



FAMUN2019
FACAMP MODEL UNITED NATIONS

DELEGATE HANDBOOK

General Assembly Plenary and Committee Flow of Debate

Realization:



Support:



In the process of affiliating with WIMUN

THREE MAIN ELEMENTS OF GENERAL ASSEMBLY MEETINGS¹

Before delegates begin their simulation, they elect General Assembly Officials (President and Vice-Presidents of the General Assembly) and Bureaus (Chair and Vice-Chair) to lead the Plenary session and their respective committees. The elected officials are assisted by the Secretariat.

The simulation of the General Assembly is divided into three parts:

1. The Opening Plenary of the General Assembly

All delegates participating in the General Assembly simulation meet together to adopt the First Report of the General Committee (that sets the agenda for the conference and how it will be organized) and to make statements on the conference theme during the general debate. Any delegate representing an individual country or political group wishing to make a statement during the General Debate must subscribe to the Speakers List before the Plenary begins. The Opening Plenary is led by the President of the General Assembly.

2. Committee Sessions

Once the Plenary meeting is adjourned, each delegation splits up into the Committees they have been assigned to discuss the topic allocated to their Committee. (For more detail on the Committee Sessions see “The Stages of Committee Sessions” below.) The majority of time at the conference will be spent working in Committee Sessions.

3. Closing Plenary of the General Assembly

All delegates participating in the General Assembly, the Security Council and the International Court of Justice simulations meet together in the Closing Plenary. First, the Chairs deliver their report on the work delegates engaged in during Committee Sessions. Next, the Assembly formally adopts the resolutions that were adopted by each Committee. When a resolution is adopted in a Committee, it remains a recommendation until the GA Plenary formally adopts it again during the Closing Plenary. If a resolution was adopted without a vote (i.e., by consensus) in the Committee, it is the practice of the UN to adopt it by consensus in the Closing Plenary. If it was adopted by a vote in the Committee, then it is adopted

¹ The rules of procedure and the flow of debate of all United Nations General Assembly simulated at FAMUN 2019 follow the WIMUN approach, developed by WFUNA.

by a vote in the Plenary. The only resolution that is not adopted twice is the one that was allocated to the GA Plenary in the first place.

Once the various GA resolutions have been adopted by the GA Plenary, the Presidents of the Security Council simulations also deliver a summary of the work completed in the Councils.

THE STAGES OF COMMITTEE SESSIONS

The work in each Committee is divided into the following segments:

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

1. **Review and adopt the organization of work**, a document which details how long delegates have to deliver their statements during the General Debate and how the time will be organized during the time delegates will be in their Committees. The presentation of the organization of work is the first order of business, which must be adopted by consensus before the Committee can begin its General Debate.

2. **Engage in an Interactive Session with specialists** to give delegates an opportunity to deepen their knowledge on the topic they will be debating. The Interactive Session will begin with a statement delivered by one or more specialists, followed by Q&A from the delegates.

3. **Convene the General Debate** where political groups and individual delegations will have an opportunity to make an opening statement on the topic that will be discussed. Any delegation or political group wishing to make a statement during the General Debate must subscribe to the Speakers List before the debate begins.

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

1. **Allow different political groups to each draft a resolution**. This replaces the use of working papers which is followed in some Model UN conferences. Before delegates will be split into different political groups, the Committee as a whole must agree on a common structure for the operative section of the resolution.

2. **Merge the different drafts**. The political groups must merge their different drafts into one resolution that is later reviewed paragraph by paragraph by the entire Committee.

3. **Submit the draft to the Bureau** along with a list of sponsors. Once the one draft resolution is submitted, the two groups driving the negotiation process are the sponsors and non-sponsors.

4. **Review the draft resolution line by line** in a Formal Informal to create a compilation text that contains a complete list of amendments proposed by delegations that chose not to sponsor the resolution. These amendments are neither friendly or unfriendly and are never voted on during informal consultations. Every time the wording of an entire paragraph has been agreed to by the Committee it should be marked *Agreed ad ref* to indicate that the Committee has temporarily agreed to the text in that paragraph until the entire negotiation process has been completed.

5. **Debate the amendments** proposed by the non-sponsors during the line by line review. This takes place in an Informal Informal meeting where sponsors and non-sponsors talk to each other with the goal of reaching consensus on the amendments that have been proposed. During these informal consultations, sponsors have the power to accept, reject or agree to an alternate wording of the amendments.

6. Delegates will be given a choice at different points during the line by line to temporarily suspend the line by line review to debate the amendments that have been proposed so far or continue on.

7. Before commencing the debate, delegates will also be given a choice to either have the Chair moderate the informal consultations on the amendments, do it by themselves or have one of the sponsors moderate the negotiations. It is up to the Committee to decide.

