Chile, Cyprus, Japan, Liechtenstein, New Zealand on behalf of 35 former elected members of the Council and Republic of Korea.

⁶² See [S/2021/572](#).

⁶³ Ibid.

⁶⁴ Ibid. Switzerland spoke on behalf of the Accountability, Coherence and Transparency group.

⁶⁵ See [S/PV.8798](#).

Council cope with future emergencies.⁶⁶ Nevertheless, he added that the contingency *modus operandi* was only an interim measure and could not replace normal working modalities.

Members and non-members of the Council also exchanged views about the Council's working methods in general, particularly on the format of meetings and other activities of the Council and their impact on the efficiency, effectiveness and transparency of its work. For example, the representative of China stated that the Council should be mindful of both efficiency and transparency and strike a balance between open and closed meetings.⁶⁷ The representative of Kenya said that a healthy balance, in that regard, was needed to enhance the transparency and visibility of the Council's work and to encourage more interactivity of discussions and consensus-building.⁶⁸ The representative of Kuwait suggested that, before deciding on the format of a meeting, the President of the Council could consult with speakers to determine whether they had certain information which they would prefer to convey to Council members confidentially.⁶⁹ The representative of New Zealand encouraged Council members to continue to think creatively about tailoring the format and focus of meetings to secure the best chance of a meaningful outcome from their deliberations.⁷⁰

Several delegations held the view that the Council should hold more public meetings and that private meetings and informal consultations of the whole should be exceptions and not the rule.⁷¹ The representative of Austria asserted that, while the merit of private conversations in diplomacy could not be underestimated, inclusion and transparency of the Council towards the wider membership and the public had to be enhanced. The representative of Cyprus stated that maintaining a balance between open and private meetings was an artificial dilemma and that the sole criterion that should guide this decision was necessity, in the sense that all meetings that had no reason to be closed should be open. The representative of Singapore, while recognizing the necessity of closed meetings, argued that Member States had the right to at least know what was being discussed by the Council and when. The representatives of Bahrain, Italy and Saint Vincent and the Grenadines described the annual open debate on the working methods of the

⁶⁶ Ibid.

⁶⁷ Ibid.

⁶⁸ Ibid. Kenya spoke on behalf of the elected members of the Council.

⁶⁹ See [S/2021/572](#).

⁷⁰ Ibid.

⁷¹ Ibid. Austria, Brazil, Cuba, Cyprus, Egypt, Italy, Pakistan, Republic of Korea, Singapore and Ukraine.

Council as an opportunity for the Council to improve its working methods and listen to the wider membership.⁷²

In contrast, the representative of France said that Council members should avoid an excess of public meetings to the detriment of decision-making and that too much time was spent in successively presenting the national positions of Council members and too little working on compromises and joint actions.⁷³ While acknowledging the importance of public meetings, the representative noted that they tended to polarize positions and that a better balance should be found. The representative of the United Kingdom opined that talking more in private rather than in public contributed to the effectiveness of the Council and that holding lengthy meetings, using prepared statements, without moving issues forward, rarely, if ever, fulfilled the Council's mandate.⁷⁴

Some delegations addressed the issue of transparency in informal consultations and the evolving nature of Arria-formula meetings. The representative of Cuba called for the issuance of minutes of informal consultations.⁷⁵ The representatives of New Zealand, Ukraine and the United Kingdom called for the more frequent use of press elements after informal consultations.⁷⁶ The representative of New Zealand further said that Council members should utilize “any-other-business items” in informal consultations to ensure emerging threats were addressed in a timely manner.⁷⁷ While expressing support for the convening of Arria-formula meetings and informal interactive dialogues, the representative of France stated that the priority of the Council should be to ensure effectiveness on a daily basis and that such meetings should not add to the programme of work at the expense of the time needed to deal with crises.⁷⁸ The representative of New Zealand stated that in order to retain the original benefit of the Arria-formula meetings, Council members should avoid using them as a platform to influence public opinion rather than to inform Council decisions.⁷⁹ The representative encouraged Council members to use the format in a manner not to the detriment of issues on the Council's agenda, as well as to seek a balance between open and closed Arria-formula meetings. The representative of

⁷² See [S/PV.8798](#), Saint Vincent and the Grenadines and [S/2021/572](#), Bahrain and Italy.

⁷³ See [S/PV.8798](#).

⁷⁴ Ibid.

⁷⁵ See [S/2021/572](#).

⁷⁶ See [S/PV.8798](#), United Kingdom; and [S/2021/572](#), New Zealand and Ukraine.

⁷⁷ See [S/2021/572](#).

⁷⁸ See [S/PV.8798](#).

⁷⁹ See [S/2021/572](#).

Singapore recalled that Arria-formula meetings were originally envisaged as a platform for the Council to discuss sensitive topics with the benefit of external briefers but noted that recent meetings appeared to have been more divisive than consultative.⁸⁰ He added that the opt-out nature of these meetings, together with the recent tendency to widely publicize them in a hyperconnected social media platform, risked creating “echo chambers” that further divided the Council. In a similar vein, the representative of Liechtenstein noted that the use of Arria-formula meetings had increased significantly and sometimes in a manner that was clearly not in keeping with their original purpose such as to bring negative atmospherics to the Council’s work or provide a forum to promote narrow political interests and narratives by a small group of States.⁸¹ According to the representative, Arria-formula meetings lent important value to the Council’s work on topics for which a formal meeting was not possible, as well as enhancing the Council’s inclusivity and relevance. The representative of El Salvador stated that Arria-formula meetings provided a platform for dialogue and interaction with actors directly involved in situations that put international peace, security and stability at risk.⁸²

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, while 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.

In 2021, as part of the working methods of the Council developed during the COVID-19 pandemic, verbatim records of videoconferences were not published.⁸³ However, in order to ensure the transparency of videoconferences, the President of the Council continued the practice of circulating, within 48 hours of an open videoconference, a compilation of the interventions of the briefers and the members and participating non-members of the Council participating who requested the inclusion of their statements in the document of the Council. Furthermore, the

⁸⁰ Ibid.

⁸¹ Ibid.

⁸² Ibid.

⁸³ See [S/2020/273](#) and [S/2020/372](#).

records and other information relating to videoconferences continued to be published on the website of the Council, while the webcasts of the statements delivered during open videoconferences were made publicly available and archived.⁸⁴

Following the easing of health and safety restrictions at United Nations Headquarters, on 21 October 2021, the Council held its first open debate in the Security Council Chamber with the participation of non-Council members since the beginning of the COVID-19 pandemic.⁸⁵ In addition to participating in person, interested non-Council members were able to participate through the submission of written statements.⁸⁶ This same approach was followed for open debates that took place thereafter in 2021.⁸⁷ Furthermore, the verbatim record of all in-person open debates held in 2021, whether with or without the in-person participation of non-Council members, indicated on the front page that, in accordance with the procedure set out in the letter by the President of the Council dated 7 May 2020,⁸⁸ which was agreed in light of the extraordinary circumstances caused by the COVID-19 pandemic, the official record of the Council would be supplemented by a compilation of statements submitted by interested non-Council members which were not able to participate in person.⁸⁹

The issue of recordkeeping in the context of the remote working methods developed during the COVID-19 pandemic was also raised by members and non-members of the Council in their discussions. For example, during the annual open debate on the working methods of the Council, held on 16 June 2021, under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))”, the representative of Kenya, speaking on behalf of the elected members of the Council, underscored the need for attendant recordkeeping in videoconferences.⁹⁰ While appreciating the availability of videoconference recordings on the website of the Council, the representative of Brazil was of the view that the absence of formal records of meetings held during the COVID-19 pandemic had hampered access to those discussions.⁹¹ Similarly, the representative of Austria opined that a lack of official records from

⁸⁴ See [S/2020/372](#).

⁸⁵ See [S/PV.8886](#) and [S/2021/886](#).

⁸⁶ See [S/2021/939](#) and [S/2021/1013](#).

⁸⁷ See, for example, [S/2021/732](#), [S/2021/886](#), [S/2021/935](#), [S/2021/952](#) and [S/2021/1026](#).

⁸⁸ See [S/2020/732](#).

⁸⁹ See, for example, [S/PV.8798](#) and [S/PV.8886](#).

⁹⁰ See [S/PV.8798](#).

⁹¹ See [S/2021/572](#).

videoconferences could have unintended long-term consequences.⁹²

⁹² Ibid.

III. Agenda

Note

Section III 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 Security Council.

Rule 6

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

Rule 7

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

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

Rule 8

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

Rule 9

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

Rule 10

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

Rule 11

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

Rule 12

The provisional agenda for each periodic meeting shall be circulated to the members of the Security Council at least twenty-one days before the opening of the meeting. Any subsequent change in or addition to the provisional agenda shall be brought to the

notice of the members at least five days before the meeting. The Security Council may, however, in urgent circumstances, make additions to the Agenda at any time during a periodic meeting.

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

During the period under review, the Secretary-General continued the practice of distributing communications from States, organs of the United Nations or 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 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. As provided for in the letters from the President of the Council dated 2 April and 7 May 2020,⁹³ presidencies worked “in the spirit of” the Council’s provisional rules of procedure, ensuring, inter alia, that the agenda was adopted at the outset of the videoconference, pursuant to rule 9, and that any other relevant rules were observed as a matter of practice, under chapter VI, entitled “Conduct of business”. No periodic meetings were held in 2021 and rule 12 was not applied. The present section is focused on the practice and discussion regarding rules 9 to 11 and is 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

⁹³ See [S/2020/273](#) and [S/2020/372](#).

In 2021, no objection was raised to the adoption of the agenda.

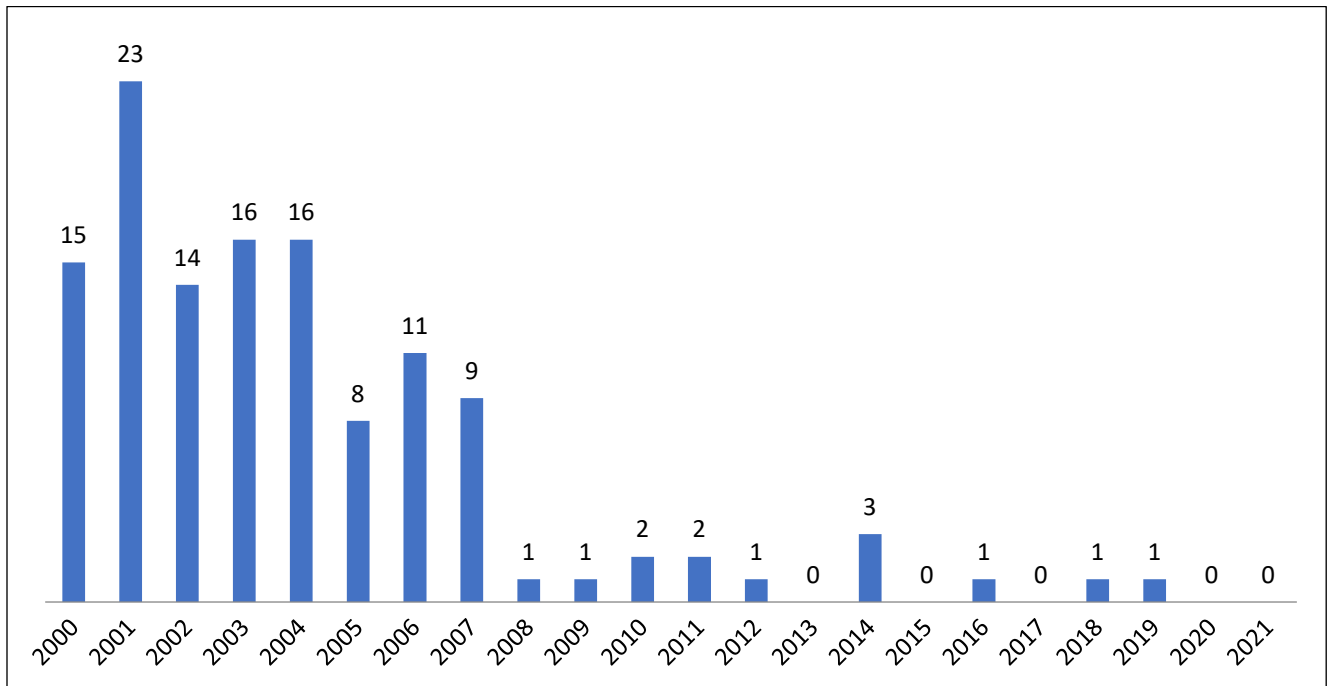
Newly introduced agenda items

During the period under review, the Council did not introduce any new item to the list of matters of which it was seized.

From 2000 to 2007, the Council added between 8 and 23 new items to its agenda every year. Since 2008, however, the number of new items introduced each year has decreased significantly, with no more than three new items introduced in any given year. No new items had been introduced to the list of matters of which the Council was seized since 2019. Figure III provides information on the number of newly introduced agenda items since 2000.

Figure III

Number of newly introduced agenda items per year, 2000-2021



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

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, Council members continued to consider the situations in the Syrian Arab Republic,

Lebanon and Yemen under the items entitled “The situation in the Middle East” and “The situation in the Middle East, including the Palestinian question”.⁹⁴ The Council also considered the dispute between Egypt, Ethiopia and the Sudan over the Grand Ethiopian Renaissance Dam (GERD) under the item entitled “Peace and security in Africa”.⁹⁵

Furthermore, the Council utilized thematic items on its agenda to discuss country and region-specific situations. For example, under the item entitled “Cooperation between the United Nations and regional and subregional organizations”, Council members deliberated on cooperation between the Council and the League of Arab States.⁹⁶ At the 8941st meeting held on 22 December 2021 under the item entitled “Threats to international peace and security caused by terrorist acts”, acting under Chapter VII of the Charter, the Council adopted resolution [2615 \(2021\)](#), deciding that humanitarian assistance and other activities that support basic human needs in Afghanistan were not a violation of paragraph 1 (a) of resolution [2255 \(2015\)](#).⁹⁷ During the meeting, Council members discussed the humanitarian situation in Afghanistan.⁹⁸ Furthermore, Council members continued to discuss the work of the United Nations Investigative Team to Promote Accountability for Crimes Committed by Da’esh/Islamic State in Iraq and the Levant established pursuant to resolution [2379 \(2017\)](#) (UNITAD) as well as the implementation of resolution [2231 \(2015\)](#) and the 2015 Joint Comprehensive Plan of Action under the items entitled “Threat to international peace and security”⁹⁹ and “Non-proliferation”, respectively.¹⁰⁰

Inclusion of new sub-items under existing items

During the period under review, the Council continued the practice of adding new sub-items to the existing items, for the consideration of evolving general and cross-border threats to international peace and security. As described in more detail in section I above, videoconferences, whether open or closed, were not considered formal meetings of the Council for all relevant purposes, including the agenda of the Council and their subsequent inclusion on the summary statement of the Secretary-General on items of which the Council is seized.¹⁰¹

⁹⁴ For more information, see part I, sects. 19 and 20.

⁹⁵ For more information, see part I, sect. 9.

⁹⁶ See [S/2021/66](#)

⁹⁷ Resolution [2615 \(2021\)](#), para. 1.

⁹⁸ See [S/PV.8941](#).

⁹⁹ See [S/2021/460](#) and [S/PV.8914](#).

¹⁰⁰ See [S/PV.8930](#).

¹⁰¹ For more information, see part IV, sect. I.C.

Accordingly, while the Secretary-General continued to notify the General Assembly of the matters relating to the maintenance of international peace and security which were being dealt with by the Council in the context of meetings, he did not do so when those matters were discussed in the context of open videoconferences.¹⁰² Similarly, videoconferences were focused on a variety of topics that were not considered as formal sub-items. Tables 7 and 8 provide a list of new sub-items and topics introduced in 2021 in chronological order of their introduction.¹⁰³

Table 7

New sub-items added to existing items at formal meetings, 2021

<i>Meeting record and date</i>	<i>Item</i>	<i>New sub-item</i>
S/PV.8822 16 July 2021	Protection of civilians in armed conflict	Preserving humanitarian space
S/PV.8837 18 August 2021	United Nations peacekeeping operations	Protecting the protectors
S/PV.8838 18 August 2021	United Nations peacekeeping operations	Protecting the protectors: technology and peacekeeping
S/PV.8851 8 September 2021	United Nations peacekeeping operations	United Nations transitions
S/PV.8865 27 September 2021	Non-proliferation of weapons of mass destruction	Comprehensive Nuclear-Test-Ban Treaty
S/PV.8877 12 October 2021	Peacebuilding and sustaining peace	Diversity, State-building and the search for peace
S/PV.8900 9 November 2021	Maintenance of international peace and security	Exclusion, inequality, and conflict
S/PV.8906 16 November 2021	Maintenance of international peace and security	Peace and security through preventive diplomacy: a common objective to all the principal organs of the United Nations
S/PV.8909 22 November 2021 ^a	Small arms	The impact of the diversion and trafficking of arms on peace and security
S/PV.8923 9 December 2021 ^b	Maintenance of international peace and security	Security in the context of terrorism and climate change

^a The 8909th meeting was resumed on 22 November 2021 (see [S/PV.8909 \(Resumption 1\)](#)).

^b The 8923rd meeting was resumed on 9 December 2021 (see [S/PV.8923 \(Resumption 1\)](#)).

¹⁰² See [A/76/2](#).

¹⁰³ The table excludes cases of routine sub-items relating to briefings on Council missions, briefings by the Chair of the Council committees, letters addressed to the President of the 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 8

New topics introduced in connection with existing items at open videoconferences, 2021

<i>Videoconference record and date</i>	<i>Item</i>	<i>Topic</i>
S/2021/24 6 January 2021	Maintenance of international peace and security	Challenges of maintaining peace and security in fragile contexts
S/2021/48 12 January 2021	Threats to international peace and security caused by terrorist acts	International cooperation in combating terrorism 20 years after the adoption of resolution 1373 (2001)
S/2021/90 25 January 2021	Maintenance of international peace and security	Follow-up on the implementation of resolution 2532 (2020)
S/2021/157 17 February 2021	Maintenance of international peace and security	Implementation of resolution 2532 (2020)
S/2021/250 11 March 2021	Maintenance of international peace and security	Conflict and food security
S/2021/346 8 April 2021	Maintenance of international peace and security	Mine action and sustaining peace — stronger partnerships for better delivery
S/2021/415 27 April 2021	Protection of civilians in armed conflict	Indispensable civilian objects
S/2021/456 7 May 2021	Maintenance of international peace and security	Upholding multilateralism and the United Nations-centred international system
S/2021/501 24 May 2021	United Nations peacekeeping operations	Improving safety and security of peacekeepers
S/2021/621 29 June 2021	Maintenance of international peace and security	Cybersecurity
S/2021/722 9 August 2021	Maintenance of international peace and security	Maritime security

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

During the period under review, pursuant to rule 11 of the provisional rules of procedure and the note by the President dated 30 August 2017,¹⁰⁴ the Secretary-General continued to communicate each week to the members on the Council a summary statement of matters of which the Council was seized and of the stage reached in their consideration.¹⁰⁵ The practice of including an agenda item in the summary statement upon its adoption at a formal meeting of the Council remained unchanged. As explained above, however, since videoconferences were not considered formal meetings of the Council, the Secretary-General did not include in his weekly summary statement matters that were discussed in open videoconferences.

In accordance with the note by the President dated 30 August 2017, the preliminary annual summary statement issued in January each year by the Secretary-General of matters of which the Council is seized, identifies the items that have not been considered by the Council during the preceding three calendar years and that are therefore subject to deletion. An item is deleted unless a Member State notifies the President of the Council, by the end of February, of its request that the item be retained on the list, in which case the item will remain on the list for an additional year. If no Member State requests the item's retention on the list, the first summary statement issued in March of that year reflects its deletion.¹⁰⁶

During the period under review, in accordance with rule 11 and the note by the President dated 30 August 2017, the Council continued the practice of reviewing the summary statement at the beginning of each year in order to determine whether the Council had concluded its consideration of any items.¹⁰⁷ In 2021, of the 17 items identified for deletion in January, three were deleted and 14 items were retained for one additional year at the request of Member States, as illustrated in table 9.¹⁰⁸

¹⁰⁴ [S/2017/507](#), annex, paras. 15 and 16.

¹⁰⁵ See, for example, [S/2021/10/add.1](#) and [S/2021/10/add.2](#).

¹⁰⁶ See [S/2017/507](#), annex, paras. 15 and 16.

¹⁰⁷ See [S/2021/10](#).

¹⁰⁸ See [S/2021/10/add.10](#).

Table 9

Items proposed for deletion from the summary statement in 2021

<i>Item</i>	<i>Date of first and last consideration</i>	<i>Status in March 2021</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 in Georgia	8 October 1992; 15 June 2009	Retained
General issues relating to sanctions	17 April 2000; 3 August 2017	<i>Deleted</i>
The situation in Côte d'Ivoire	20 December 2002; 30 June 2017	<i>Deleted</i>
Briefing by the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator	6 December 2007; 10 March 2017	<i>Deleted</i>
The situation in the Democratic People's Republic of Korea	22 December 2014; 11 December 2017	Retained

Items considered at Security Council meetings

Following the deletion of three items in March 2021, the Council remained seized of 66 items during the review period.¹⁰⁹ Of the 66 items, the Council considered 41 items at its formal meetings, of which 21 were country and region-specific and 20 were thematic. Council members also considered 31 items in the context of open videoconferences, of which 20 were country or region-specific and 11 were thematic. Council members considered a total of 44 items at meetings and videoconferences held in 2021, compared to 42 in 2020. Out of the 44 items, 23 addressed country-specific or regional situations and 21 addressed thematic or other issues.

Table 10 provides an overview of the items on the agenda of the Council and the items considered at formal meetings of the Council and discussed at open videoconferences in 2021.

Table 10

Items on the agenda of the Council and items considered at formal meetings and discussion at open videoconferences, 2021

<i>Item</i>	<i>Considered at a formal meeting</i>	<i>Discussed at open videoconference</i>
Country-specific and regional situations		
Africa		
Central African region	Yes	No
Letter dated 20 February 1958 from the representative of the Sudan addressed to the Secretary-General	No	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	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	No
Peace and security in Africa	Yes	Yes
Peace consolidation in West Africa	Yes	Yes
Reports of the Secretary-General on the Sudan and South Sudan	Yes	Yes
The situation concerning the Democratic Republic of the Congo	Yes	Yes
The situation concerning Western Sahara	Yes	No
The situation in Burundi	No	No
The situation in Côte d'Ivoire	No	No
The situation in the Great Lakes Region	Yes	Yes
The situation in Guinea-Bissau	No	No

¹⁰⁹ See [S/2021/10](#).

<i>Item</i>	<i>Considered at a formal meeting</i>	<i>Discussed at open videoconference</i>
The situation in Liberia	No	No
The situation in Libya	Yes	Yes
The situation in Mali	Yes	Yes
The situation in Somalia	Yes	Yes
The situation in the Central African Republic	Yes	Yes
Americas		
Letter dated 11 July 1960 from the Minister for Foreign Affairs of Cuba addressed to the President of the Security Council	No	No
Letter dated 31 December 1960 from the Minister for External Affairs of Cuba addressed to the President of the Security Council	No	No
Complaint by Cuba	No	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	No
Identical letters dated 19 January 2016 from the Permanent Representative of Colombia to the United Nations addressed to the Secretary-General and the President of the Security Council (S/2016/53)	Yes	Yes
The situation in the Bolivarian Republic of Venezuela	No	No
The question concerning Haiti	Yes	Yes
Asia		
The situation in Afghanistan	Yes	Yes
The situation in the Democratic People's Republic of Korea	No	No
The Hyderabad question	No	No
The India-Pakistan question	No	No
The situation in the India/Pakistan subcontinent	No	No
The situation in Myanmar	Yes	Yes
Europe		
The situation in Bosnia and Herzegovina	Yes	Yes
The situation in Cyprus	Yes	Yes
The situation in Georgia	No	No
Letter dated 28 February 2014 from the Permanent Representative of Ukraine to the United Nations addressed to the President of the Security Council (S/2014/136)	No	No
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)	No	Yes
Security Council resolutions 1160 (1998) , 1199 (1998) , 1203 (1998) , 1239 (1999) and 1244 (1999)	Yes	Yes
Letter dated 13 March 2018 from the Chargé d'affaires a.i. of the Permanent Mission of the United Kingdom of Great Britain and Northern Ireland to the United Nations addressed to the President of the Security Council (S/2018/218)	No	No

<i>Item</i>	<i>Considered at a formal meeting</i>	<i>Discussed at open videoconference</i>
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	No
The situation between Iran and Iraq	No	No
The situation concerning Iraq	Yes	Yes
The situation between Iraq and Kuwait	No	No
The situation in the Middle East	Yes	Yes
The situation in the Middle East, including the Palestinian question	Yes	Yes
<i>Total, country-specific and regional situations</i>	21 items	20 items
Thematic and other issues		
Briefing by the Chairperson-in-Office of the Organization for Security and Cooperation in Europe	No	Yes
Briefings by Chairs of subsidiary bodies of the Security Council	Yes	No
Briefing by the President of the International Court of Justice	Yes	No
Briefing by the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator	No	No
Briefing by the United Nations High Commissioner for Refugees	Yes	No
Children and armed conflict	Yes	Yes
Consideration of the draft report of the Security Council to the General Assembly	Yes	No
Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Yes	Yes
General issues relating to sanctions	No	No
Implementation of the note by the President of the Security Council (S/2017/507)	Yes	No
International Residual Mechanism for Criminal Tribunals	Yes	No
Maintenance of international peace and security	Yes	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	No
Non-proliferation	Yes	No
Non-proliferation/Democratic People's Republic of Korea	No	Yes
Non-proliferation of weapons of mass destruction	Yes	Yes
Peacebuilding and sustaining peace	Yes	No
The promotion and strengthening of the rule of law in the maintenance of international peace and security	No	No
Protection of civilians in armed conflict	Yes	Yes
Security Council mission	Yes	No
Small arms	Yes	No
Threats to international peace and security	Yes	Yes
Threats to international peace and security caused by terrorist acts	Yes	Yes

<i>Item</i>	<i>Considered at a formal meeting</i>	<i>Discussed at open videoconference</i>
United Nations peacekeeping operations	Yes	Yes
Women and peace and security	Yes	Yes
<i>Total, thematic and other issues</i>	20 items	11 items
<i>Total number of items on the agenda^a</i>	69 items	69 items
<i>Total number of items considered</i>	41 items	31 items

^a In 2021, the Council considered two items, entitled “Recommendation for the appointment of the Secretary-General of the United Nations” ([S/PV.8789](#)) and “Date of election to fill a vacancy in the International Court of Justice,” ([S/PV.8808](#)) that were not on the list of items of which the Council was seized.

C. Discussions concerning the agenda

During the period under review, Council members discussed the agenda and matters of which the Council was seized in several meetings and videoconferences. At the open videoconference held on 20 January 2021 in connection with the item entitled “The situation in the Middle East”, the representative of the United Kingdom stated that the Council needed to take the proper time to consider the political and humanitarian situations in the Syrian Arab Republic and return to separate meetings for each issue, as had been the Council’s practice over many years.¹¹⁰ The representative of the Russian Federation stated that separate meetings for each issue were already included in the February 2021 programme of work of the Council and proposed an understanding that there would be no mixing of the two files, as was often the case in previous meetings, when political and humanitarian files on Syria became practically indistinguishable, according to the statements of some Council members.

At the annual open debate on the working methods of the Council held on 16 June 2021, under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))”, the representative of China expressed concern with the swelling of the number of items before the Council and stated that it should maintain the continuity of its work priorities and be prudent when introducing new topics for consideration.¹¹¹ The representative of New Zealand, on behalf of 35 former elected members of the Council, opined that Council members should reflect on and have a frank discussion about the ever-increasing workload and

¹¹⁰ See [S/2021/75](#).

¹¹¹ See [S/PV.8798](#).

proliferation of meetings.¹¹² He added that, rather than scheduling routine meetings on every report of the Secretary-General, the Council should dedicate more resources to acute crisis situations. The delegation of Ukraine expressed the conviction that the Council should utilize its precious time more effectively, giving due attention to the issues on the agenda primarily aimed at upholding respect for the sovereignty, independence and territorial integrity of Member States, addressing and preventing armed conflicts, and facilitating the settlement of international disputes by peaceful means in accordance with Chapter VI of the Charter.

Concerning the working methods developed during the COVID-19 pandemic, the representative of the United Kingdom recognized how far the Council had adapted to challenging circumstances noting that there had been downsides that had affected the Council's capacity to fulfil its mandate, including to face new challenges.¹¹³ She further said that due to the objections of a single Council member, the Council had not held formal meetings via videoconference since March 2020 and that, without the procedural mechanisms for the resolution of disagreements, the Council had not been able to discuss new or existing agenda items more substantively or bring attention to issues in the open when needed. Similarly, the representative of Japan stated that requiring consensus for the adoption of agenda items in videoconferences hindered the Council's capacity to deal flexibly with impending issues and that there was no reason to apply different rules for agenda-setting in videoconferences.¹¹⁴

At the 8884th meeting held on 20 October 2021, in connection with agenda item entitled "The situation in the Great Lakes region", the Executive Secretary of the International Conference on the Great Lakes Region (ICGLR) highlighted the removal of Burundi from the agenda of the Council and the closure of the mission of the African Union human rights observers and military experts, which reflected the serious commitment of the ICGLR to deepen and consolidate democracy in the Great Lakes region.¹¹⁵ The representatives of China and India underlined that the successful removal of Burundi from the agendas of the Security Council and the African Union Peace and Security Council reflected the positive trajectory of the region's

¹¹² See [S/2021/572](#).

¹¹³ See [S/PV.8798](#).

¹¹⁴ See [S/2021/572](#).

¹¹⁵ [S/PV.8884](#), p. 5. The item entitled "The situation in Burundi," which was last considered by the Council at a formal meeting at its 8652nd meeting held on 30 October 2019 (see [S/PV.8652](#)), remained summary statement by the Secretary-General of matters of which the Council was seized (see [S/2021/10](#)).

development in the implementation of the Peace, Security and Cooperation Framework.¹¹⁶

Thanking Council members for removing Burundi from the Council's agenda, the representative of Burundi stated that his country had returned to peace and security and that the Government had put in place a national programme to capitalize on peace and social stability and promote economic growth.

In 2021, the agenda of the Council was also discussed in relation to the issue of climate and security in connection with the item entitled "Maintenance of international peace and security" (see cases 2 and 3).¹¹⁷

Case 2

Maintenance of international peace and security

On 23 February 2021, at the initiative of the United Kingdom, which held the presidency for the month,¹¹⁸ Council members held a high-level open videoconference in connection with the item entitled "Maintenance of international peace and security" focusing on climate and security.¹¹⁹ Opening the videoconference, the President of France said that the climate and security agenda needed to be structured, concerned prevention and effectiveness and justified referral to the Council and support for appointing a special envoy for climate security to coordinate all efforts. He expressed his support for having the Secretary-General report on an annual basis to the Council on the impact of climate on international security in order to foresee issues, make warnings and draft recommendations, so that the Council would be enabled to play its role. The President and Commander-in-Chief of the Defence Forces of Kenya noted that the climate and security nexus was already impacting Africa, whose files dominated the Council's agenda. The delegation of Belgium called for the mainstreaming of climate risk throughout the agenda of the Council. The delegation of Guatemala opined that, due to its primary responsibility for the maintenance of international peace and security, the Council should integrate climate-security assessments in all mandated reports of situations on its agenda. The delegation of Latvia

¹¹⁶ See [S/PV.8884](#).

¹¹⁷ See [S/2021/198](#), [S/PV.8864](#), [S/PV.8923](#) and [S/PV.8926](#). For more information about discussions on the connection between climate and security and the primary responsibility of the Council for the maintenance of international peace and security, see part V, sect. I.B.

¹¹⁸ A concept note was circulated by a letter dated 17 February 2021 ([S/2021/155](#)).

¹¹⁹ See [S/2021/198](#).

stated that integrating climate and security into the Council’s agenda, including with regard to its conflict prevention and peacebuilding efforts, would allow a more focused and efficient approach to many thematic issues. More specifically, the delegations of Austria, Slovenia and Spain argued for the inclusion of climate and security into the women and peace and security agenda of the Council, with El Salvador and Portugal also calling for this approach with respect to the protection of civilians and youth and peace and security agendas.

Other participants cautioned against the inclusion of climate and security as an item on the agenda of the Council. The representative of the Russian Federation stated that the Council had not addressed the issue of climate change in the context of its repercussions on international peace and security and had only considered country-specific cases in a range of States and regions, primarily on the African continent, where climate change and natural disasters had been said to be a major threat to stability and the root of related problems. He added that, therefore, climate and conflict could only be considered with regard to concrete country- and region-specific cases. The delegation of Argentina said that there was a need to promote adequate and flexible cooperation among the various bodies of the United Nations in accordance with the Charter mandates established for the specialized agencies, funds and programmes of the United Nations and that such cooperation must not be carried out in such a manner as to add the issue of climate change to the agenda of the Council.

Case 3

Maintenance of international peace and security

At the 8864th meeting, held on 23 September 2021, at the initiative of Ireland which held the presidency for the month,¹²⁰ the Council convened a high-level open debate under the item entitled “Maintenance of international peace and security” and sub-item entitled “Climate and security”.¹²¹ In his statement, the Taoiseach of Ireland, underlining the need to better understand the interplay between climate change and the country and regional situations on the Council’s agenda, said that the Council should invite the Secretary-General to submit a periodic report on

¹²⁰ A concept note was circulated by a letter dated 9 September 2021 ([S/2021/782](#)).

¹²¹ See [S/PV.8864](#) and [S/2021/815](#).

how climate change was threatening the maintenance of international peace and security.¹²² The Minister of the State and Minister for Foreign Affairs and Cooperation of Niger, as co-chair of the Informal Expert Group on Climate and Security alongside Ireland, considered the placement of the issue on the Council's agenda to be timely.¹²³ In a similar vein, the Minister for Foreign Affairs, Migration and Tunisians Abroad of Tunisia stated that the attention that the Council paid to climate and security when discussing them as items on its agenda reflected its conviction in the need to integrate those risks into the Council's work.¹²⁴ The representative of Portugal opined that the influence of climate change on security should be considered throughout the Council's horizontal agenda and that information gathered and shared by the Climate Security Mechanism across the United Nations system was crucial to that end.¹²⁵

In contrast, the representative of China said that the Council, on the basis of its mandate emanating from the Charter and its existing agenda, needed to get it right in terms of the manner and extent of its engagement in discussing and addressing issues related to climate and security.¹²⁶ He further emphasized the need for the Council to focus on climate-change-reduced risks under country specific agenda items and support United Nations specialized agencies in helping countries in conflict to better meet the challenge. The representative of the Russian Federation said that the persistent and insistent attempts to advance the premise of climate change as a threat to international peace and security in the Council agenda introduced a completely unnecessary political component to an already complicated and sensitive discussion.¹²⁷ He added that the inclusion or non-inclusion of any theme or issue on the Council's agenda should not be a gauge of its importance or relevance. Moreover, the question of climate change would not benefit in any way from incorporation into the Council's agenda and yet misunderstandings and duplications would be abundant in such a scenario. The representative of the Islamic Republic of Iran also stated that instead of placing climate change security risks on the agenda, the Council should allow relevant platforms to continue considering and properly addressing the issue.¹²⁸

¹²² See [S/PV.8864](#).

¹²³ Ibid.

¹²⁴ Ibid.

¹²⁵ See [S/2021/815](#).

¹²⁶ See [S/PV.8864](#).

¹²⁷ Ibid.

¹²⁸ See [S/2021/815](#).

IV. Representation and credentials

Note

Section IV 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 the members of the Council,¹²⁹ as well as when representatives of the newly elected members of the Council were designated prior to the

¹²⁹ See, for example, [S/2021/301](#), [S/2021/619](#), [S/2021/631](#) and [S/2021/1079](#).

beginning of each term.¹³⁰ In accordance with the letters dated 2 April and 7 May 2020 from the President of the Council, Council members continued to conduct videoconferences “in the spirit” of the provisional rules of procedure, which included ensuring that all Council members participating in a virtual discussion were represented by appropriately credentialed delegates, pursuant to rule 13.¹³¹

No discussions regarding the interpretation and application of rules 13 to 17 arose during the period under review. However, the issue of authorization to represent a Member State was raised in two meetings and one communication in relation to the situation in Bosnia and Herzegovina. At the 8790th meeting, held on 8 June 2021 under the item entitled “International Residual Mechanism for Criminal Tribunals”, the President of Serbia stated that the representative of the delegation of Bosnia and Herzegovina at the meeting, Mr. Sven Alkalaj, was not speaking on behalf of that country.¹³² In that regard, the President referred to a letter from the presiding Chairman of the Presidency of Bosnia and Herzegovina which said that the statement of the representative of Bosnia and Herzegovina did not have the real consent of the Presidency and that it was only a private opinion.

At the 8810th meeting, held on 29 June 2021 under the item entitled “The situation in Bosnia and Herzegovina”, the representative of the Russian Federation recalled the letter from the Chairman of the Presidency of Bosnia and Herzegovina and questioned whether the statement of the Minister for Foreign Affairs of Bosnia and Herzegovina made at the meeting reflected the position of all constituent entities of Bosnia and Herzegovina as it had, according to the letter, not been agreed with all the entities of that country.¹³³ In a subsequent remark, responding to a question from the Minister for Foreign Affairs of Bosnia and Herzegovina as to whether he was authorized to ask the question he had posed, the representative of the Russian

¹³⁰ For the reports of the Secretary-General concerning the credentials of the representatives and deputies and alternate representatives of members of the Security Council elected for the periods of 2021 to 2022 and 2022 to 2023, see [S/2020/1318](#) and [S/2021/1111](#).

¹³¹ See [S/2020/273](#) and [S/2020/372](#).

¹³² See [S/PV.8790](#).

¹³³ See [S/PV.8810](#). In a letter dated 2 July 2021 addressed to the President of the Council, the Permanent Representative of the Russian Federation transmitted a letter from the Chairman of the Presidency of Bosnia and Herzegovina dated 7 June 2021, by which the latter informed Council members that Ms. Bisera Turković, Minister for Foreign Affairs of Bosnia and Herzegovina, did not have the authorization to address the Council at its meeting scheduled for 29 June 2021 ([S/2021/624](#)).

Federation stated that he was fully authorized to speak on behalf of the Russian Government and that he had submitted his credentials to the Secretary-General.

V. Presidency

Note

Section V 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 2021, there were no instances of the application of rule 20.

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

During the period under review, 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 continuing to preside over meetings of the Council, informal consultations of the whole and informal interactive dialogues, the President of the Council also presided over videoconferences held in lieu of in-person meetings during the period under review. In accordance with rule 18 and the note by the President dated 30 August 2017,¹³⁴ the President continued to perform several other functions under the authority of the Council, including: (a) briefing non-members of the Council and the media on the monthly programme of work at the beginning of the month and holding “wrap-up” sessions with non-Council members and briefings with the media at the end of the presidency; (b) representing the Council and delivering statements on its behalf, including the presentation of the annual report of the Council to the General Assembly;¹³⁵ (c) holding monthly meetings with the Secretary-General and the President of the General Assembly; and (d) delivering statements

¹³⁴ See [S/2017/507](#).

¹³⁵ At the 8781st meeting, held on 27 May 2021 (see [S/PV.8781](#)), the Council issued a note by the President (see [S/2021/500](#)), adopting its report to the General Assembly covering the period from 1 January to 31 December 2020 (see [A/75/2](#)). The report was introduced to the General Assembly at the 78th plenary meeting of its 75th session on 11 June 2021 by the President of the Council for the month of June (Estonia). See also part IV, sect. I.F.

or elements to the press following informal consultations of the whole, as well as closed videoconferences or whenever Council members reached an agreement on a text.¹³⁶

In 2021, the Council issued two notes by the President addressing the presidency's role in the implementation of the working methods. In a note by the President issued on 21 July 2021, Council members were encouraged to implement all provisions contained in the note by the President of the Council dated 30 August 2017 and the additional eight notes adopted in December 2019,¹³⁷ on the working methods of the Council and, to this end, recognized the important role played by the President in facilitating and securing their implementation.¹³⁸ Council members also recognized that the practice of circulating written monthly commitments at the beginning of the presidency could be useful to enhance the effectiveness, efficiency and transparency of the Council and invited each presidency to consider preparing and broadly distributing written monthly commitments at its discretion. In another presidential note issued on the same day, Council members recognized, without prejudice to the role of the experts, that those who coordinate the monthly activities of the respective missions on the Council were critical to securing the implementation of the note by the President dated 30 August 2017 and all subsequently adopted notes.¹³⁹

All presidencies during the period under review held wrap-up sessions, via videoconference from January to April and in person from May to December 2021. In accordance with the note by the President dated 27 December 2019,¹⁴⁰ some of the wrap-up sessions held in 2021 utilised the "Toledo-style" format whereby members of the Council presented the activity of the Council for the month jointly and in an interactive manner.¹⁴¹ Council members also continued to submit, in their national capacities, monthly assessments providing an overview of the work of the Council during their presidencies.¹⁴²

¹³⁶ Not all statements to the press are issued as a result of informal consultations or closed videoconferences. Council presidencies referred to the practice of delivering press statements and elements to the press in their respective monthly assessments (see, for example, [S/2021/683](#), [S/2021/938](#), [S/2021/1014](#), [S/2021/1032](#), [S/2021/1060](#), [S/2021/1084](#) and [S/2022/174](#)).