8. If the Committee decides to review the entire resolution without suspending the line by line at any point to engage in a debate on the amendments, then informal consultations would not begin until after the line by line review is completed.

9. If there are any amendments that are contentious during informal consultations and the Committee is having difficulty reaching consensus, they should be "bracketed" or set aside for further discussion later on, so that the Committee can first focus on those amendments that are easier to reach agreement on.

10. After going through all the amendments at least once, the Committee should return to those amendments that have been "bracketed". Facilitators should be present to help delegates reach agreement on these amendments.

11. After all amendments have been resolved, the Chair should scroll through the entire resolution paragraph by paragraph and ask the delegates to carefully read the text to make sure there are no further objections.

12. **Repeat #4 and #5** if new objections are raised until agreement has been reached on all of the new amendments and every paragraph is marked *Agreed ad ref.*

13. If consensus has been reached early and time still remains in the Committee, it can go back and add more text or even another sub-topic, if there is enough time to do it. What new text is added must be reviewed and any amendments that are proposed to the new text must be debated in the manner set forth in this handbook.

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

1. **Formally introduce the draft resolution** to the entire Committee. The sponsors must decide who will introduce the resolution on their behalf.

2. **Adopt the draft resolution** either by consensus (i.e., without voting) or by voting (if consensus has not been reached).

3. (When consensus has not reached and action will be taken by voting), **allow the non-sponsors to introduce amendments** during the final formal meeting and put them to a vote **and/or put forth a motion to divide the resolution into parts** and have the Committee vote separately on individual paragraphs.

4. **Allow non-sponsors to either explain their position** (if consensus has been reached) **or explain their vote** (if consensus has not been reached).

THINGS TO KNOW ABOUT THE RULES OF PROCEDURE

1. There are no moderated and unmoderated caucuses. This means that during the Opening Plenary and Committee Sessions, the speeches are never interrupted when delivered during the General Debate. The Speakers List is followed until all speakers have had an opportunity to speak.

2. Passing notes during Formal Meetings is not allowed.

3. The presiding officer during meetings will never ask, "Are any points or motions on the floor?"

4. Parliamentary points (e.g., Points of Personal Privilege, Points of Information, and Points of Inquiry) and motions (e.g., Motion for Moderated or Unmoderated Caucuses, Motion to Set Agenda, Motions to Set Speaking Time, Motion to Move to Voting Procedures, etc.) **are not allowed** during the conference. These are parliamentary rules of procedure and they are not used at the United Nations because it is not a Parliament.
5. Delegates will not be allowed to yield their time to the Chair or another delegation.
6. The only point that is allowed is a Point of Order, which is only to be used if a delegate feels the rules of procedure are not being following properly.
7. Delegates must raise a Point of Order without being prompted.
8. The Right of Reply is allowed during the General Debate if a delegation wishes to respond to a comment made during a speech that they find offensive. Any delegation wishing to exercise its right of reply must notify the Secretary of their Committee of its request. If granted by the Chair, the delegation must wait until the end of the Speakers List to reply. Each delegation can exercise its Right of Reply a maximum of two times during the General Debate.
9. Signatories are not required in order for a resolution to be considered. When there are multiple versions of a draft resolution on an agenda item, the Committee will merge the drafts so that no more than one resolution is submitted to the Bureau for consideration in each Committee.
10. During informal consultations, there will be no rules of procedure. Delegates are encouraged to work together to achieve consensus on the wording of the resolution that is under consideration.
11. The line by line review offers an opportunity for the non-sponsors to propose changes to the draft resolution. Sponsors are not allowed to propose amendments during the line by line review. Sponsors can get together during informal consultations and decide to modify the text, however, all the sponsors must agree to any changes that are proposed. If one sponsor objects to a proposed change in the text, then the text should not be changed until all the sponsors agree to it.
12. During the line by line review delegates can indicate if they agree or disagree with the amendments that are proposed and ask the sponsors to clarify the meaning of the text. Delegates must wait until the line by line review has been suspended or completed before they can begin discussing any of the amendments in detail.

13. If the Committee is not able to reach consensus in the time it has available to negotiate the text, a delegate can request that the draft resolution be put to a vote during the final formal meeting. When this occurs, non-sponsors can introduce amendments that are then put to a vote and/or put forth a motion to divide the resolution into separate votes (i.e., vote on whether to include individual paragraphs). Action on the resolution is not complete until delegates have voted on the entire resolution, which occurs after amendments have been introduced and voted on and/or after the resolution has been divided into Separate Votes (if the Committee has voted to do so) and/or the Motion to Adjourn Debate have been voted on.