¹³⁷ See [S/2019/990](#), [S/2019/991](#), [S/2019/992](#), [S/2019/993](#), [S/2019/994](#), [S/2019/995](#), [S/2019/996](#) and [S/2019/997](#)

¹³⁸ See [S/2021/647](#).

¹³⁹ See [S/2021/646](#).

¹⁴⁰ See [S/2019/994](#).

¹⁴¹ See, for example, the letter dated 26 July 2021 from the Permanent Mission of China addressed to the President of the Council transmitting the monthly assessment of its presidency in May 2021, with reference to the wrap-up session held in person ([S/2021/683](#)).

¹⁴² As of the date of this publication, seven out of the twelve monthly presidencies submitted monthly assessments: [S/2021/1014](#), [S/2021/1060](#), [S/2021/1084](#), [S/2021/683](#), [S/2021/1032](#), [S/2021/938](#) and [S/2022/174](#).

In 2021, Council presidencies continued the practice of circulating among Council members, at the beginning of the month, written monthly commitments providing a list of priorities and measures to ensure and enhance transparency, efficiency and effectiveness in the work of the Council. Some of the priorities and measures included in the 11 monthly working methods commitments circulated in 2021 included encouraging briefers and speakers to limit the duration of their statements, promoting interactive discussions in informal consultations, encouraging outcome-oriented discussions including through press elements after consultations, and engaging and consulting with Member States concerned with the issues on the Council's agenda. In September 2021, the delegations of Ireland, Kenya and Mexico circulated a statement of shared commitments, as a "Security Council Presidency Trio for Women, Peace and Security", to make the women and peace and security agenda a top priority during their respective presidencies in September, October and November 2021. To that end, the three presidencies committed to, among other measures, striving towards gender parity among briefers to the Council, requesting the inclusion of gender analysis in briefings, ensuring strong representation of women civil society briefers in Council meetings, heightening the visibility of Council discussions by holding women and peace and security press stakeouts, ensuring that Council products integrated strong women and peace and security language and reflecting women and peace and security highlights and recommendations during the monthly wrap-up meetings with the wider membership. The commitments of the "Trio" were subsequently built upon with new joint commitments on the women and peace and security agenda submitted by Niger, as presidency of the Council in December 2021, together with Norway, the United Arab Emirates, the United Kingdom, Albania and Brazil, as respectively future presidencies for the months of January, March, April, June and July 2022.

Following the procedure envisaged in the note by the President dated 30 August 2017, the introduction to the annual report of the Council to the General Assembly for 2020 was prepared under the coordination of Niger, e President of the Council for the month of September 2020, given that Germany, President of the Council in July 2020, left the Council at the end of 2020 and the responsibility then devolved on the Council member next in English alphabetical order not leaving the Council that year.¹⁴³

¹⁴³ See [S/2017/507](#), annex, para. 127. For more information, see part IV, sect. I.F. See also [S/PV.8781](#).

In 2021, Council presidencies continued to take the initiative of bringing to the attention of the Council emerging and evolving issues related to international peace and security by organizing meetings or open videoconferences under thematic items, sometimes adding new sub-items or proposing new topics. In most cases, Council presidencies transmitted concept papers in their national capacities to guide the discussion.¹⁴⁴ In a letter dated 2 June 2021, the Permanent Representatives of Estonia and Saint Vincent and the Grenadines jointly transmitted a concept note for the annual open debate on the Council’s working methods, held on 16 June 2021 during the presidency of Estonia and under the item entitled “Implementation of the Note by the President of the Security Council ([S/2017/507](#))”.¹⁴⁵ Furthermore, in the letter dated 4 June 2021, the Permanent Representative of China transmitted a summary of the Arria-formula meeting held during its presidency on 17 May 2021 on the impact of emerging technologies on international peace and security.¹⁴⁶

During the period under review, the role of the presidency was referred to in one communication to the Council. In a letter dated 8 February 2021 addressed to the President of the Council, on behalf of the Accountability, Coherence and Transparency group, the Permanent Representatives of New Zealand and Switzerland provided Council members with recommendations on how to improve upon the adaptations to the Council’s working methods made during the COVID-19 pandemic.¹⁴⁷ In that regard, among other measures, the group

¹⁴⁴ See, for example, the letter dated 1 July 2021 from the Permanent Representative of France addressed to the Secretary-General ([S/2021/618](#)) transmitting a concept note on the sub-item of “Preserving humanitarian space” prior to the 8822nd meeting of the Council held on 16 July 2021 ([S/PV.8822](#)); the letter dated 26 July 2021 from the Permanent Representative of India addressed to the Secretary-General ([S/2021/681](#)) transmitting a concept note on the sub-item of “Protecting the protectors: technology and peacekeeping” prior to the 8838th meeting of the Council held on 18 August 2021 ([S/PV.8838](#)); and the letter dated 24 September 2021 from the Permanent Representative of Ireland addressed to the President of the Security Council ([S/2021/892](#)) transmitting a concept note on the sub-item “The impact of the diversion and trafficking of arms on peace and security” prior to the 8909th meeting held on 22 November 2021 ([S/PV.8909](#)). See also, for example, the letter dated 17 February 2021 from the Permanent Representative of the United Kingdom addressed to the Secretary-General ([S/2021/155](#)) transmitting a concept note on the theme “Maintenance of international peace and security: climate and security” prior to the videoconference held on 23 February 2021 ([S/2021/198](#)); the letter dated 19 March 2021 from the Permanent Representative of Viet Nam addressed to the Secretary-General ([S/2021/284](#)) on the theme “Mine action and sustaining peace: stronger partnerships for better delivery” prior to the videoconference held on 8 April 2021 ([S/2021/346](#)); and the letter dated 2 May 2021 from the Permanent Representative of China addressed to the Secretary-General ([S/2021/420](#)) transmitting a concept note on the theme “Peace and Security in Africa: addressing root causes of conflict while promoting post-pandemic recovery in Africa” prior to the videoconference held on 19 May 2021 ([S/2021/490](#)).

¹⁴⁵ See [S/2021/527](#). See also letter dated 7 October 2021 from the Permanent Representative of Saint Vincent and the Grenadines addressed to the President of the Council (see [S/2021/860](#)) transmitting an analytical summary of the annual open debate (see [S/PV.8798](#) and [S/2021/572](#)).

¹⁴⁶ See [S/2021/531](#).

¹⁴⁷ See [S/2021/121](#).

invited the Council to agree to press elements after every virtual meeting to enhance the transparency of its deliberations, to continue the practice of organizing, under the leadership of the presidency, virtual information and interaction sessions with Member States on the Council's programme of work (briefing on the programme of work), as well as on the Council's activities during the month (wrap-up session), as well as to display on the Council's website a President's addendum to the programme of work, containing the meetings of the subsidiary bodies and any informal Council meetings not included in the programme of work. Beyond the working methods developed during the COVID-19 pandemic, Council presidencies were also encouraged to institutionalize the practice of issuing a letter on the working methods for the month, including concrete commitments that they would pursue to enhance the effectiveness, efficiency, inclusivity and transparency in the Council's work.

B. Discussions concerning the presidency of the Security Council

In 2021, aspects of the presidency of the Council were discussed during Council meetings and open videoconferences. At an open videoconference held on 19 April 2021, in connection with the item entitled "Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security", the President of Kenya affirmed that the Council and particularly the presidencies and penholders should undertake more comprehensive consultations and build on regional efforts highlighting the need to recognize and support regional peacekeeping organs.¹⁴⁸ He added that regional and subregional organizations had a greater stake in a conflict and provided proximity and insights critical in conflict resolution.

At an open videoconference, held on 16 May 2021, in connection with the item entitled "The situation in the Middle East, including the Palestinian question", the Permanent Observer of the League of Arab States commended the efforts of China during its presidency in May 2021 to ensure that the Council played its intended role of maintaining international peace and security in the Middle East in the wake of the situation in Jerusalem and the Gaza Strip.¹⁴⁹

¹⁴⁸ See [S/2021/394](#).

¹⁴⁹ See [S/2021/480](#).

At the 8886th meeting, held on 21 October 2021 under the item entitled “Women and peace and security”, the Minister of State for Overseas Development Aid and Diaspora of Ireland said that, given the agreement among Ireland, Mexico and Kenya to form a “Trio of Women and Peace and Security presidencies”, he was especially pleased to be giving expression to their shared commitment to advancing that agenda.¹⁵⁰ The Minister also recalled that Ireland placed women civil society briefers at the heart of its presidency in September 2021 and the risks faced by civil society briefers who spoke to the Council. The representative of Estonia welcomed the women and peace and security “trio” presidency and its aim to set the topic at the very centre of each discussion of the Council, including through country briefings dedicated to women and peace and security, heightened visibility, and the systematic integration of women and peace and security language in Council decisions.

At the 8926th meeting, held on 13 December 2021 under the item entitled “Maintenance of international peace and security”, the representative of the Russian Federation questioned why a draft resolution on climate and security was being put to a vote, noting that there was no consensus on the draft and that the President of the Council had received a number of letters from members and non-members of the Council in that regard.¹⁵¹ He called on the presidency not to sow discord within the Council on such an important subject and said that it was the responsibility of the presidency to push towards effective decisions at the Council. The draft resolution, which was submitted by 113 Member States, was subsequently not adopted owing to the negative vote of a permanent member of the Council.¹⁵²

The role of the presidency of the Council was also referred to in greater detail during the annual open debate on the working methods of the Council held on 16 June 2021 under the item the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))” (see case 4).

¹⁵⁰ See [S/PV.8886](#).

¹⁵¹ See [S/PV.8926](#).

¹⁵² For further information on the discussion, see part I, sect. I, sect. 34.

Case 4

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

At the 8798th meeting of the Council, held on 16 June 2021 at the joint initiative of Estonia, which held the presidency of the Council for the month, and Saint Vincent and the Grenadines, whose Permanent Representative held the Chair of the Informal Working Group on Documentation and Other Procedural Questions, the Council convened an open debate on its working methods under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))” focused on the theme of “Agility and innovation: lessons for the future from the coronavirus (COVID-19) pandemic”.¹⁵³

In her briefing, the Chair of the Informal Working Group noted that through a series of letters, beginning with the presidency of China in March 2020, which was built upon by successive presidencies, the Council adapted its working methods to the circumstances of the COVID-19 pandemic in order to maintain its effective functioning.¹⁵⁴ The Council continued to convene uninterruptedly both in person and via videoconference to negotiate and adopt resolutions and to maintain engagement with other United Nations organs and the wider United Nations membership, particularly through the monthly briefings on the programme of work and wrap-up sessions. Affirming that the Informal Working Group remained a critical framework for assessing and improving the working methods, the Chair highlighted that under the standing agenda item of the Working Group, “Implementation of the note by the President of the Security Council dated 30 August 2017 ([S/2017/507](#)): Reflections from past presidencies and proposals for future action”, Council presidencies were given the opportunity to reflect on the working methods during their respective months, assess some of the best practices, challenges and areas for further improvement. In her statement, Ms. Loraine Sievers, co-author of the fourth edition of *The Procedure of the UN Security Council*, highlighted the critical role of the President of the Council during the pandemic and noted that the role could continue to be strengthened, not only individually, but in cooperation with other presidencies.¹⁵⁵

¹⁵³ See [S/PV.8798](#) and [S/2021/572](#). A concept note was circulated by a letter dated 2 June 2021 ([S/2021/527](#)).

¹⁵⁴ See [S/PV.8798](#).

¹⁵⁵ Ibid.

Members and non-members of the Council also reflected on the role of the presidency of the Council in the implementation of the Council's working methods and ensuring transparency vis-à-vis the wider membership, namely through the holding of wrap-up sessions and the annual report to the General Assembly. For example, the representative of Kenya, speaking on behalf of the elected members of the Council, said that the monthly presidency had a particular role to play in contributing to the promotion of transparency of the Council's work through the engagement with the wider membership, the media, civil society and other stakeholders, which included briefings on the programme of work, conducting wrap-up sessions and producing monthly assessments.¹⁵⁶ He welcomed the growing practice of presidencies making and publicizing monthly commitments on the implementation of the note by the President dated 30 August 2017 and the eight working methods-related notes of 2019, and emphasized the key role of presidencies in creating and testing new practices. The representative of China called for stronger coordination between incoming and outgoing presidencies to maintain coherence and consistency in working priorities.¹⁵⁷ He also highlighted that during its Presidency in May 2021, China consulted extensively and listened to the comments and suggestions of concerned countries and regional organizations on hotspot issues. China also communicated and coordinated with the Presidents of the General Assembly and the Economic and Social Council, as well as the Secretary-General, with good results. The representative of France recalled that his delegation established common working methods with the presidencies of Council members from the European Union, namely Estonia and Ireland.¹⁵⁸

In his written statement, the representative of Austria commended a voluntary commitment to best practices concerning working methods by several presidencies such as Estonia, France and Ireland, expressing gratitude to Council members for organizing monthly briefings on the programme of work and wrap-up sessions as a widely established monthly practice.¹⁵⁹ Nonetheless, he added that there was room for improvement to render these meetings more efficient and substantial. The delegation of Malta stated that the fact the efforts were made to ensure that the presentation of priorities at the beginning of each presidency and the wrap-up sessions at the end continued virtually and were very well attended during the pandemic showed

¹⁵⁶ Ibid.

¹⁵⁷ Ibid.

¹⁵⁸ Ibid.

¹⁵⁹ See [S/2021/572](#).

that they were appreciated and of added value to the wider membership.¹⁶⁰ Similarly, the representative of Singapore stated that the monthly letters from the President of the Council on the working methods during the COVID-19 pandemic showed that the Council was transparent in explaining its modified practices and was taking its working methods seriously.¹⁶¹ He also commended the Council for regularizing the introductory and wrap-up sessions of each presidency and for formalizing them in the monthly programme of work. On behalf of 35 former elected members of the Council, the representative of New Zealand encouraged Council Presidents to include, in the interest of transparency and visibility, all informal meetings on the monthly programme of work and to continue efforts to make the programme as user-friendly as possible for the wider membership.¹⁶² The representative also encouraged the President to conduct regular engagement with other heads of principal United Nations organs. As a means of enhancing their access to the Council, the delegation of Cyprus proposed that an informal channel be established between the Council, perhaps through its President, and directly affected Member States.¹⁶³

More specifically on wrap-up sessions, the delegation of Switzerland, on behalf of the Accountability, Coherence and Transparency group, highlighted the positive trend of addressing issues related to working methods during opening and wrap-up sessions, including with the direct participation of the Chair of the Informal Working Group, and called on the Council to keep this positive momentum and focus on the constant improvement of working methods as it moved back to the Council Chamber.¹⁶⁴ Furthermore, the group called on the Council to continue the positive momentum towards the continued institutionalization of wrap-up sessions and work towards the improvement of the well-established format with regard to the interactivity and substance of discussions, as well as to draw from the proposals contained in the group's non-paper on wrap-up sessions of 14 June 2011. The representative of New Zealand, speaking on behalf of 35 former elected members of the Council, encouraged Council members to be as candid and interactive as possible in the start-of-presidency briefings and end-of-presidency wrap-up sessions. He further called on Council members to consider other ways throughout the

¹⁶⁰ Ibid.

¹⁶¹ Ibid.

¹⁶² Ibid.

¹⁶³ Ibid.

¹⁶⁴ Ibid.

month to keep the wider membership updated on the Council's work and outcome documents under consideration. The delegation of Ukraine underlined the need to find ways to seek the input of Member States on issues on which they would like Council members to reflect during such wrap-up sessions.¹⁶⁵

Recognizing the progress made by the Council in the elaboration and subsequent submission to the General Assembly of the report on its work for 2020, the delegation of El Salvador called for the continued timely publication of the assessments on the activities of each of the monthly presidencies with an analysis of situations, including threats that could pose a risk to international peace and security.¹⁶⁶ The delegation of Ukraine encouraged the timely issuance of monthly assessments, as they constituted a valuable source for preparing annual reports.¹⁶⁷ The representative of Argentina encouraged presidencies to complete their monthly assessments on time and to give them the serious consideration they deserved.¹⁶⁸

¹⁶⁵ Ibid.

¹⁶⁶ Ibid.

¹⁶⁷ Ibid.

¹⁶⁸ Ibid.

VI. Secretariat

Note

Section VI 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.¹⁶⁹

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.

¹⁶⁹ For specific instances in which the Secretary-General was requested or authorized by the Security Council to carry out other functions in accordance with Article 98, see part VI.

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 oral briefings and written reports to the Council, as requested. The Council continued to request briefings by senior officials from the Secretariat.

In 2021, the Secretariat maintained a key role in supporting the implementation of the working methods developed during the COVID-19 pandemic, including the holding of videoconferences, carrying out the written voting procedure and, as of 25 May 2021, the resumption of in-person meetings in accordance with the necessary health and safety guidelines.¹⁷⁰

The various functions of the Secretariat were addressed in several meetings and open videoconferences, communications to the Council as well as a note by the President regarding its working methods.

At an open videoconference held on 6 January 2021 in connection with the item entitled “Maintenance of international peace and security” focused on the challenges of maintaining peace and security in fragile contexts, the representative of Belgium expressed support for the

¹⁷⁰ For more information on the working methods of the Council developed during the COVID-19 pandemic, see sect. I.

Council to regularly receive ad hoc briefings by the Secretariat outlining the risks for certain countries or regions for triggering or exacerbating root causes of fragility, conflict or humanitarian crises, while taking into account elements of conflict sensitivity.¹⁷¹

At an open videoconference held on 11 March 2021, in connection with the item entitled “Maintenance of international peace and security” focused on conflict and food security, the representative of Guyana stated that in order to eradicate food insecurity, the underlying causes of conflict must be addressed and called on the Council to reinforce early-warning systems established by resolution [2417 \(2018\)](#), which required the Council to be briefed about the risk of conflict-induced famine and widespread food insecurity in armed conflict contexts and take the appropriate action to ensure peace and food security, as well as physical security.¹⁷² To that end, she urged the Secretariat and all Member States to closely monitor such situations and report those matters to the Council without delay.

At the 8798th meeting of the Council held on 16 June 2021, under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))”, the representative of China expressed support for the idea of facilitating newly elected Council members in performing their duties and, with the support of the Secretariat, strengthening capacity-building including by helping elected members familiarize themselves in advance with the work of the Council and its subsidiary organs.¹⁷³ The delegation of Guatemala stated that holding consultations between the Council, the Secretariat and the countries that contributed troops and police forces, as indicated in section VIII of the note by the President of the Security Council dated 30 August 2017,¹⁷⁴ was paramount for the implementation of the mandates decided by the Council.¹⁷⁵ The representative of Kuwait, highlighting the importance of striking a balance between transparency and efficiency, stated that the Secretariat, penholder or President could advise on the desirability of holding meetings on the basis of mandated reporting cycles and decide whether to hold a Council meeting that particular month. The delegation of Latvia stated that both the Council and the Secretariat should share their responsibility in order to improve and implement procedures in order to ensure business continuity in the Council during

¹⁷¹ See [S/2021/24](#).

¹⁷² See [S/2021/250](#).

¹⁷³ See [S/PV.8798](#).

¹⁷⁴ See [S/2017/507](#).

¹⁷⁵ See [S/2021/572](#).

unexpected crises. Commending the regular discussions of the Council under the leadership of Saint Vincent and the Grenadines as the Chair of the Informal Working Group on Documentation and Other Procedural Questions towards improving the working methods of the Council, the representative of New Zealand, speaking on behalf of 35 former elected members of the Council, encouraged continued discussions with the Secretariat to draw lessons from the Council's experience during the COVID-19 pandemic, look at improving the current circumstances and put in place adequate contingency planning for similar future challenges.

At the 8906th meeting held on 16 November 2021, under the item entitled "Maintenance of international peace and security" and the sub-item entitled "Peace and security through preventive diplomacy: a common objective to all the principal organs of the United Nations", the representative of Norway said that in order to facilitate early responses, the Council's situational awareness needed to be improved.¹⁷⁶ In that connection, there was a key role for the Secretariat and the United Nations system briefers to use their interactions with the Council to bring emerging issues to its attention and sound the alarm.

At the 8923rd meeting held on 9 December 2021, under the item entitled "Maintenance of international peace and security" and the sub-item entitled "Security in the context of terrorism and climate change", the representative of the United States said that only the Council could ensure that the security impacts of climate change were integrated into the critical work of conflict prevention and mitigation, peacekeeping, peacebuilding, disaster reduction and humanitarian response.¹⁷⁷ She further affirmed that it was the responsibility of the Council to ensure that it, and through it the Secretariat, had the tools and data necessary to confront one of the century's greatest and fastest growing threats to peace and security.

At the 8930th meeting held on 14 December 2021, under the item entitled "Non-proliferation", the representative of the Russian Federation expressed serious concern about the illegitimate practice of the Secretariat to conduct "so-called investigations" within the framework of resolution [2231 \(2015\)](#), recalling that its mandate in that area was of a purely administrative and technical character, as enshrined in the note by the President of the Security Council dated 16 January of 2016.¹⁷⁸ He noted that the entity established to facilitate resolution [2231 \(2015\)](#)

¹⁷⁶ See [S/PV.8906](#).

¹⁷⁷ See [S/PV.8923](#).

¹⁷⁸ See [S/PV.8930](#). See also [S/2016/44](#).

was not a sanctions committee and had no right to collect or analyse information as well as any authority to send requests to Member States for information. The representative of the United States supported the Secretariat's continued reporting on the implementation of the measures set out in resolution [2231 \(2015\)](#) and encouraged the Secretariat to continue to investigate incidents for possible violations of the resolution.¹⁷⁹

In the note by the President issued on 12 July 2021, Council members amended paragraph 142 of the note by the President dated 30 August 2017,¹⁸⁰ and invited the Secretariat to continue to take appropriate measures to familiarize all members with the work of the Council and its subsidiary bodies, including by providing briefing materials and holding seminars before newly elected members of the Council begin to attend Council meetings and, to the extent feasible, by keeping a register of available training opportunities that were being offered.¹⁸¹

Finally, in a letter dated 8 February 2021 addressed to the President of the Council, the Permanent Representatives of New Zealand and Switzerland, on behalf of the Accountability, Coherence and Transparency group, and in connection with the working methods of the Council developed during the COVID-19 pandemic, invited the Council to explore ways to enable video and/or direct participation by non-Council members in virtual open debates and expressed trust that the Secretariat would provide the necessary technological support to enable that to take place.¹⁸²

¹⁷⁹ See [S/PV.8930](#).

¹⁸⁰ See [S/2017/507](#).

¹⁸¹ See [S/2021/645](#).

¹⁸² See [S/2021/121](#).

VII. Conduct of business

Note

Section VII 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 2021, no explicit reference was made to rules 27, 29 and 30 in the meetings of the Council. In accordance with the letters from the President of the Council dated 2 April and 7 May 2020, Council members continued to conduct videoconferences “in the spirit of the Council’s provisional rules of procedure” including those under chapter VI, entitled “Conduct of business”.¹⁸³

During the period under review, the President of the Council continued to regularly request speakers to limit their statements in Council meetings to four or five minutes in accordance with the note by the President dated 30 August 2017.¹⁸⁴ For example, at the 8900th meeting held on 9 November 2021, before giving the floor to non-Council members, the President reminded all speakers to limit their statements to no more than four minutes and noted that the red light on the collar of the microphone would begin to flash after the time had elapsed.¹⁸⁵ Following previous practice, during the period under review, joint statements were

¹⁸³ See [S/2020/273](#) and [S/2020/372](#).

¹⁸⁴ See [S/2017/507](#), para. 22. See also, for example, [S/PV.8886](#) and [S/PV.8886 \(Resumption 1\)](#); [S/PV.8900](#) and [S/PV.8900 \(Resumption 1\)](#); [S/PV.8906](#) and [S/PV.8906 \(Resumption 1\)](#); [S/PV.8909](#) and [S/PV.8909 \(Resumption 1\)](#); [S/PV.8923](#) and [S/PV.8923 \(Resumption 1\)](#).

¹⁸⁵ See [S/PV.8900](#).

delivered by Council members,¹⁸⁶ and non-Council members invited to participate in Council meetings and videoconferences.¹⁸⁷ Moreover, briefers were also often encouraged to be succinct and to limit their remarks to five to seven minutes.¹⁸⁸

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 a draw. In addition, the President of the Council delivers his or her national statement last of all Council members.¹⁸⁹ However, in certain cases, the speaking order is established by the use of a sign-up sheet, and the President of the Council may make his or her national statement before the other members take the floor.¹⁹⁰

¹⁸⁶ In 2021, in a number of instances, the representatives of Kenya, Niger and Tunisia and Saint Vincent and the Grenadines delivered joint statements on behalf of the three African members of the Council with Saint Vincent and the Grenadines (referred to as “A3+1”) (see, for example, [S/PV.8779](#) and [S/PV.8787](#)). In several instances, Council members also delivered joint statements as co-penholders on a particular issue (see, for example, [S/PV.8803](#), [S/PV.8841](#), [S/PV.8861](#), [S/2021/315](#), [S/2021/418](#) and [S/2021/506](#)). At the 8798th meeting held on 16 June 2021 under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))”, the representative of Kenya delivered a statement on behalf of the elected member of the Council, Estonia, India, Ireland, Kenya, Mexico, the Niger, Norway, Saint Vincent and the Grenadines, Tunisia and Viet Nam (see [S/PV.8798](#)).

¹⁸⁷ For example, at the 8886th meeting, held on 21 October 2021 under the item entitled “Women and peace and security”, the representative of Canada spoke on behalf of the Group of Friends of Women, Peace and Security; the representative of Australia spoke on behalf of the MIKTA Group of countries (Mexico, Indonesia, the Republic of Korea, Turkey and Australia) (see [S/PV.8886](#)); the representative of Sweden spoke on behalf of the Nordic countries (Denmark, Iceland, Norway, Sweden and Finland) (see [S/PV.8886 \(Resumption 1\)](#)); at the 8906th meeting, held on 16 November 2021 under the item entitled “Maintenance of international peace and security”, the representative of Finland delivered a joint statement on behalf of the Nordic countries (Denmark, Iceland, Norway, Sweden and Finland) (see [S/PV.8906](#)); the representative of the Bolivarian Republic of Venezuela spoke on behalf of the Group of Friends in Defence of the Charter of the United Nations; and the representative of Azerbaijan delivered a statement on behalf of the Non-Aligned Movement (see [S/PV.8906 \(Resumption 1\)](#)); at the 8923rd meeting, held on 9 December 2021 under the item entitled “Maintenance of international peace and security”, the representative of Germany spoke on behalf of the Group of Friends on Climate and Security; the representative of Sweden spoke on behalf of the the Nordic countries (Denmark, Finland, Iceland, Sweden and Norway) (see [S/PV.8923 \(Resumption 1\)](#)). Non-Council members also submitted joint statements in connection with open videoconferences. For example, in connection with an open videoconference on “The situation in the Middle East, including the Palestinian question” held on 22 April 2021, the delegation of Azerbaijan submitted a written statement on behalf of the Non-Aligned Movement (see [S/2021/404](#)); in connection with an open videoconference on “Peace and security in Africa” held on 19 May 2021, the delegation of Canada submitted a statement on behalf of Canada, Australia and New Zealand; and the delegation Denmark submitted a statement on behalf of the Nordic countries (Denmark, Iceland, Norway, Sweden and Finland) (see [S/2021/490](#)); in connection with an open videoconference on “Protection of civilians in armed conflict” held on 25 May 2021, the delegation of Spain submit a written statement on behalf of the co-penholders on resolution [2286 \(2016\)](#), Egypt, Japan, New Zealand, Uruguay and Spain and the delegation of Switzerland submitted a statement on behalf of the Group of Friends on the Protection of Civilians in Armed Conflict (see [S/2021/505](#)).

¹⁸⁸ See, for example, [S/PV.8874](#).

¹⁸⁹ See [S/2017/507](#), paras. 24 and 25.

¹⁹⁰ *Ibid.* For example, at the 8906th meeting, held on 16 November 2021 under the item entitled “Maintenance of international peace and security”, the representative of Mexico (President of the Council) took the floor and delivered his national statement after the briefers, namely the Presidents of the General Assembly, the Economic and Social Council and the International Court of Justice, but before the other members of the Council (see [S/PV.8906](#)); at the 8911th meeting, held 23 November 2021 under the item entitled “The situation in Libya”, the representative of

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 them to make an introductory or explanatory presentation.¹⁹¹ When an unscheduled or emergency meeting is convened, the President may adjust the list of speakers so that the delegation that requested the meeting can speak before other Council members in order to present the rationale for convening the meeting.¹⁹² The President may also inscribe first the Chairs of the subsidiary bodies of the Council when they present their work, as was the case on several occasions during the period under review.¹⁹³ In the letters from the President dated 2 April and 7 May 2020, it was established that, following general practice, the order of speakers of Council members in videoconferences during the COVID-19 pandemic continued to be established by a draw.¹⁹⁴

Following established practice, the list of speakers was adjusted according to protocol when high-level officials were representing Council members at a meeting.¹⁹⁵ In 2021, consistent with past practice under these items and in line with the note by the President dated 30 August 2017, non-members of the Council having a direct interest in the matter under consideration

Mexico (President of the Council) took the floor and delivered his national statement after the briefer, the Prosecutor of the International Criminal Court, but before the other members of the Council (see [S/PV.8911](#)).

¹⁹¹ See [S/2017/507](#), annex, para. 26. For example, at the 8817th meeting, held on 9 July 2021 under the item entitled “The situation in the Middle East”, the representative of the United States, as a co-penholder of resolution [2585 \(2021\)](#), on the reauthorization of the Syria cross-border humanitarian mechanism which was adopted at the meeting, took the floor first after the vote to provide introductory remarks (see [S/PV.8817](#)). at the 8896th meeting, held on 3 November 2021 under the item entitled “The situation in Bosnia and Herzegovina”, the representative of France, as penholder of resolution [2604 \(2021\)](#) which was adopted at the meeting, took the floor first after the vote to provide explanatory remarks (see [S/PV.8896](#)).

¹⁹² See [S/2017/507](#), annex, para. 26. For example, at the 8875th meeting, held on 6 October 2021 under the item entitled “Peace and security in Africa”, the representative of Ireland, having requested a Council meeting to discuss the expulsion of the United Nations leadership from Ethiopia, delivered a statement after the Secretary-General, but before the other members of the Council (see [S/PV.8875](#)).

¹⁹³ See [S/2017/507](#), annex, para. 27. For example, at the 8918th meeting, held on 6 December 2021 under the item entitled “The situation concerning the Democratic Republic of the Congo”, the representative of Niger (President of the Council) spoke before the other members of the Council and briefed the Council in his capacity as Chair of the Committee established pursuant to resolution [1533 \(2004\)](#) concerning the Democratic Republic of the Congo (see [S/PV.8918](#)).

¹⁹⁴ See [S/2020/273](#) and [S/2020/372](#).

¹⁹⁵ See [S/2017/507](#), annex, paras. 29-30. For example, at the 8839th meeting, held on 19 August 2021 under the item entitled “Threats to international peace and security caused by terrorist acts”, the Minister for External Affairs of India (President of the Council) took the floor after the briefers but before the other Council members (see [S/PV.8839](#)); at the 8864th meeting, held on 23 September 2021 under the item entitled “Maintenance of international peace and security”, the Taoiseach of Ireland (President of the Council) took the floor after the briefers but before the other Council members (see [S/PV.8864](#)); and, at the 8884th meeting held on 20 October 2021 under the item entitled “The situation in the Great Lakes region”, Cabinet Secretary for Foreign Affairs of Kenya (President of the Council) took the floor after the briefers but before the other Council members (see [S/PV.8884](#)). For more information on high-level meetings, see sect. II. B.

spoke before Council members in meetings and videoconferences in connection with the items entitled “The situation in Afghanistan”, “Security Council resolutions [1160 \(1998\)](#), [1199 \(1998\)](#), [1203 \(1998\)](#), [1239 \(1999\)](#) and [1244 \(1999\)](#)” and “The situation in the Middle East, including the Palestinian question”.¹⁹⁶ In May 2021, during the presidency of China, non-members of the Council with a direct interest in the matter also spoke ahead of Council members in meetings and videoconferences in connection with the items entitled “The situation in Iraq”, “The situation in the Middle East”, “The situation in the Middle East, including the Palestinian question”, “Reports of the Secretary-General on the Sudan and South Sudan”, “The situation in Somalia” and “The situation in Libya”.¹⁹⁷ During the high-level open videoconference held on 28 October 2021 in connection with the agenda item entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security”, the President of Ghana in his capacity as Chairperson of the Authority of Heads of State and Government of the Economic Community of West African States (ECOWAS) spoke before Council members.¹⁹⁸

Besides the use of videoconferences in lieu of in-person Council meetings, the Council continued to use videoconferencing technology to facilitate participation at in-person meetings of the Council, a practice that had become common in recent years.¹⁹⁹ In 2021, Council members were briefed by speakers participating via videoconference in 68 out of 164 meetings (41.5 per cent).

In 2021, at an open videoconference, held on 23 February 2021 in connection with the item entitled “Maintenance of international peace and security”, focusing on climate and security, Sir David Attenborough provided a pre-recorded video before the videoconference was called to order.²⁰⁰ At an open videoconference, held on 8 April 2021 in connection with the item entitled “Maintenance of international peace and security” focusing on mine action, the United Nations Global Advocate for the Elimination of Mines and Explosive Hazards also addressed

¹⁹⁶ [S/2017/507](#), annex, para. 33. See also, for example, [S/2021/291](#), [S/2021/370](#), [S/2021/480](#), [S/2021/601](#), [S/PV.8782](#), [S/PV.8834](#) and [S/PV.8880](#).

¹⁹⁷ See [S/2021/474](#), [S/2021/465](#), [S/2021/480](#), [S/2021/495](#), [S/2021/498](#), [S/PV.8779](#), [S/2021/506](#) and [S/PV.8782](#).

¹⁹⁸ See [S/2021/941](#).

¹⁹⁹ [S/2017/507](#), annex, para. 60.

²⁰⁰ See [S/2021/198](#). See also [S/2021/1060](#).

Council members through a pre-recorded briefing before the videoconference was called to order.²⁰¹

²⁰¹ See [S/2021/346](#).

VIII. Participation

Note

Section VIII 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 a 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 of the Council to participate in its meetings. As explained in section I above, however, participation of non-Council members was heavily restricted due to the technical limitations related to open videoconferences and the health and safety guidelines implemented for the holding of in-person meetings. This notwithstanding, the invitations were extended by the President of the Council 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 of the provisional rules of procedure, or under rule 37 or rule 39. 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 and civil society, were invited under rule 39. While Member States requested invitations in letters addressed to the President of the Council, in most cases these were not circulated as documents of the Council. In accordance with the working methods of the Council developed during the COVID-19 pandemic, non-members of

the Council continued to participate in videoconferences of the Council “within the principles of rules 37 and 39” if there were no objections from Council members.²⁰²

During the period under review, in accordance with the notes by the President dated 30 August 2017 and 27 December 2019, the Council invited newly elected members to observe all meetings of the Council and informal consultations of the whole, including consultations on Council outcome documents from 1 October 2021, for the three months immediately preceding their term of membership.²⁰³ This included open and closed videoconferences.

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

A. Invitations extended under rule 37

In accordance with the relevant Articles of the Charter and the provisional rules of procedure, all States, whether Members of the United Nations or not, can be invited to participate in Council meetings when: (a) the interests of a Member State are “specially affected” (Article 31 of the Charter and rule 37); (b) a Member State or a non-Member State is a party to a dispute under consideration by the Council (Article 32 of the Charter); and (c) a Member State of the United Nations brings a matter to the attention of the Council in accordance with Article 35 (1) of the Charter (rule 37).²⁰⁴ In accordance with the procedures and working methods of the Council developed during the COVID-19 pandemic, non-members of the Council continued to participate in videoconferences of the Council “within the principles of rules 37 and 39” if there were no objections from Council members.²⁰⁵

²⁰² See [S/2020/273](#). For more information on the working methods of the Council developed during the COVID-19 pandemic, see sect. I.C.

²⁰³ [S/2017/507](#), annex, paras. 140-141 and [S/2019/993](#).

²⁰⁴ For more details on the referral of a dispute or situation to the Council by States, see sect. I.A and part VI, sect. I.A.

²⁰⁵ See [S/2020/253](#), [S/2020/273](#) and [S/2020/372](#). In 2021, non-members of the Council participated in videoconferences of the Council at high-level. For example, at an open videoconference, held on 23 February 2021 in connection with the item entitled “Maintenance of international peace and security” focusing on climate and security, Council members invited the President of Malawi, Prime Minister and Minister for Finance and Corporate Governance of Antigua and Barbuda and Federal Minister for Foreign Affairs of Germany within the principle of rule 37 of the provisional rules of procedure (See [S/2021/198](#)); at an open videoconference held on 16 May 2021 in connection with the item entitled “The situation in the Middle East, including the Palestinian question”, the Council

As of September 2021, with the gradual improvement of the situation regarding the COVID-19 pandemic in New York City, restrictions on the in-person participation of non-Council members in Council meetings began to ease. In the letters dated 3 September, 10 November and 7 December 2021 from the President of the Council, Council members agreed that Member States that were not members of the Council and had been invited to participate in public meetings of the Council under rules 37 or 39 of the provisional rules of procedure, or had been invited by the President as agreed by the Council prior to the meeting, would be allowed in the Security Council Chamber.²⁰⁶ In addition, according to the letters dated 10 November and 7 December 2021, non-Council members would continue to be able to participate in open debates through the submission of written statements.²⁰⁷

Accordingly, at the 8853rd meeting, convened on 9 September 2021, five Member States were invited to participate in a debate held under the item entitled “The situation in Afghanistan” under rule 37 of the provisional rules of procedure, the largest number of invitees since the resumption of meetings in person on 25 May 2021.²⁰⁸ At the 8886th meeting held on 21 October 2021, under the item entitled “Women and peace and security”,²⁰⁹ the Council held the first open debate since 12 February 2020 with the participation in person of non-Council members under rule 37 of the provisional rules of procedure.²¹⁰ While 35 non-Council members participated at the meeting in the Council Chamber, another 24 Member states submitted written statements.²¹¹

In several instances, representatives of non-Council members participated in Council videoconferences in their capacity as representatives of regional and sub-regional organizations. During the high-level open videoconference, held on 9 August 2021, in connection with the item entitled “Maintenance of international peace and security”, focusing on maritime security, the Deputy Prime Minister and Minister for Foreign Affairs of the Democratic Republic of the

invited Deputy Prime Minister and Minister for Foreign Affairs and Expatriates of Jordan, Minister for Foreign Affairs of Egypt, Minister for Foreign Affairs of Algeria within the principle of rule 37 of the provisional rules of procedure (See [S/2021/480](#)).

²⁰⁶ See [S/2021/776](#), [S/2021/939](#) and [S/2021/1013](#).

²⁰⁷ See [S/2021/939](#) and [S/2021/1013](#).

²⁰⁸ See [S/PV.8853](#).

²⁰⁹ See [S/PV.8860](#).

²¹⁰ The last open debate with the in-person participation of non-Council members invited under rule 37 of the provisional rules of procedure took place at the 8723rd meeting of the Council held on 12 February 2020 (see [S/PV.8723](#)). The last debate with the in-person participation of non-Council members invited under rule 37 of the provisional rules of procedure took place at the 8743rd meeting of the Council held on 11 March 2020 (see [S/PV.8743](#)).

²¹¹ See [S/2021/887](#).

Congo participated under rule 37 of the provisional rules of procedure in his capacity as Chair of the Heads of State and Government of the African Union.²¹² At the 8835th meeting, held on 17 August 2021, and 8898th meeting held on 8 November 2021, both in private and under the item entitled “The situation in Myanmar”, the Foreign Minister II of Brunei Darussalam participated under rule 37 of the provisional rules of procedure in his capacity as Special Envoy of the Association of Southeast Asian Nations (ASEAN) Chair on Myanmar.²¹³ During the high-level open videoconference held on 28 October 2021, in connection with the agenda item entitled “Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security”, the President of Ghana participated under rule 37 of the provisional rules of procedure in his capacity as Chairperson of the Authority of Heads of State and Government of the Economic Community of West African States (ECOWAS).²¹⁴ In 2021, several non-Council members, invited in accordance with rule 37 of the provisional rules of procedure, participated at meetings via videoconference.²¹⁵

Despite the limitations imposed by the COVID-19 pandemic to the participation of non-Council members, in 2021, there were no changes to the procedure for extending invitations to Member States to participate in the meetings of the Council. There were also no instances where an invitation extended to a Member State to participate in a Council meeting was put to a vote. This notwithstanding, in 2021, Member States, including Council members, submitted various communications raising issues of concern regarding invitations pursuant to rule 37.

In a letter dated 8 July 2021, the Permanent Representative of the Dominican Republic expressed disagreement with the decision of the Council to hold the 8815th meeting under the item entitled “The question concerning Haiti” in a private format and stated that the Council should have invited the Dominican Republic to participate as a country that would be most affected if the crisis following the assassination of President Jovenel Moïse spilled over Haiti’s

²¹² See [S/2021/722](#).

²¹³ See [S/PV.8835](#) and [S/PV.8898](#).

²¹⁴ See [S/2021/941](#).

²¹⁵ For example, at the 8790th meeting, held on 8 June 2021 under the item entitled “International Residual Mechanism for Criminal Tribunals”, the President of Serbia participated via videoconference (see [S/PV.8790](#)); at the 8877th meeting, held on 12 October in connection with agenda item entitled “Peacebuilding and sustaining peace”, the President of Rwanda participated via videoconference (see [S/PV.8877](#)); at the 8882nd meeting, held on 18 October 2021 under the item entitled “The situation in the Central African Republic”, the President of the Central African Republic participated via videoconference (see [S/PV.8882](#)); and at the 8898th meeting held on 8 November 2021 in connection with agenda item entitled “The situation in Myanmar”, the Foreign Minister II of Brunei Darussalam participated via videoconference (see [S/PV.8898](#)).

border.²¹⁶ The representative further enclosed the position of the Dominican Republic on the situation in Haiti as an annex to the letter. Similarly, in a letter dated 12 July 2021, writing in his capacity as Chair of the Caribbean Community (CARICOM), the Permanent Representative of Saint Kitts and Nevis referred to his previous letter dated 7 July 2021 in which he requested to attend and speak at the same private meeting on Haiti.²¹⁷ In that regard, he expressed disappointment with the decision of the President of the Council to exclude CARICOM from the meeting. He noted that rule 37 of the provisional rules of procedure permitted the participation of Member States whose interests were specifically affected. He recalled that CARICOM was seized of the recent developments in Haiti and highlighted its willingness to play a lead role in facilitating a process of national dialogue and negotiation in that country. The representative further enclosed the written statement that he would have delivered at the meeting as an annex to the letter.

In a letter dated 6 August 2021, the Permanent Representative of Pakistan expressed regret that the immediate neighbors of Afghanistan were not given an opportunity to participate in the 8831st meeting of the Council on the situation in that country that was held on the same day.²¹⁸ The representative noted that Pakistan had a vital stake in peace and stability in Afghanistan and had been actively engaged in facilitating the peace process in that country. He further transmitted a document containing the views of Pakistan on the situation in Afghanistan as an annex to the letter. Similarly, in a letter dated 15 August 2021, the Permanent Representative of Pakistan expressed the wish of his delegation to participate under rule 37 and deliver a statement at the meeting of the Council on Afghanistan scheduled for 16 August 2021.²¹⁹

In a letter dated 14 October 2021 addressed to the President of the Council, the representatives of New Zealand and Switzerland, writing on behalf of the Accountability, Coherence and Transparency group, noted the urgency to restore direct in-person participation by non-Council members in open debates of the Council.²²⁰ The representatives noted that open debates were intended to promote interaction between the Council and the wider membership

²¹⁶ See [S/2021/637](#). See also [S/PV.8815](#).

²¹⁷ See [S/2021/660](#).

²¹⁸ See [S/2021/715](#). See also [S/PV.8831](#).

²¹⁹ See [S/2021/729](#). See also [S/PV.8834](#).

²²⁰ See [S/2021/879](#).

and to inform the Council's deliberations. Moreover, according to them, written contributions could not substitute for the interaction and were developed as a temporary mitigating measure against the backdrop of exceptional and unprecedented circumstances brought about by the COVID-19 pandemic.

B. Invitations extended under rule 39

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

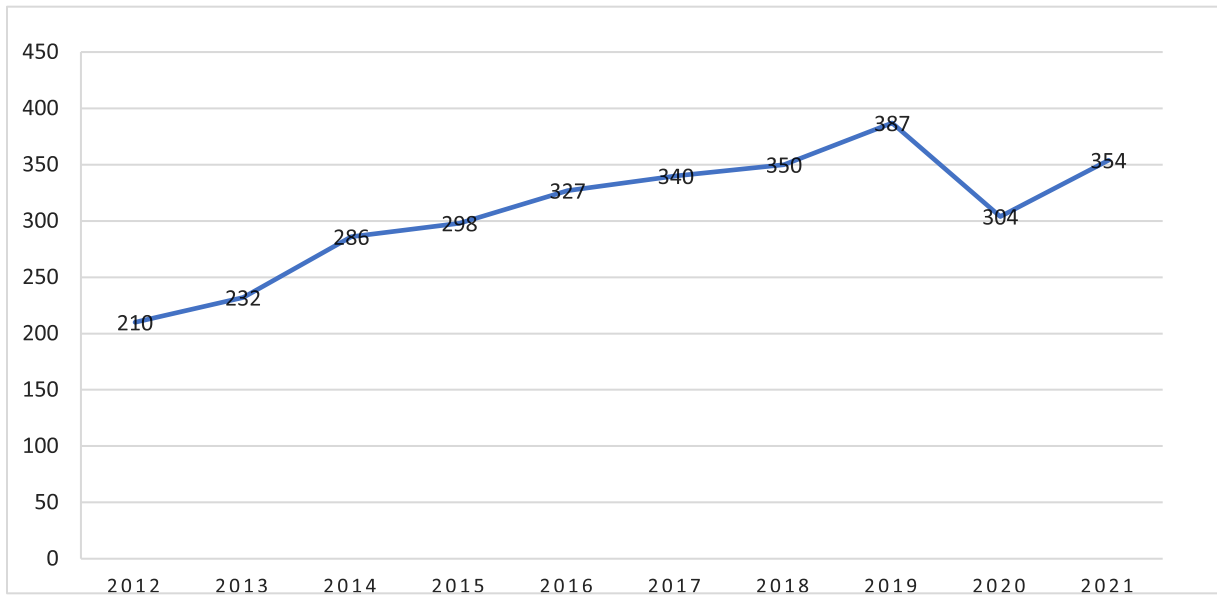
Following previous practice, an invitation under rule 39 was extended to a representative of a Member State, on an exceptional basis, only if his or her participation was in a role other than that of a representative of a State, for example, as a Chair of the Peacebuilding Commission.²²¹

In 2021, a total of 354 invitations were extended under rule 39 in comparison with 304 in 2020 and 387 in 2019 (see figure IV).

Figure IV

²²¹ For example, at open videoconferences held on 12 April and 18 May 2021, respectively in connection with the items entitled "The situation in the Great Lakes region" (see [S/2021/351](#)) and "Peace and security in Africa" (see [S/2021/484](#)), the representative of Egypt briefed Council members in his capacity as Chair of the Peacebuilding Commission.

Invitations under rule 39, 2012-2021

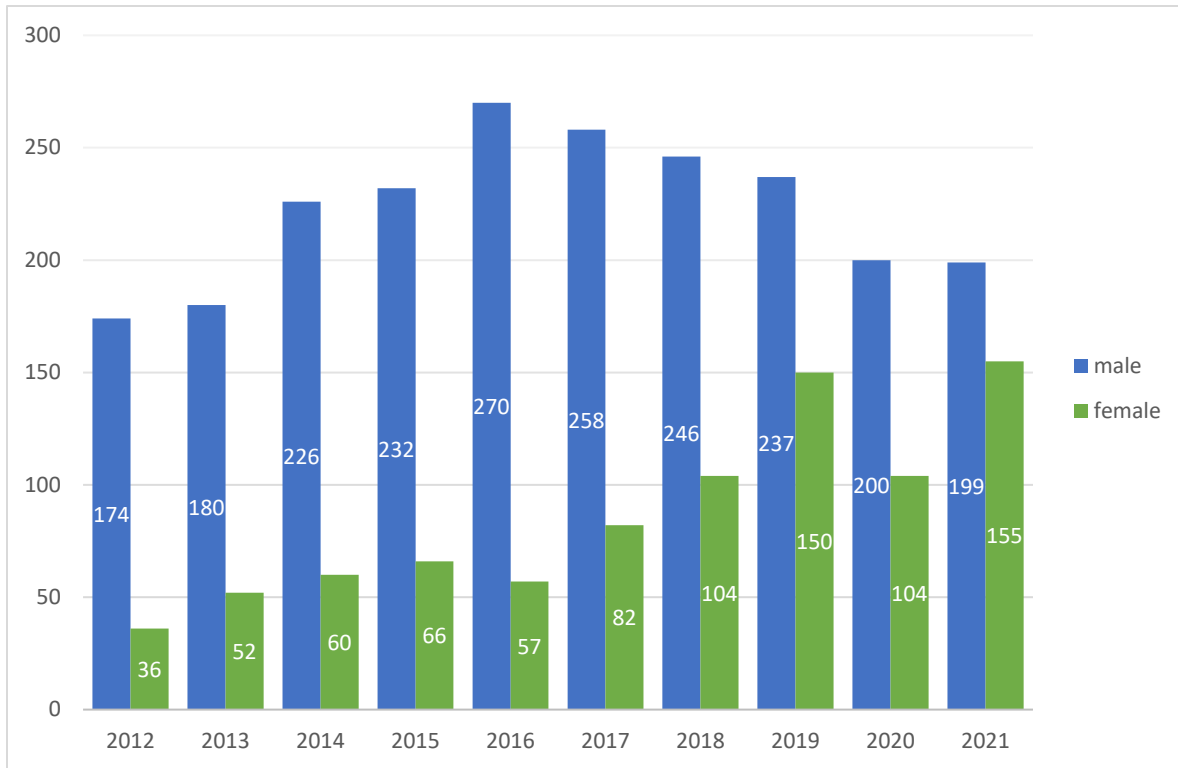


Of the 354 invitees under rule 39, 207 invitations were made in Council meetings, 142 in open videoconferences and 5 in closed videoconferences. A total of 199 invitees under rule 39 were men and 155 were women. As shown in figure V, in recent years, both the total number and percentage of female speakers invited to Council meetings under rule 39 had increased, with the latter being 43.8 per cent in 2021, compared to 34.2 per cent in 2020. Moreover, in 2021, as part of their monthly working methods commitments, several presidencies of the Council placed specific emphasis on ensuring the participation of women briefers in the meetings and videoconferences of the Council.²²²

Figure V

²²² For more information on Council presidencies, see section V.

Invitations under rule 39, 2012-2021

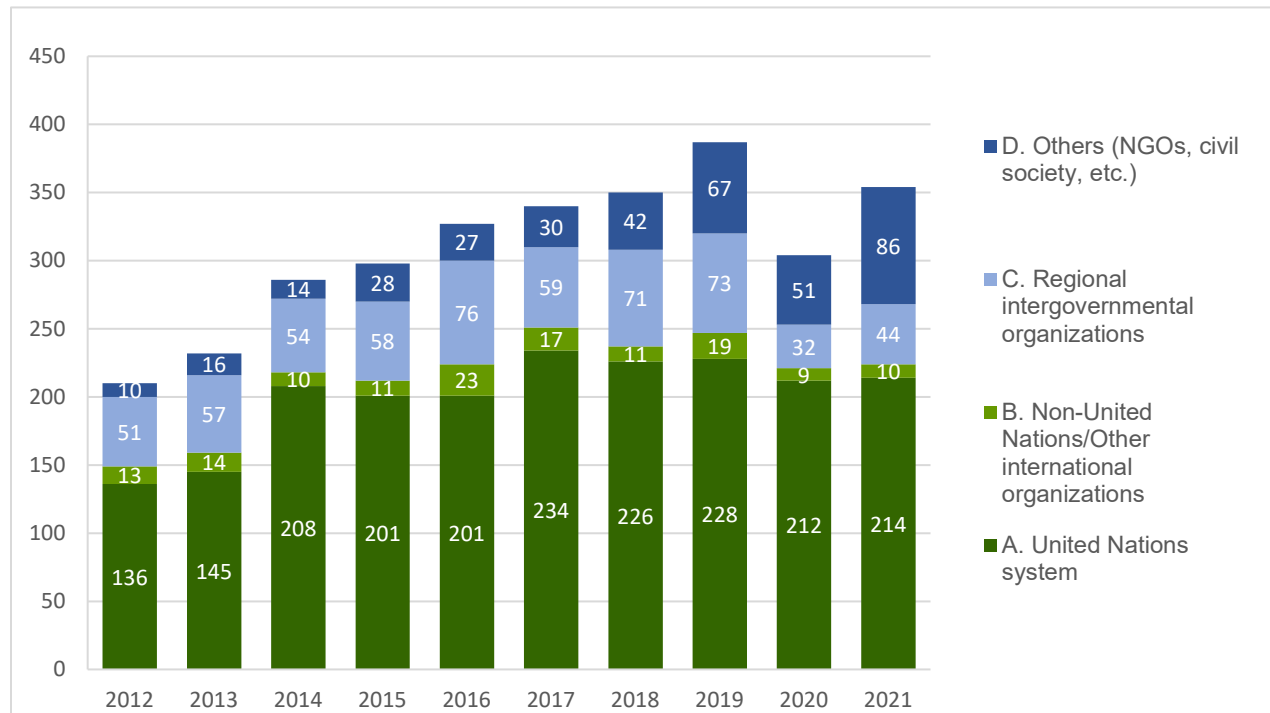


For the purposes of this part of the *Repertoire*, invitations extended under rule 39 are classified according to four main categories, namely:²²³ (a) officials of the United Nations system; (b) invitees from international organizations other than the United Nations; (c) officials representing regional intergovernmental organizations; and (d) representatives of other entities such as non-governmental organizations and civil society. As shown in figure VI, invitations under rule 39 were most often extended to officials of the United Nations system and non-governmental and civil society organizations. The number of civil society representatives increased from 51 in 2020 to 86 in 2021 and was the highest number of invitees under this category since 2009. In terms of sex-disaggregated data for each category, of the 214 invitations to United Nations officials, 143 (67 per cent) were extended to men and 71 (33 per cent) to women. Of the 44 invitations to officials representing regional intergovernmental organizations, 34 (77 per cent) were extended to men and 10 (23 per cent) to women. Of the 10 invitations to

²²³ In previous Supplements, separate categories were used for invitees of the Secretariat and Council subsidiary bodies and those representing other United Nations organs, subsidiary bodies or agencies. For the sake of simplicity, these two categories have now been subsumed under the category “United Nations system”.

international organizations other than the United Nations, seven were extended to men and three to women. Finally, of the 86 representatives of other entities such as non-governmental organizations and civil society, 15 (17 per cent) were extended to men and 71 (or 83 per cent) to women, representing an increase of 26 per cent in the participation of women under this category from 2020.

Figure VI
Breakdown of rule 39 invitations by category, 2012-2021



In 2021, there were no changes to the procedure for extending invitations under rule 39 to participate in the meetings of the Council. There were also no instances where an invitation extended to participate in a Council meeting was put to a vote. This notwithstanding, in 2021, a Council member, submitted one communication raising issues of concern regarding invitations (or lack thereof) pursuant to rule 39.

In a letter dated 22 February 2021 addressed to the President of the Council, the Permanent Representative of the Russian Federation noted that the representatives of certain areas of the Donetsk and Lugansk regions, unlike their Ukrainian counterparts at the negotiations in the Mink Contact Group, did not have an opportunity to present their views at the open

videoconference held on 11 February 2021 in connection with the item “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](#))”, and enclosed their statements as an annex to the letter.²²⁴

D. Discussions relating to participation

During the period under review, when non-members of the Council were invited to participate in a meeting or videoconference, 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.²²⁵ The practice of the Council with regard to invitees under rule 39 was less consistent and the order of speakers depended on whether or not they were participating to provide a briefing the Council.

In 2021, matters concerning participation in Council meetings and videoconferences were raised on several occasions during meetings and videoconferences.

At an open videoconference, held on 25 February 2021 in connection with the item entitled “The situation in the Middle East” on the humanitarian situation in the Syrian Arab Republic, the representative of the United States expressed regret that the delegation of the Russian Federation had silenced and blocked the appearance of Ms. Su’ad Jarbawi, a civil society leader from the International Rescue Committee, who had been invited to participate at the videoconference.²²⁶ Responding to the United States, the representative of the Russian Federation stated that his delegation had nothing against the briefer in question and simply thought it would be enough to have just one civil society representative.

During an open videoconference, held on 13 April 2021 in connection with the item entitled “Security Council resolutions [1160 \(1998\)](#), [1199 \(1998\)](#), [1203 \(1998\)](#), [1239 \(1999\)](#) and [1244 \(1999\)](#)”, the Minister for Foreign Affairs of Serbia stated that he had no choice but to lodge a protest against the abuse of the videoconference format on the part of the representative of

²²⁴ See [S/2021/168](#).

²²⁵ For more information on the order of speaking see sect. VII.

²²⁶ See [S/2021/206](#).

Pristina in order to promote the symbols of the so-called statehood of Kosovo.²²⁷ The Minister for Foreign Affairs added that Pristina was warned on several occasions, including by the President of the Council at a previous meeting, that such abuses of Council meetings were unacceptable and constituted a violation of the Security Council rules on participation of representatives of the Provisional Institutions of Self-Government in Pristina under rule 39 of the provisional rules of procedure. The representative of the Russian Federation drew attention to the disrespect for the Council and its decisions shown by the Kosovo Albanian representatives, who were invited to join the meeting in their private capacity. Noting that the Council had to postpone the open videoconference to discuss the situation because, among other reasons, the Russian Federation and the majority of other Council members did not recognize Kosovo as an independent State, he stated that displaying the flag of the “non-recognized entity” was unacceptable. He added that the meeting was resumed on the understanding alone that the videoconference was taking place in an informal and provisional format that was not fully covered by the Council’s rules of procedure. The representative of China respected the decision taken and said that the backdrop of the relevant party did not have any special meaning. He reiterated that the goal of the discussions of the Council on the Kosovo issue was to increase mutual trust between the two sides and promote a solution within the framework of resolution [1244 \(1999\)](#) as soon as possible. In that connection, he added that creating confrontation and problems ran contrary to the intention of the Council’s discussion on this issue and was not helping its resolution and expressed hope not to see any similar incidents in future.

During an open videoconference, held on 6 May 2021 in connection with the item entitled “The situation in the Middle East”, noting the inability of the Director-General of the Organisation for the Prohibition of Chemical Weapons (OPCW) to participate in the meeting, the representative of the Russian Federation requested the upcoming presidency to send the Director-General an invitation to the next meeting in June 2021 well in advance and to find a date that would fit into his schedule.²²⁸ At the 8785th meeting, held on 3 June 2021 under the same item, the representative of the Russian Federation noted that this was the first time since October 2020 that the Council met in person in order to discuss resolution [2118 \(2013\)](#) and welcomed the

²²⁷ See [S/2021/370](#).

²²⁸ See [S/2021/446](#).

Director-General of the OPCW to the meeting. He also posited that such format of interaction should become a regular one.²²⁹

At the 8826th meeting, held on 28 July 2021, under the agenda item entitled “The situation in the Middle East, including the Palestinian question”, the representative of Israel commented that while the participation of Ir Amim, an Israeli non-governmental organization, at the meeting reflected Israel’s vibrant democracy and its commitment to freedom of expression, bringing a political non-governmental organization to brief the Council on Jerusalem was absurd in terms of objectivity.²³⁰ At the 8834th meeting, held on 16 August 2021, under the agenda item entitled “The situation in Afghanistan”, the representative of China noted that several Council members said in their statements that they would like to see Afghanistan’s neighbours and countries of the region play a greater role and expressed regret that their requests to participate in the meeting were not granted.²³¹

At the 8886th meeting, held on 21 October 2021 in connection with the item entitled “Women and peace and security”, the Minister of State for Overseas Development Aid and Diaspora of Ireland said that it was critical that the Council listen to a diversity of perspectives from women leaders and human rights defenders, underlining that Ireland had placed women civil society briefers at the heart of its presidency.²³² In that connection, he acknowledged the risks faced by civil society briefers and noted that Council members should ensure the safe participation by women peacebuilders at the grass-roots level and their physical participation in the Chamber despite the virtual working methods that facilitated their participation in the Council. The representative of Estonia echoed the importance for the Council to hear from women activists and civil society representatives, underlining that threats and attacks against them could not lead to their exclusion or self-censorship. The representative of Canada, speaking on behalf of the Friends of Women, Peace and Security, an informal network of 65 Member States, called on the Council to systematically include women in all of its discussions and fully integrate women and peace and security commitments into all of its work and outcomes, including on country-specific situations and mission mandates. Furthermore, several Council

²²⁹ See [S/PV.8785](#).

²³⁰ See [S/PV.8826](#).

²³¹ See [S/PV.8834](#).

²³² See [S/PV.8886](#).

members welcomed the participation of the wider membership in person in an open debate for the first time since the outbreak of the COVID-19 pandemic.²³³

Participation in Council meetings was also discussed in further detail during the annual open debate on the working methods of the Council, held on 16 June 2021 under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))” (see case 5).

Case 5

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

At the 8798th meeting, held on 16 June 2021, at the joint initiative of Estonia, which held the presidency of the Council for the month, and Saint Vincent and the Grenadines, whose representative held the Chair of the Informal Working Group on Documentation and Other Procedural Questions, the Council convened an open debate under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))” and the sub-item “Working methods of the Security Council” focused on the theme of “Agility and innovation: lessons for the future from the coronavirus (COVID-19) pandemic”.²³⁴

In their statements, Council members and other delegations discussed the impact of the working methods developed during the COVID-19 pandemic on the participation in Council meetings of invitees under rule 37 and 39 of the provisional rules of procedure. In that regard, the representative of Kenya, speaking on behalf of the elected members of the Council, said that as the Council adjusted to the new reality of the pandemic, there was more scrutiny on how it would continue executing its mandate, which prompted calls for more transparency, including through the holding of more public meetings, wider representation by women, civil society and youth.²³⁵ He added that one of the greatest challenges to operational continuity was the technological capacity of the Secretariat and the political will to ensure that virtual open debates could include the participation of the wider membership. He added that written contributions by non-Council members were not an appropriate substitution for their participation in such debates.

²³³ Kenya, Viet Nam and Saint Vincent and the Grenadines.

²³⁴ See [S/PV.8798](#) and [S/2021/572](#). A concept note was circulated by a letter dated 2 June 2021 ([S/2021/527](#)).

²³⁵ See [S/PV.8798](#).

The delegation of Liechtenstein said that, in its current guise, the Council risked creating a “two-tier” system for participation in open debates, which defeated the very purpose of the format.²³⁶ The delegation of Pakistan maintained that, by replacing the videoconference participation of non-Council members with the submission of written statements, the working methods during the pandemic had undermined one of the few available channels for participation by the wider memberships on issues of international peace and security.²³⁷ Furthermore, the delegation noted that written statements were circulated as a separate compilation and not as part of the official records of the meetings. The representative of Singapore noted that, by the time the compilation of written statements was circulated, the Council had already shifted its focus to other issues.²³⁸

Multiple delegations stressed the need to urgently facilitate the in-person participation of the wider membership in Council meetings.²³⁹ The delegation of Liechtenstein encouraged Council members to explore safe modalities for in-person participation in open debates, for example, including timed arrivals of non-Council members and the use of the antechamber to ensure an uninterrupted flow in the speakers’ list. Since it could not be excluded that situations necessitating the use of virtual participation at meetings could emerge in the future, the delegation of Switzerland underscored the urgent need to find a solution to enable non-Council members to participate fully and directly in virtual open debates.

Notwithstanding the challenges, several Member States reflected upon the benefits of the use of videoconferences in facilitating the high-level participation of Member States, as well as a broad range of briefers including civil society representatives.²⁴⁰ The representative of Kenya, on behalf of the elected members, suggested that it would be a progressive approach to consider holding meetings that would combine in-person and virtual participation to attract a wide spectrum of briefers in certain events.²⁴¹ The representative of the United Kingdom, highlighting that the use of technology had allowed the Council to include more diverse voices from the field, including civil society, women peacebuilders and young people, echoed the view of the elected

²³⁶ See [S/2021/572](#).

²³⁷ Ibid.

²³⁸ Ibid.

²³⁹ Ibid., Argentina, Austria, Brazil, El Salvador, Japan, Liechtenstein, Malta, New Zealand, Pakistan and Singapore.

²⁴⁰ Bahrain, Brazil, Colombia, Cyprus, Kuwait, Republic of Korea, Chile, El Salvador, Latvia, Liechtenstein, New Zealand (also on behalf of 35 former elected members of the Council), Slovakia, Switzerland (also on behalf of the Accountability, Coherence and Transparency group) and United Arab Emirates.

²⁴¹ See [S/PV.8798](#).

members that the Council should continue such practices.²⁴² The representative of New Zealand, on behalf of 35 former elected members of the Council, encouraged the Council to continue to enable briefers to address it virtually and the inclusion and meaningful participation of civil society representatives, including women, young people and persons with disabilities, as briefers.²⁴³ The representative of Slovakia said that briefings via videoconference enabled the Council to consider a larger pool of potential briefers and was an efficient and cost-effective solution to the logistical constraints pertaining to travel to New York.²⁴⁴ The representative of the United Arab Emirates expressed concern with the decrease in the participation of women in the Council's work over the past year and that, going forward, the Council and Member States had to ensure adequate access and space for both the formal and the informal engagement of women.²⁴⁵

More generally, beyond participation during the COVID-19 pandemic, a number of speakers addressed the need to ensure the participation of concerned Member States in Council discussions when their interests were affected.²⁴⁶ The representative of Argentina added that, as part of the transparency and inclusion that should guide the work of the Council, the participation of non-members of the Council involved in a situation that the Council was considering should, as prescribed in the Charter, be guaranteed.²⁴⁷ The representative of New Zealand underscored that this should particularly be the case when the Council was making decisions, as requested in the Charter, as well as with troop- and police-contributing countries, regional and sub-regional organizations and concerned countries in the case of Council sanctions committees.²⁴⁸ The delegations of Cyprus and the Republic of Korea stated that the participation of non-members should also apply to closed consultations.²⁴⁹ The delegation of Cyprus added that all Member States hosting peacekeeping operations should have a chance to offer their perspective before the Council when it discussed mandate renewals and be included in meetings with troop- and police-contributing countries. The representative of Pakistan expressed the view that the participation of

²⁴² Ibid.

²⁴³ See [S/2021/572](#).

²⁴⁴ Ibid.

²⁴⁵ Ibid.

²⁴⁶ Ibid., Brazil, Cuba, Cyprus, New Zealand (also on behalf of the Accountability, Coherence and Transparency group and Republic of Korea).

²⁴⁷ Ibid.

²⁴⁸ Ibid.

²⁴⁹ Ibid.

the wider membership appeared to have been progressively restricted over the years and that Articles 31 and 32 of the Charter, which called for inviting non-members to participate in matters of direct importance to them, within the context of the work of the Council and its subsidiary bodies, should be fully implemented.

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 11).

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 rules.

Table 11

Invitations not expressly extended under rule 37 or rule 39 in 2021

<i>Invitee</i>	<i>Meeting or videoconference record and date</i>	<i>Item</i>
Holy See	S/2021/346 , 8 April 2021	Maintenance of international peace and security
	S/2021/490 , 19 May 2021	Peace and security in Africa
Permanent Observer of the Observer State of Palestine	S/2021/404 , 22 April 2021; S/2021/480 , 16 May 2021; S/PV.8782 , 27 May 2021; S/PV.8826 , 28 July 2021; S/PV.8883 , 19 October 2021	The situation in the Middle East, including the Palestinian question

IX. Decision-making and voting

Note

Section IX covers the practice of the Council with regard to decision-making, including voting. Article 27 of the Charter 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 nine of the 15 Council members, while decisions on substantive matters require an affirmative vote of nine Council members, including all of the permanent members.

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

Article 27

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

Rule 31

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

Rule 32

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

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

Rule 34

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

Rule 35

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

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

Rule 36

If two or more amendments to a motion or draft resolution are proposed, the President shall rule on the order in which they are to be voted upon. Ordinarily, the Security Council shall first vote on the amendment furthest removed in substance from the original

proposal and then on the amendment next furthest removed until all amendments have been put to the vote, but when an amendment adds to or deletes from the text of a motion or draft resolution, that amendment shall be voted on first.

Rule 38

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

Rule 40

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

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

In 2021, rule 31 of the provisional rules of procedure was routinely applied in Council meetings, particularly in connection with the written voting procedure agreed upon to allow for voting due to the inability of Council members to meet in-person during the COVID-19 pandemic. There were no instances of the explicit invocation of rules 32, 34 and 36.

A. Decisions of the Council

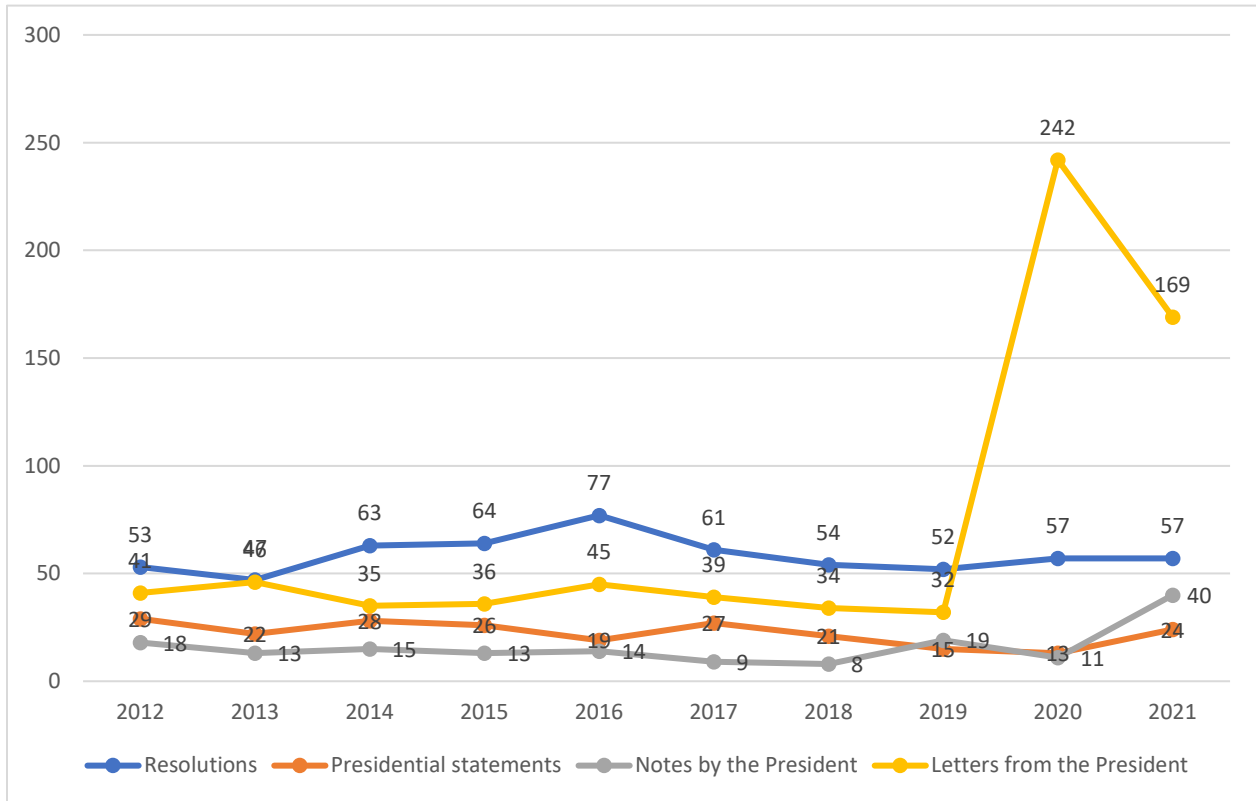
During the period under review, the Council continued to adopt resolutions and issue statements by the President of the Council (also known as presidential statements) at its meetings, in addition to making procedural decisions. Decisions of the Council also took the form of notes by the President and letters from the President, which were not adopted at meetings and were issued as official documents of the Council. In 2021, the Council continued to adopt resolutions and presidential statements in accordance with the written procedure established in the letters dated 27 March and 7 May 2020 from the President of the Council.²⁵⁰

In 2021, the Council adopted a total of 57 resolutions and issued 24 presidential statements. Of the 57 resolutions adopted, 40 (70.2 per cent) were adopted in a meeting of the Council and 17 (29.8 per cent) through the written voting procedure. Of the 24 presidential statements, 11 (45.8 per cent) were issued at a meeting and 13 (54.2 per cent) were issued through the written procedure. In addition, the Council issued 39 notes by the President and 170 letters from the President. The letters from the President in 2021, in accordance with the working methods developed during the COVID-19 pandemic, included (i) records of the specific working methods agreed upon for each month; (ii) compilations of the statements and interventions of briefers, members and non-members of the Council during open videoconferences; and (iii) records of the written procedure for the adoption of resolutions. With the return to the adoption of resolutions at formal meetings of the Council, the number of letters from the President of the Council decreased in 2021 compared to the 242 that were issued in 2020. Figure VII shows the total number of resolutions adopted, and presidential statements, notes and letters from the President issued during the past decade (2012-2021).

²⁵⁰ See [S/2020/253](#) and [S/2020/372](#). For more information on the written procedures for the adoption of resolutions and presidential statements established following the decision to suspend meetings in person in the Security Council Chamber in response to the COVID-19 pandemic, see *Repertoire, Supplement 2020*, part II, sect. I.D, and sect. I above.

Figure VII

Resolutions adopted and statements and notes by and letters from the President issued, 2012-2021



Multiple decisions in one meeting

In 2021, the Council continued the standard practice of adopting a single decision in a meeting and there was no instance where more than one draft resolution was put to a vote in one meeting. Furthermore, in accordance with the written voting procedure, within 12 hours of the conclusion of the voting on a draft resolution, the President of the Council convened a videoconference to announce the outcome of the vote.²⁵¹ In several instances, announcements of the outcome of the vote for multiple decisions was done in a single videoconference.

B. Penholdership and sponsorship in accordance with rule 38

²⁵¹ Ibid.

A draft resolution may be submitted by any member of the Council. The note by the President dated 30 August 2017 provides 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.²⁵² In accordance with 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 subject. In the note, Council members reaffirmed that all members of the Council should be allowed to participate fully in the preparation of, inter alia, resolutions, presidential statements and press statements of the Council and that the drafting of all documents such as resolutions and presidential statements and press statements should be carried out in an inclusive manner that would allow participation of all members of the Council. The members of the Council also encouraged the penholder or co-penholders, depending on the subject as well as the urgency of the situation on the ground, to provide 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. In 2021, while the majority of decisions of the Council continued to be drafted by some permanent members,

²⁵² See [S/2017/507](#), annex, paras. 78- 82.

elected members served as penholders or co-penholders in several instances.²⁵³ Approximately 16 per cent of draft resolutions were exclusively drafted by one or more elected member(s).²⁵⁴

Pursuant 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 proposals and draft resolutions, but proposals and draft resolutions may be put to a vote only at the request of a Council member. Those Member States that submit a draft resolution become sponsors of the draft resolution. A draft resolution is described as a presidential text if all the Council members agree to be co-sponsors. In 2021, six presidential texts were submitted, compared to one in 2020 and none in 2019.²⁵⁵

During the period under review, the Council considered a total of 59 draft resolutions, seven of which were co-sponsored by non-members of the Council as shown in table 12.

²⁵³ For example, the draft resolution [S/2021/388](#) submitted by Mexico was adopted as resolution [2572 \(2021\)](#) in connection with the agenda item “Non-proliferation of weapons of mass destruction” on 22 April 2021; the draft resolution [S/2021/402](#) submitted by Viet Nam was adopted as resolution [2573 \(2021\)](#) in connection with the agenda item “Protection of civilians in armed conflict” on 27 April 2021; the draft resolution [S/2021/523](#) submitted by Estonia and France was adopted as resolution [2578 \(2021\)](#) in connection with the agenda item “The situation in Libya” on 3 June 2021; the draft resolution [S/2021/636](#) submitted by Ireland and Norway was adopted as resolution [2585 \(2021\)](#) in connection with the agenda item “The situation in the Middle East” on 9 July 2021; the draft resolution [S/2021/730](#) submitted by India was adopted as resolution [2589 \(2021\)](#) in connection with the agenda item “United Nations peacekeeping operations” on 18 August 2021; the draft resolution [S/2021/771](#) submitted by Ireland was adopted as resolution [2594 \(2021\)](#) in connection with the agenda item “United Nations peacekeeping operations” on 9 September 2021; the draft resolution [S/2021/804](#) submitted by Estonia and Norway was adopted as resolution [2596 \(2021\)](#) in connection with the agenda item “The situation in Afghanistan” on 17 September 2021; the draft resolution [S/2021/825](#) submitted by Estonia and France was adopted as resolution [2598 \(2021\)](#) in connection with the agenda item “Maintenance of international peace and security” on 29 September 2021; the draft resolution [S/2021/877](#) submitted by Mexico and the United States was adopted as resolution [2600 \(2021\)](#) in connection with the agenda item “The question concerning Haiti” on 15 October 2021; the draft resolution [S/2021/893](#) submitted by Norway and Niger was adopted as resolution [2601 \(2021\)](#) in connection with the agenda item “Children and armed conflict” on 29 October 2021; the draft resolution [S/2021/902](#) submitted by Mexico and the United Kingdom was adopted as resolution [2603 \(2021\)](#) in connection with the agenda item “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](#))” on 29 October 2021; and the draft resolution [S/2021/1075](#) submitted by Mexico was adopted as resolution [2616 \(2021\)](#) in connection with the agenda item “Maintenance of international peace and security” on 22 December 2021.

²⁵⁴ In 2021, there were 59 draft resolutions considered by the Council, 57 of which were adopted and two were not. Of the 59 resolutions tabled, 57 had a designated penholder (s) and two did not, namely, draft resolution [S/2021/530](#) (adopted by acclamation as resolution [2580 \(2021\)](#) on the question of the recommendation for the appointment of the Secretary-General of the United Nations) and draft resolution [S/2021/606](#) (adopted by consensus as resolution [2583 \(2021\)](#) under the item entitled “Date of election to fill a vacancy in the International Court of Justice”). Of the 57 resolutions with a designated penholder(s), nine were exclusively drafted by one or more elected member(s).

²⁵⁵ Resolutions [2565 \(2021\)](#), [2573 \(2021\)](#), [2580 \(2021\)](#), [2583 \(2021\)](#), [2589 \(2021\)](#), and [2594 \(2021\)](#). For more information on past practice concerning presidential texts, see *Repertoire, Supplement 2008–2009 to Supplement 2020*, part II, sect. VIII. B.

Table 12

Draft resolutions co-sponsored by non-members of the Council, 2021

<i>Draft resolution</i>	<i>Item</i>	<i>Meeting or videoconference record and date</i>	<i>Resolution</i>	<i>Council member sponsors</i>	<i>Non-Council member co-sponsors</i>
S/2021/171	Maintenance of international peace and security	S/2021/195 26 February 2021	Resolution 2565 (2021)	All Council members	100 Member States ^a
S/2021/402	Protection of civilians in armed conflict	S/2021/407 27 April 2021	Resolution 2573 (2021)	All Council members	50 Member States ^b
S/2021/523	The situation in Libya	S/PV.8783 3 June 2021	Resolution 2578 (2021)	3 Council members (Estonia, France and Ireland)	27 Member States ^c
S/2021/730	United Nations peacekeeping operations	S/PV.8837 18 August 2021	Resolution 2589 (2021)	All Council members	65 Member States ^d
S/2021/771	United Nations peacekeeping operations	S/PV.8852 9 September 2021	Resolution 2594 (2021)	All Council members	82 Member States ^c
S/2021/825	Maintenance of international peace and security	S/PV.8868 29 September 2021	Resolution 2598 (2021)	3 Council members (Estonia, France and Ireland)	31 Member States ^f
S/2021/1075	Maintenance of international peace and security	S/PV.8942 22 December 2021	Resolution 2616 (2021)	11 (Council members) Estonia, France, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom and United States)	64 Member States ^g

^a Afghanistan, Albania, Algeria, Andorra, Angola, Antigua and Barbuda, Argentina, Armenia, Australia, Austria, Bahrain, Bangladesh, Belarus, Belgium, Bosnia and Herzegovina, Bulgaria, Burkina Faso, Cambodia, Canada, Chile, Colombia, Congo, Costa Rica, Côte d'Ivoire, Croatia, Cyprus, Czech Republic, Denmark, Djibouti, Dominican Republic, Ecuador, Egypt, Fiji, Finland, Georgia, Germany, Greece, Guatemala, Guinea, Guyana, Honduras, Iceland, Indonesia, Italy, Japan, Jordan, Latvia, Lebanon, Lesotho, Liberia, Libya, Liechtenstein, Lithuania, Luxembourg, Malaysia, Mali, Malta, Marshall Islands, Mauritania, Monaco, Montenegro, Morocco, Mozambique, Namibia, Nauru, Nepal, Netherlands, New Zealand, Nigeria, North Macedonia, Oman, Papua New Guinea, Paraguay, Peru, Poland, Portugal, Qatar, Republic of Korea, Republic of Moldova, Romania, Samoa, San Marino, Senegal, Serbia, Sierra Leone, Slovakia, Slovenia, Spain, Sri Lanka, Sudan, Sweden, Switzerland, Turkey, Tuvalu, Uganda, Ukraine, Uruguay, Yemen and Zimbabwe.

^b Angola, Armenia, Austria, Bangladesh, Belgium, Brazil, Canada, Costa Rica, Côte d'Ivoire, Croatia, Czechia, Denmark, Djibouti, Dominican Republic, Ecuador, Egypt, Finland, Germany, Guatemala, Hungary, Iceland, Italy, Japan, Latvia, Lebanon, Lesotho, Liechtenstein, Luxembourg, Malaysia, Malta, Mauritania, Mongolia, Morocco, Netherlands, New Zealand, Pakistan, Peru, Poland, Portugal, Qatar, Republic of Moldova, Serbia, Singapore, Slovakia, Slovenia, Spain, Sweden, Switzerland, Turkey and Ukraine.

^c Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Finland, Germany, Greece, Hungary, Italy, Japan, Latvia, Lithuania, Luxembourg, Malta, Montenegro, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and Ukraine

^d Afghanistan, Armenia, Australia, Austria, Bangladesh, Belgium, Bhutan, Botswana, Brazil, Bulgaria, Cambodia, Canada, Chile, Colombia, Costa Rica, Croatia, Cyprus, Denmark, Djibouti, Ecuador, Fiji, Finland, Georgia, Germany, Greece, Guatemala, Guinea, Hungary, Iceland, Indonesia, Israel, Italy, Japan, Kazakhstan, Luxembourg, Maldives, Mali, Malta, Marshall Islands, Mauritius, Morocco, Namibia, Nepal, Netherlands, New Zealand, Nigeria, Papua New Guinea, Paraguay, Philippines, Poland, Portugal, Qatar, Republic of Korea, Republic of Moldova, Romania, Rwanda, Senegal, Slovakia, Sri Lanka, Sweden, Syrian Arab Republic, Thailand, Tunisia, Turkey, Ukraine and United Arab Emirates.

^e Andorra, Angola, Argentina, Australia, Austria, Bangladesh, Belgium, Bosnia and Herzegovina, Botswana, Brazil, Bulgaria, Canada, Chile, Colombia, Costa Rica, Côte d'Ivoire, Croatia, Cyprus, Czechia, Democratic Republic of the Congo, Denmark, Djibouti, Dominican Republic, Ecuador, Egypt, Fiji, Finland, Gambia, Georgia, Germany, Ghana, Greece, Guatemala, Hungary, Iceland, Indonesia, Italy, Japan, Jordan, Latvia, Lebanon, Lesotho, Liechtenstein, Lithuania, Luxembourg, Malaysia, Maldives, Mali, Malta, Mauritania, Montenegro, Morocco, Namibia, Nepal, Netherlands, New Zealand, Nigeria, North Macedonia, Papua New Guinea, Peru, Poland, Portugal, Qatar, Republic of Korea, Republic of Moldova, Romania, San Marino, Senegal, Serbia, Slovakia, Slovenia, South Africa, Spain, Sri Lanka, Sudan, Sweden, Switzerland, Togo, Turkey, Ukraine, United Arab Emirates and Zimbabwe.

^f Albania, Austria, Belgium, Botswana, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Finland, Germany, Greece, Hungary, Italy, Japan, Latvia, Lithuania, Luxembourg, Malta, Montenegro, Netherlands, Norway, Poland, Portugal, Republic of Moldova, Romania, Slovakia, Slovenia, Spain, Sweden and Ukraine.

^g Albania, Antigua and Barbuda, Australia, Austria, Belgium, Belize, Bosnia and Herzegovina, Botswana, Bulgaria, Canada, Colombia, Costa Rica, Côte d'Ivoire, Croatia, Cyprus, Czechia, Denmark, the Dominican Republic, Ecuador, Fiji, Finland, Gabon, Georgia, Germany, Ghana, Greece, Guatemala, Guinea, Guyana, Honduras, Hungary, Iceland, Italy, Japan, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Marshall Islands, Morocco, the Netherlands, New Zealand, Nigeria, Palau, Panama, Paraguay, Peru, Poland, Portugal, the Republic of Moldova, Romania, Saint Kitts and Nevis, San Marino, Sierra Leone, Slovakia, Slovenia, Spain, Sweden, Switzerland, Timor-Leste, Uruguay and Vanuatu.

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 of 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 to participate in meetings, 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 2021, the Council did not vote on procedural matters.

Adoption of resolutions

During the period under review, 48 out of 57 (84.2 per cent) of resolutions were adopted unanimously. A total of nine resolutions were adopted without a unanimous vote (see table 13).

Table 13
Resolutions adopted without a unanimous vote, 2021

<i>Resolution</i>	<i>Item</i>	<i>Meeting or videoconference record and date</i>	<i>Votes in favour</i>	<i>Votes against</i>	<i>Abstentions</i>
2564 (2021)	The situation in the Middle East ^a	S/2021/189 S/2021/194 25 February 2021	14 (China, Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam)	None	1 (Russian Federation)
2566 (2021)	The situation in the Central African Republic ^b	S/2021/253 S/2021/258 12 March 2021	14 (China, Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam)	None	1 (Russian Federation)
2577 (2021)	Reports of the Secretary-General on the Sudan and South Sudan ^c	S/2021/515 S/2021/518 28 May 2021	13 (China, Estonia, France, Ireland, Mexico, Niger, Norway, Russian Federation, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam)	None	2 (Kenya, India)

<i>Resolution</i>	<i>Item</i>	<i>Meeting or videoconference record and date</i>	<i>Votes in favour</i>	<i>Votes against</i>	<i>Abstentions</i>
2588 (2021)	The situation in the Central African Republic ^b	PV.8828 29 July 2021	14 (Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Russian Federation, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam)	None	1 (China)
2593 (2021)	The situation in Afghanistan ^d	PV.8848 30 August 2021	13 (Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam)	None	2 (China, Russian Federation)
2602 (2021)	The situation concerning Western Sahara ^c	PV.8890 29 October 2021	13 (Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam)	None	2 (Russian Federation, Tunisia)
2605 (2021)	The situation in the Central African Republic ^b	PV.8902 12 November 2021	13 (Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam)	None	2 (China, Russian Federation)
2607 (2021)	The situation in Somalia ^f	PV.8905 15 November 2021	13 (Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam)	None	2 (China, Russian Federation)
2616 (2021)	Maintenance of international peace and security ^g	PV.8942 22 December 2021	12 (Estonia, France, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom, United States, Viet Nam)	None	3 (China, India, Russian Federation)

^a For more information on the discussion, see part I, sect. 19.

^b For more information on the discussion, see part I, sect. 5.

^c For more information on the discussion, see part I, sect. 7.

^d For more information on the discussion, see part I, sect. 14.

^e For more information on the discussion, see part I, sect. 1.

^f For more information on the discussion, see part I, sect. 2.

^g For more information on the discussion, see part I, sect. 34.

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 was one instance in which a draft resolution was not adopted because it failed to obtain the nine affirmative votes required, and another instance when a draft resolution was not adopted owing to a negative vote cast by a permanent member (see table 14).

Table 14
Draft resolutions not adopted owing to the negative vote of a permanent member or for lack of the requisite number of votes, 2021

<i>Draft resolution</i>	<i>Item</i>	<i>Meeting record and date</i>	<i>Votes in favour</i>	<i>Votes against</i>	<i>Abstention</i>
S/2021/667	The situation in Bosnia and Herzegovina ^a	S/PV.8823 22 July 2021	2 (China, Russian Federation)	None	13 (Estonia, France, India, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom of Great Britain and Northern Ireland, United States of America, Viet Nam)
S/2021/990	Maintenance of international peace and security ^b	S/PV.8926 13 December 2021	12 (Estonia, France, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom of Great Britain and Northern Ireland, United States of America, Viet Nam)	2 (India, Russian Federation)	1 (China)

^a For more information on the discussion, see part I, sect. 17.A.

^b For more information on the discussion, see part I, sect. 34.

D. Decision-making without a vote

A procedural or substantive motion may be adopted in the Council without a vote or by consensus. In 2021, there were two instances of a resolution being adopted without a vote.²⁵⁶ At the 8789th meeting held in private on 8 June 2021, the Council adopted by acclamation resolution [2580 \(2021\)](#), recommending to the General Assembly that Mr. António Guterres be appointed Secretary-General of the United Nations for a second term of office from 1 January 2022 to 31 December 2026.²⁵⁷ At the 8808th meeting, held on 29 June 2021 under the agenda item entitled “Date of election to fill a vacancy in the International Court of Justice”, the Council adopted without a vote and by consensus resolution [2583 \(2021\)](#),²⁵⁸ by which it was decided that the election to fill the vacancy would take place on 5 November 2021 at a meeting of the Council and at a meeting of the General Assembly at its seventy-sixth session.²⁵⁹

In 2021, a total of 38 resolutions were adopted by a show of hands and 17 in accordance with the written procedure developed during the COVID-19 pandemic.²⁶⁰

Statements by the President (also known as presidential statements) on behalf of the Council continued to be adopted by consensus. A total of 24 presidential statements were adopted during the period under review.²⁶¹ In line with past practice, 11 of the presidential statements were adopted in meetings of the Council, while 13 presidential statements were adopted in accordance with the written non-objection procedure and were subsequently read out by the President of the Council during open videoconferences.²⁶²

Following past practice, during the period under review, notes and letters from the President were adopted by consensus and issued as official documents of the Council. In 2021, the Council issued 39 notes and 170 letters from the President.²⁶³ As indicated in subsection A above, the majority of letters from the President (106 out of 170 or 62.4 per cent) were used to

²⁵⁶ See resolutions [2580 \(2021\)](#) and [2583 \(2021\)](#).

²⁵⁷ See [S/PV.8789](#). For further details on the procedure, see part IV, sect. I.D.

²⁵⁸ See [S/PV.8808](#).

²⁵⁹ See resolution [2583 \(2021\)](#).

²⁶⁰ See [S/2020/253](#).

²⁶¹ For the complete list of presidential statements adopted during the period under review, see part I, chap. II of the report of the Council to the seventy-sixth session of the General Assembly ([A/76/2](#)).

²⁶² See [S/2020/273](#) and [S/2020/372](#).

²⁶³ For the complete list of notes by the President of the Council issued in 2021, see part I, chap. 13 of the report of the Council to the seventy-sixth session of the General Assembly ([A/76/2](#)) and www.un.org/securitycouncil/content/notes-president-2021. For the complete list of letters from the President of the Council issued in 2021, see part I, chap. III, of the report of the Council to the General Assembly and www.un.org/securitycouncil/content/letters-exchanged-between-secretary-general-and-president-security-council-2021.

circulate compilations of interventions in open videoconferences and the initiation and outcome of the written voting procedure for the adoption of resolutions.

Notes and letters from the President are rarely adopted during Council meetings. During the period under review, one note by the President, concerning the adoption of the draft annual report of the Council to the General Assembly for the period from 1 January 2020 to 31 December 2020, was adopted during a meeting of the Council, in line with past practice.²⁶⁴

E. Discussions concerning the decision-making process

At the 8926th meeting, held on 13 December 2021 under the agenda item entitled “Maintenance of international peace and security” and sub-item entitled “Climate and security”, the Council voted on a draft resolution ([S/2021/990](#)) submitted by 113 Member States.²⁶⁵ The draft resolution received 12 votes in favour, two against and one abstention and was not adopted, owing to the negative vote of a permanent member of the Council.²⁶⁶ Following the vote, the representative of Ireland, regretting the decision of certain countries to use their right of veto to block the adoption of the ground-breaking draft resolution, said that the Council had missed the opportunity for action.²⁶⁷ She expressed her delegation’s view that the veto was an anachronism and regretted its use in all circumstances. The representative of Kenya, echoing the disappointment with the use of the veto, said that his delegation looked forward to the Council reforms that could one day ensure that countries disproportionately affected by climate change were represented by permanent or veto-wielding members. The representative of Mexico recalled that since the establishment of the United Nations in 1945, his delegation had disagreed with the right to veto, predicting that it could lead to paralysis in the Council. The representative of the Russian Federation, on the other hand, said that despite the many criticisms of the veto in the Council, the result of the vote reflected a deeply divided international community on climate issues. He added that the draft resolution ignored the position of those 80 Member States that did

²⁶⁴ See [S/2021/500](#), adopted at the 8781st meeting (see [S/PV.8781](#)). For more information on annual report of the Council to the General Assembly, see part IV, sect. I.F.

²⁶⁵ See [S/2021/990](#).

²⁶⁶ See [S/PV.8926](#). *In favour*: Estonia, France, Ireland, Kenya, Mexico, Niger, Norway, Saint Vincent and the Grenadines, Tunisia, United Kingdom of Great Britain and Northern Ireland, United States of America, Viet Nam *Against*: India, Russian Federation *Abstaining*: China. For more information, see part I, sect. 34.

²⁶⁷ See [S/PV.8926](#).

not support it and that only the negative vote of his delegation was able to stop the process, which was the best indication that the veto was a key piece of insurance for the Council's work.

Council members and the wider membership also discussed issues pertaining to the decision-making of the Council at the annual open debate on the working methods of the Council, held on 16 June 2021 under the item entitled "Implementation of the note by the President of the Security Council ([S/2017/507](#))" (see case 6).

Case 6

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

On 16 June 2021, at the joint initiative of Estonia, which held the presidency for the month, and Saint Vincent and the Grenadines, whose Permanent Representative held the Chair of the Informal Working Group on Documentation and Other Procedural Questions, Council members convened an open debate under the item entitled "Implementation of the note by the President of the Security Council ([S/2017/507](#))" and the sub-item entitled "Working methods of the Security Council" focused on the theme of "Agility and innovation: lessons for the future from the coronavirus (COVID-19) pandemic".²⁶⁸ In their statements, Council members and other delegations focused on the importance of transparency and inclusivity in the decision-making process of the Council, the use of the veto and the impact of the remote working methods developed during the COVID-19 pandemic.

Multiple delegations stressed the importance of inclusivity and a fair distribution of responsibilities for the drafting of decisions and outcomes among members of the Council.²⁶⁹ The representative of China said that the allocation of penholdership should be more rational and reflect shared responsibilities and collective participation.²⁷⁰ He further expressed support for multiple Council members serving as co-penholders and encouraged non-penholders to actively contribute to the drafting of documents. Noting that the question of penholdership deserved particular attention of the Council, the representative of the Russian Federation reiterated that

²⁶⁸ See [S/PV.8798](#) and [S/2021/572](#). A concept note was circulated by a letter dated 2 June 2021 ([S/2021/527](#)).

²⁶⁹ See [S/PV.8798](#), China, Kenya (also on behalf of the elected members of the Council) and Russian Federation; [S/2021/572](#), Brazil, Italy, Kuwait, New Zealand (also on behalf of 35 former elected members of the Council) and Republic of Korea.

²⁷⁰ See [S/PV.8798](#).

any member of the Council may be a penholder and that more than one Council member may act as a co-penholder.²⁷¹ He also recalled the inadmissibility of the practice of introducing artificial deadlines into the Council's work and noted that many draft resolutions were received late without justification which did not allow for a comprehensive expert assessment, let alone meaningful consultations. The representative of New Zealand, on behalf of 35 former elected members of the Council, urged the Council to establish the principle of a fair and equitable division of labour, including penholdership, so that the insights of all members were best leveraged.²⁷² The representative of Kenya, speaking on behalf of the elected members of the Council, suggested that capacity-building for incoming members to have a clearer understanding of what chairing subsidiary bodies of the Council entailed, should also help demystify penholdership arrangements and create linkages among penholders and co-penholders.²⁷³ Moreover, in order to promote transparency and the fair and equitable distribution of work, including penholders agreeing to co-penholdership arrangements with elected members who had experience to contribute, the provisions of the note by the President dated 30 August 2017 regarding the selection of the chairs of subsidiary bodies had to be implemented.²⁷⁴

Regarding transparency in decision-making, the representative of Japan said that, to strengthen the legitimacy of Council decisions, the process should be as transparent as possible, allowing it to take into account the different views from both inside and outside the Council.²⁷⁵ The representative of New Zealand argued that Council members had to pursue innovative ways to engage with affected countries to ensure their participation, in particular when making decisions, as well as with troop- and police-contributing countries, regional and sub-regional organizations.²⁷⁶ Without proper coordination with the main stakeholders, the full effective implementation of the Council's decisions would not be possible. The representative of Ukraine said that such engagement with concerned countries and the wider membership could certainly make the responsibilities envisaged by such decisions much more feasible.²⁷⁷ The representatives

²⁷¹ Ibid.

²⁷² See [S/2021/572](#).

²⁷³ See [S/PV.8798](#).

²⁷⁴ See [S/2017/507](#).

²⁷⁵ See [S/2021/572](#).

²⁷⁶ Ibid. New Zealand spoke on behalf of 35 former elected members of the Council.

²⁷⁷ Ibid.

of the Republic of Korea and Slovakia also called for more involvement of troop- and police contributing-countries in the Council's decision-making process.²⁷⁸

Several speakers discussed the use of the veto power in the Council's decision-making, with some delegations calling for limitations or restraints in its use, including as some delegations asserted, in cases of mass atrocities.²⁷⁹ The representative of Kenya, speaking on behalf of the elected members of the Council, noted that the Council was the only United Nations organ left behind in having a truly representative composition with the use or threat of use of the veto continuing to prevent it from acting on vital topics.²⁸⁰ The representative of France, sharing the desire to reform the Council and its working methods in order to strengthen its legitimacy and effectiveness, reiterated his delegation's call on all other members, particularly the permanent members, to join the French-Mexican initiative for the voluntary and collective suspension of the use of the veto in cases of mass atrocities.²⁸¹ The representative of Cuba stated that effective procedures were required to eliminate discriminatory practices and ensure genuine participation and democratization in the Council's work and decision-making process, including the removal of the veto power.²⁸² The delegation of El Salvador, while recognizing the progress made in the annual report of the Council to the General Assembly, encouraged the Council to include an analysis of the decision-making process within the Council, as well as elements that further clarified the motivations that led permanent members to use the veto.²⁸³ The representative of New Zealand, speaking on behalf of 35 former elected members of the Council, observed that the casting of or threat to cast a veto had a significant negative impact or "cascade effect" on the working methods of the Council, including where working methods were not applied uniformly, consistently and to the exclusion of elected members.²⁸⁴ The delegation of Ukraine stated that the use of the veto remained one of the most divisive issues and that its repeated uses stained the Council's reputation almost to a point beyond repair.²⁸⁵ Moreover, the

²⁷⁸ Ibid.

²⁷⁹ See [S/PV.8798](#), Kenya (also on behalf of the elected members of the Council) and France; and [S/2021/572](#), Colombia, El Salvador, New Zealand (also on behalf of 35 former elected members of the Council), Republic of Korea and Ukraine.

²⁸⁰ See [S/PV.8798](#).

²⁸¹ Ibid.

²⁸² See [S/2021/572](#).

²⁸³ Ibid.

²⁸⁴ Ibid.

²⁸⁵ Ibid.

delegation noted a clear lack of implementation of both the spirit and the letter of Article 27(3) of the Charter and that a Council member should not resort to the veto and must abstain from voting when it was a party to a conflict under consideration by the Council.

On the other hand, the representative of the Russian Federation underscored that the issue of the veto did not pertain to working methods but was rather the cornerstone of the entire architecture of the Council and key to achieving balance in its decisions and ensuring that they had a good chance of being implemented as effectively as possible.²⁸⁶ The representative of China opined that unity among the 15 members of the Council was a show of power and strength and the source of its authority.²⁸⁷ Noting the need to duly enhance communication, accommodate each other's concerns and prioritize consensus-based decision-making, he stressed the need to avoid resorting to a vote whenever a difference arose.

Noting the challenges in decision-making under the remote working methods adopted during the COVID-19 pandemic, multiple delegations underscored the urgent need to ensure that the Council was able to take both substantive and procedural decisions at its meetings.²⁸⁸ The representative of Kenya, speaking on behalf of the elected members of the Council, stated that videoconferences should be considered formal meetings of the Council, where the provisional rules of procedure applied and allowed for, inter alia, the possibility to vote in real time on procedural and substantive matters.²⁸⁹ The representative of the United Kingdom noted that, without the procedural mechanisms for the resolution of disagreements, the Council had at times during the pandemic not been able to discuss new or existing agenda items more substantively or to bring visibility and attention to issues in the open when needed.²⁹⁰ The representative of the United States stated that, because videoconferences were not actual meetings of the Council, the provisional rules of procedure did not apply as a result of which the Council had effectively been unable to take any votes on procedural grounds for almost a year and a half, even when the vast majority of Council members may have supported the decision in question.²⁹¹ The representative of Liechtenstein stated that the ability to hold procedural votes had been absent within the

²⁸⁶ See [S/PV.8798](#).

²⁸⁷ Ibid.

²⁸⁸ See [S/2021/572](#), Latvia, Liechtenstein, New Zealand (also on behalf of 35 former elected members of the Council)) and Switzerland (also on behalf of the Accountability, Coherence and Transparency Group).

²⁸⁹ See [S/PV.8798](#).

²⁹⁰ Ibid.

²⁹¹ Ibid.

Council and that, while the frequent use of the procedural vote was a signal of a dysfunctional Council, it could be an important way to address division and ensure the Council was fit for purpose.²⁹² The representative of New Zealand stated that the Council should fully return to the provisional rules of procedure as soon as possible in order to allow procedural votes on the scheduling of meetings and the participation of briefers and, in that connection, encouraged dialogue among Council members towards considering virtual Council meetings as formal meetings.²⁹³ On behalf of the Accountability, Coherence and Transparency group, the delegation of Switzerland stated that the Council's primary objective should be to carry out all aspects of the work of the Council and its subsidiary organs, in particular voting virtually and in real time on both substantive and procedural matters, in line with Article 27 of the Charter and the provisional rules of procedure.²⁹⁴ According to the delegation of Brazil, some delegations had better resources than others for the use of virtual platforms which generated or worsened inequalities relating to following or participating in negotiating processes.²⁹⁵ The current practices, according to Brazil, should not be an excuse to create an environment in which many delegations would be unable to engage in substantive discussions or a decision-making process based on a silence procedure of a few days, if not hours.

²⁹² See [S/2021/572](#).

²⁹³ Ibid.

²⁹⁴ Ibid.

²⁹⁵ Ibid.

X. Languages

Note

Section X covers rules 41 to 47 of the provisional rules of procedure of the 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.

During the period under review, rules 41 to 47 were applied consistently in meetings of the Council. In accordance with the working methods developed during the COVID-19 pandemic, Council members continued to use a remote interpretation platform for open videoconferences, while closed videoconferences were generally conducted only in English. At an open videoconference, held on 14 April 2021, in connection with the item entitled “Women and peace and security”, Ms. Caroline Atim, Director of the South Sudan Women with Disabilities Network, briefed Council members in sign language with interpretation into the six languages of the Council, as provided under rule 44 of the provisional rules of procedure.²⁹⁶

²⁹⁶ [S/2021/1084](#). See also [S/2021/375](#).

Decisions

In a note by the President issued on 12 July 2021, recalling chapter VIII of the provisional rules of procedure, Council members, in an effort to enhance the effectiveness, involvement and inclusivity during the Council's discussions and strengthen the Council's overall functioning, reaffirmed their commitment to prioritizing multilingualism at all times.²⁹⁷

Communications

In a letter dated 14 December 2021 to the President of the Council, transmitting the annual report of the Council Working Group on Children and Armed Conflict for 2021, the Chair of the Working Group stated that the lack of interpretation continued to be an issue within the Working Group, since it undermined multilingualism as a core value of the Organization.²⁹⁸ Despite efforts by the Chair, the members of the Working Group regretted that this issue was further accentuated in the virtual format and that no remote interpretation platform was used.

Meetings

At the 8798th meeting, held on 16 June 2021, under the item entitled "Implementation of the note by the President of the Security Council ([S/2017/507](#))",²⁹⁹ speaking on behalf of the elected members of the Council, the representative of Kenya encouraged Council members to agree that videoconferences were considered formal meetings of the Council, where the same provisional rules of procedure were applied, including providing fully for multilingualism.³⁰⁰ He also urged investing efforts to ensure that interpretation was provided, including at closed meetings for effective participation and in line with the promotion of multilingualism. The representative of France opined that multilingualism, as a fundamental value of the organization, was undermined as the Council adapted to the COVID-19 pandemic and departed from its rules of procedure.³⁰¹ However, he welcomed the fact that, with the return to the Security Council Chamber, the Council had resumed holding its public meetings and consultations in all the official languages. The representative of El Salvador requested the reports of the Secretary-

²⁹⁷ See [S/2021/648](#).

²⁹⁸ See [S/2021/1039](#).

²⁹⁹ See [S/PV.8798](#) and [S/2021/572](#).

³⁰⁰ See [S/PV.8798](#).

³⁰¹ Ibid.

General to the Council be issued in the six official languages so that there was sufficient time to consult them before the debates and meetings.³⁰²

At the 8922nd meeting, held on 8 December 2021, under the item entitled “The situation in Mali”, the representative of Mexico, in his capacity as Chair of the Security Council Committee established pursuant to resolution [2374 \(2017\)](#) concerning Mali, said that on 5 May 2021, the Committee met in virtual format with the representatives of Mali, Algeria, Burkina Faso, Chad, The Gambia, Guinea, Mauritania, Morocco and Senegal for the purpose of discussing the implementation of the sanctions regime.³⁰³ He said that, despite the extraordinary circumstances imposed by the COVID-19 pandemic, this was the first virtual meeting of a subsidiary body of the Council that was able to count on simultaneous interpretation and a double identity check, in accordance with the principle of multilingualism and respect for safety standards. He highlighted that it was an estimable advance in terms of provisional working methods in the context of the pandemic.

³⁰² See [S/2021/572](#).

³⁰³ See [S/PV.8922](#).

XI. Status of the provisional rules of procedure

Note

Section XI covers the deliberations of the Council concerning its provisional rules of procedure. Article 30 of the Charter of the United Nations provides that the Council shall adopt its own rules of procedure. Since its adoption by the Council at its first meeting held on 17 January 1946, the provisional rules of procedure have been amended 11 times, with the last amendment adopted in 1982.³⁰⁴ On 27 December 2019, the Council issued a note by the President providing that, in line with the efforts of the United Nations and its Member States to promote the advancement of women and greater gender inclusivity and equality in their policies and practices, the members of the Council confirmed, as a matter of existing practice, that any reference to a male person in the Council's provisional rules of procedure was deemed not to be limited to male persons and also constituted a reference to a female person, unless the context clearly indicated otherwise.³⁰⁵

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 8798th meeting, held on 16 June 2021 under the item entitled “Implementation of the note by the President of the Security Council ([S/2017/507](#))”.³⁰⁶ In her briefing to the Council, Ms. Loraine

³⁰⁴ 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. Previous versions of the provisional rules were issued under the symbols [S/96](#) and [Rev.1-6](#), the latest version under the symbol [S/96/Rev.7](#).

³⁰⁵ See [S/2019/996](#).

³⁰⁶ See [S/PV.8798](#) and [S/2021/572](#).

Sievers, co-author of the fourth edition of *The Procedure of the UN Security Council*, noted that, in recent years, the rules had been under the shadow of a misunderstanding because their title still retained the word “provisional” with the assumption that this meant “draft” and that the rules had never been adopted, but rather existed as loose guidelines that could be set aside by Council members.³⁰⁷ Ms. Sievers recalled that the provisional rules of procedure were in fact adopted at the Council’s first meeting and that the retention of the word “provisional” in the title reflected the intention by Council members to revisit the outstanding issue of to what extent the rules should spell out the voting arrangements set out in Article 27 of the Charter. While the misunderstanding about the legal status of the rules could be set to rest if the Council were to agree to remove the word “provisional” from the title, to attend to the issue of some rules that over the years had become outdated would require a thorough and potentially divisive review. She concluded that it was therefore important to confirm that the rules that governed the conduct of official meetings were valid and could be applied and relied upon as currently written.

In his written statement submitted in connection with the same meeting, the representative of Cuba emphasized the need for the Council to adopt a definitive text to regulate its work and put an end to the “provisional” status that its rules of procedure had enjoyed for more than 70 years as this was essential for transparency and the necessary accountability.³⁰⁸ The representative of the Republic of Korea also echoed the need to formally adopt the current provisional rules of procedure.³⁰⁹

As described in more detail in section I, in the letters from the President of the Council dated 2 April and 7 May 2020,³¹⁰ it was agreed that the presidencies would work “in the spirit” of the Council’s provisional rules of procedure to ensure that Council members participating in a virtual Council discussion were represented by appropriately credentialed delegates, pursuant to rule 13 of the provisional rules of procedure; that the agenda was adopted at the outset of each videoconference, pursuant to rule 9; and that any other relevant rules were observed as a matter of practice, under Chapter VI of the provisional rules of procedure.

³⁰⁷ See [S/PV.8798](#).

³⁰⁸ See [S/2021/572](#).

³⁰⁹ Ibid.

³¹⁰ See [S/2020/273](#) and [S/2020/372](#).

Annex

A. Videoconferences held by the members of the Council, 2021

<i>Date</i>	<i>Item</i>	<i>Videoconference format/record</i>	<i>Outcome</i>	<i>Other documents</i>
05 January 2021	The situation in the Middle East	Open/Closed S/2021/22		
06 January 2021	Maintenance of international peace and security	Open S/2021/24		
11 January 2021	Peace consolidation in West Africa	Open S/2021/43		
12 January 2021	Threats to international peace and security caused by terrorist acts	Open S/2021/48	S/PRST/2021/1	
13 January 2021	The situation in Mali	Open/Closed S/2021/47		
14 January 2021	The situation in the Middle East	Open/Closed S/2021/56		
14 January 2021	Meeting of the Security Council with the troop - and police - contributing countries pursuant to resolution 1353 (2001) , annex II, sections A and B – UNFICYP	Closed		
18 January 2021	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Open S/2021/66		
20 January 2021	The situation in the Middle East	Open S/2021/75		
21 January 2021	The situation in the Central African Republic	Open/Closed S/2021/76		
21 January 2021	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)	Open/Closed S/2021/77		
25 January 2021	Maintenance of international peace and security	Open S/2021/90		
26 January 2021	The situation in the Middle East, including the Palestinian question	Open S/2021/91		
28 January 2021	The situation in Libya	Open/Closed S/2021/97		
29 January 2021	The situation in Cyprus	Open/Adoption S/2021/99	Resolution 2561 (2021) 15-0-0	S/2021/96

<i>Date</i>	<i>Item</i>	<i>Videoconference format/record</i>	<i>Outcome</i>	<i>Other documents</i>
29 January 2021	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Open/Adoption	S/PRST/2021/2	
2 February 2021	The situation in Myanmar	Closed		
3 February 2021	Peace and consolidation in West Africa	Open/Adoption	S/PRST/2021/3	
4 February 2021	The situation in the Middle East	Open/Closed S/2021/109		
9 February 2021	The situation in Libya	Open/Adoption	S/PRST/2021/4	
10 February 2021	Threats to international peace and security caused by terrorist acts	Open S/2021/140		
11 February 2021	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)	Open S/2021/159		
11 February 2021	Reports of the Secretary-General on the Sudan and South Sudan	Open/Adoption S/2021/136	Resolution 2562 (2021) 15-0-0	S/2021/131
16 February 2021	The situation concerning Iraq	Open/Closed S/2021/152		
17 February 2021	Maintenance of international peace and security	Open S/2021/157		
18 February 2021	The situation in the Middle East	Open/Closed S/2021/167		
22 February 2021	The situation in Somali	Open/Closed S/2021/173		
22 February 2021	The question concerning Haiti	Open/Closed S/2021/174		
23 February 2021	Maintenance of international peace and security	Open S/2021/198		
24 February 2021	The situation in the Central African Republic	Open/Closed S/2021/187		
25 February 2021	The situation in the Middle East	Open S/2021/206		
25 February 2021	The situation in Somalia	Open S/2021/207		

<i>Date</i>	<i>Item</i>	<i>Videoconference format/record</i>	<i>Outcome</i>	<i>Other documents</i>
25 February 2021	The situation in Somalia	Open/Adoption S/2021/193	Resolution 2563 (2021) 15-0-0	S/2021/188
25 February 2021	The situation in the Middle East	Open/Adoption S/2021/194	Resolution 2564 (2021) 14-0-1	S/2021/189
26 February 2021	The situation in the Middle East, including the Palestinian question	Open/Closed S/2021/218		
26 February 2021	Maintenance of international peace and security	Open/Adoption S/2021/204	Resolution 2565 (2021) 15-0-0	S/2021/195
2 March 2021	Meeting of the Security Council with the troop - and police - contributing countries pursuant to resolution 1353 (2001) , annex II, sections A and B – UNMISS	Closed		
3 March 2021	Reports of the Secretary-General on the Sudan and South Sudan	Open/Closed S/2021/219		
4 March 2021	The situation in the Middle East	Open/Closed S/2021/226		
5 March 2021	The situation in Myanmar	Closed		
9 March 2021	Reports of the Secretary-General on the Sudan and South Sudan	Open/Closed S/2021/246		
10 March 2021	Briefing by the Chairperson-in-Office of the Organization for Security and Cooperation in Europe	Open S/2021/256		
10 March 2021	The situation in Myanmar	Open/Adoption	S/PRST/2021/5	
11 March 2021	Maintenance of international peace and security	Open S/2021/250		
12 March 2021	The situation in the Central African Republic	Open/Adoption S/2021/258	Resolution 2566 (2021) 14-0-1	S/2021/253
12 March 2021	Reports of the Secretary-General on the Sudan and South Sudan	Open/Adoption S/2021/259	Resolution 2567 (2021) 15-0-0	S/2021/254
12 March 2021	The situation in Somalia	Open/Adoption S/2021/260	Resolution 2568 (2021) 15-0-0	S/2021/255
12 March 2021	The situation in Libya	Open/Adoption	S/PRST/2021/6	
15 March 2021	The situation in the Middle East	Open S/2021/265		
16 March 2021	The situation in the Middle East	Open/Closed S/2021/266		

<i>Date</i>	<i>Item</i>	<i>Videoconference format/record</i>	<i>Outcome</i>	<i>Other documents</i>
23 March 2021	The situation in Afghanistan	Open S/2021/291		
24 March 2021	The question concerning Haiti	Open/Adoption	S/PRST/2021/7	
24 March 2021	The situation in Libya	Open/Closed S/2021/292		
25 March 2021	The situation in the Middle East, including the Palestinian question	Open S/2021/302		
25 March 2021	Reports of the Secretary-General on the Sudan and South Sudan	Open S/2021/308		
26 March 2021	Non-proliferation/Democratic People's Republic of Korea	Open/Adoption S/2021/303	Resolution 2569 (2021) 15-0-0	S/2021/296
29 March 2021	The situation in the Middle East	Open S/2021/315		
30 March 2021	The situation concerning the Democratic Republic of the Congo	Open/Closed S/2021/316		
30 March 2021	Non-proliferation of weapons of mass destruction	Open S/2021/325		
31 March 2021	The situation in Myanmar	Closed		
6 April 2021	The situation in Mali	Open/Closed S/2021/336		
6 April 2021	The situation in the Middle East	Open S/2021/337		
8 April 2021	Maintenance of international peace and security	Open S/2021/346	S/PRST/2021/8	
12 April 2021	The situation in the Great Lakes region	Open/Closed S/2021/351		
13 April 2021	Security Council resolutions 1160 (1998), 1199 (1998), 1203 (1998), 1239 (1999) and 1244 (1999)	Open S/2021/370		
14 April 2021	Women and peace and security	Open S/2021/375		
15 April 2021	The situation in the Middle East	Open/Closed S/2021/372		
16 April 2021	The situation in Libya	Open/Adoption S/2021/381	Resolution 2570 (2021) 15-0-0	S/2021/373
16 April 2021	The situation in Libya	Open/Adoption S/2021/382	Resolution 2571 (2021) 15-0-0	S/2021/374

<i>Date</i>	<i>Item</i>	<i>Videoconference format/record</i>	<i>Outcome</i>	<i>Other documents</i>
19 April 2021	Co-operation between the United Nations and regional and sub-regional organizations	Open S/2021/394	S/PRST/2021/9	
21 April 2021	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)	Open/Closed S/2021/401		
22 April 2021	The situation in the Middle East, including the Palestinian question	Open S/2021/404		
22 April 2021	Non-proliferation of weapons of mass destruction	Open/Adoption S/2021/400	Resolution 2572 (2021) 15-0-0	S/2021/393
26 April 2021	Reports of the Secretary-General on the Sudan and South Sudan	Open/Closed S/2021/408		
27 April 2021	Protection of civilians in armed conflict	Open/Adoption S/2021/415 S/2021/410	Resolution 2573 (2021) 15-0-0	S/2021/407
28 April 2021	The situation in the Middle East	Open/Closed S/2021/418		
4 May 2021	The situation in Bosnia and Herzegovina	Open S/2021/436		
6 May 2021	The situation in the Middle East	Open S/2021/446		
7 May 2021	Maintenance of international peace and security	Open S/2021/456		
10 May 2021	Threats to international peace and security	Open/Closed S/2021/460		
11 May 2021	The situation in Iraq	Open S/2021/474		
11 May 2021	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)	Open/Adoption S/2021/457	Resolution 2574 (2021) 15-0-0	S/2021/449
11 May 2021	Reports of the Secretary-General on the Sudan and South Sudan	Open/Adoption S/2021/458	Resolution 2575 (2021) 15-0-0	S/2021/450
12 May 2021	The situation in the Middle East	Open/Closed S/2021/465		
16 May 2021	The situation in the Middle East, including the Palestinian question	Open S/2021/480		
17 May 2021	The situation in Libya	Open S/2021/483		

<i>Date</i>	<i>Item</i>	<i>Videoconference format/record</i>	<i>Outcome</i>	<i>Other documents</i>
18 May 2021	Peace and security in Africa	Open/Closed S/2021/484		
19 May 2021	Peace and security in Africa	Open S/2021/490	S/PRST/2021/10	
20 May 2021	Reports of the Secretary-General on the Sudan and South Sudan	Open/Closed S/2021/495		
21 May 2021	The situation in Libya	Open S/2021/498		
24 May 2021	United Nations peacekeeping operations	Open S/2021/501	S/PRST/2021/11	
25 May 2021	Protection of civilians in armed conflict	Open S/2021/505		
26 May 2021	The situation in the Middle East	Open/Closed S/2021/506		
28 May 2021	Reports of the Secretary-General on the Sudan and South Sudan	Open/Adoption S/2021/518	Resolution 2577 (2021) 13-0-2	S/2021/515
22 June 2021	The situation in Afghanistan	Open S/2021/601		
28 June 2021	Children and armed conflict	Open S/2021/617		
29 June 2021	Maintenance of international peace and security	Open S/2021/621		
9 August 2021	Maintenance of international peace and security	Open S/2021/722	S/PRST/2021/15	
28 October 2021	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	Open S/2021/941	S/PRST/2021/21	
30 December 2021	Threats to international peace and security caused by terrorist attacks	Open/Adoption S/2021/1116	Resolution 2617 (2021) 15-0-0	S/2021/1107

B. Resolutions adopted by the Council through the written voting procedure in 2021

<i>Resolution and date</i>	<i>Item</i>	<i>Written records of voting procedure</i>	<i>Written records of voting outcome</i>
2561 (2021) 29 January 2021	The situation in Cyprus	S/2021/99	S/2021/96
2562 (2021) 11 February 2021	Reports of the Secretary-General on the Sudan and South Sudan	S/2021/136	S/2021/131
2563 (2021) 25 February 2021	The situation in Somalia	S/2021/193	S/2021/188
2564 (2021) 25 February 2021	The situation in the Middle East	S/2021/194	S/2021/189
2565 (2021) 26 February 2021	Maintenance of international peace and security	S/2021/204	S/2021/195
2566 (2021) 12 March 2021	The situation in the Central African Republic	S/2021/258	S/2021/253
2567 (2021) 12 March 2021	Reports of the Secretary-General on the Sudan and South Sudan	S/2021/259	S/2021/254
2568 (2021) 12 March 2021	The situation in Somalia	S/2021/260	S/2021/255
2569 (2021) 26 March 2021	Non-proliferation/Democratic People's Republic of Korea	S/2021/303	S/2021/296
2570 (2021) 16 April 2021	The situation in Libya	S/2021/381	S/2021/373
2571 (2021) 16 April 2021	The situation in Libya	S/2021/382	S/2021/374
2572 (2021) 22 April 2021	Non-proliferation of weapons of mass destruction	S/2021/400	S/2021/393
2573 (2021) 27 April 2021	Protection of civilians in armed conflict	S/2021/410	S/2021/407
2574 (2021) 11 May 2021	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)	S/2021/457	S/2021/449

<i>Resolution and date</i>	<i>Item</i>	<i>Written records of voting procedure</i>	<i>Written records of voting outcome</i>
2575 (2021) 11 May 2021	Reports of the Secretary-General on the Sudan and South Sudan	S/2021/458	S/2021/450
2577 (2021) 28 May 2021	The situation in Libya	S/2021/518	S/2021/515
2617 (2021) 30 December 2021	Threats to international peace and security caused by terrorist attacks	S/2021/1116	S/2021/1107

C. Presidential statements issued by the Council through the written procedure in 2021

<i>Presidential statement and date</i>	<i>Item</i>	<i>Videoconference record</i>
S/PRST/2021/1 12 January 2021	Threats to international peace and security caused by terrorist acts	S/2021/48
S/PRST/2021/2 29 January 2021	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	S/2021/66
S/PRST/2021/3 3 February 2021	Peace consolidation in West Africa	
S/PRST/2021/4 9 February 2021	The situation in Libya	S/2021/110
S/PRST/2021/5 10 March 2021	The situation in Myanmar	
S/PRST/2021/6 12 March 2021	The situation in Libya	
S/PRST/2021/7 24 March 2021	The question concerning Haiti	
S/PRST/2021/8 8 April 2021	Maintenance of international peace and security	S/2021/346
S/PRST/2021/9 19 April 2021	Cooperation between the United Nations and regional and subregional organizations in maintaining international peace and security	S/2021/394

<i>Presidential statement and date</i>	<i>Item</i>	<i>Videoconference record</i>
S/PRST/2021/10 19 May 2021	Peace and security in Africa	S/2021/490
S/PRST/2021/11 24 May 2021	United Nations peacekeeping operations	S/2021/501