14. If a resolution is put to a vote because the Committee has not been able to reach consensus, the sponsors can longer reject any amendments that a non-sponsor may propose during the final formal meeting to take action on the resolution. The fate of the amendment, in this instance, is decided by a simple majority of the Member States in the Committee.

15. **Motion to Adjourn Debate (also known as the No-Action Motion):** This motion is only used during the final formal meeting when consensus has not been reached and the sponsors of a resolution want to kill an amendment that has been proposed by a non-sponsor. If there is an objection to the motion, the Chair will give two speakers for and two speakers against the motion an opportunity to speak. After all speakers have finished, the motion is voted on. If it passes, then consideration of the amendment is terminated and not voted on. If there are other amendments, then the Chair will allow them to be introduced and voted on unless the sponsors raise a new Motion to Adjourn Debate.

16. **Motion to Divide the Resolution into Separate Votes:** If consensus is not reached, during the final formal meeting to take action, non-sponsors can put forth a motion to divide the resolution into separate votes. This motion is made if a delegate would like to remove one or more paragraphs from the resolution. If there are any objections to this motion, the Chair will give two speakers for and two speakers against the motion an opportunity to speak. After all speakers have finished, the motion is voted on. If it passes, then the resolution is first divided into one or more separate votes, and then the entire resolution is voted on. If the motion fails, then the resolution is not divided into separate votes and the Committee proceeds to vote on the entire resolution.

17. When consensus is not reached, delegates are expected to make these motions without being prompted.

18. Regardless of whether a resolution is adopted by consensus or by a vote, non-sponsors are allowed to make a statement during the final formal meeting of their

Committee or the Closing Plenary to put on record any reservations they may have on the resolution before action is taken. When non-sponsors wish to voice their reservations on specific parts of the text or to disassociate their government from a particular paragraph, they can only do it once, either in the Committee or the Plenary - but not both.

19. Once a resolution has been adopted by the Committee, it must still be adopted a second time at the Closing Plenary before it can be considered to be an official resolution.

20. Although this is not a formal rule of procedure, it is the practice at the UN to adopt a resolution by consensus during the Closing Plenary if it has been adopted by consensus in Committee, or adopt it by a vote in the Closing Plenary if it has been adopted by a vote in Committee.

TERMS USED IN THE WIMUN APPROACH

1. **Bureau:** refers to the Chair, Vice-Chair, and Rapporteur, who are officials elected by the General Assembly to preside over Committee meetings.

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

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

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

5. **Informal Informals:** This is an informal meeting that takes place to allow groups of delegates to draft resolutions or merge them once they have been drafted or to engage in negotiations on amendments that have been proposed. During an Informal Informal, there are no rules of procedure.

6. **Formal Informals:** This is also an informal meeting, but it is led by either the Chair of the Committee or the main sponsor of a draft resolution. The purpose of this informal meeting is to allow delegates to review a draft resolution paragraph by paragraph and give the non-sponsors an opportunity to propose amendments. These amendments are never voted on during informal meetings but discussed

during Informal Informals until agreement between the sponsors and non-sponsors is reached. There are no rules of procedure during a Formal Informal meeting.

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

8. **Explanation of position:** When consensus has been reached and a resolution is adopted without a vote, a non-sponsor is given the opportunity to make a statement about any reservations they may have about particular paragraphs that are included in the draft resolution. It is possible to agree to adopt a resolution without a vote and still have elements of a resolution that the non-sponsor is not entirely pleased with. Or the explanation may be to express the delegate's disappointment that something important to the non-sponsor was left out of the resolution.

9. **Explanation of vote:** When a resolution is adopted by taking a vote, a non-sponsor is given the opportunity to make a statement about any reservations they may have about particular paragraphs that are included in the draft resolution. Or the explanation may be to express their disappointment that something important to the non-sponsor was left out of the resolution.

TERMS NOT USED IN THE WIMUN APPROACH

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

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

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

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

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

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

7. **Clauses:** Model UN conferences around the world refer to the clauses of a draft resolution. In contrast, the editorial guidelines at the UN refer to them as paragraphs and sub-paragraphs.

DRAFTING A RESOLUTION

Every resolution is divided into two sections that consist of preambular and operative paragraphs.

Preambular paragraphs begin with a word or phrase in the present participle (e.g., *Recalling*) and always ends with comma. Preambular paragraphs are not numbered.

Operative paragraphs begin with a word or phrase in the present tense (e.g., *Encourages*) and always end with a semi-colon except for the last operative paragraph that ends with a period.

The words or phrases used to begin a paragraph are always italicized and never underlined.

The preambular paragraphs set the stage and context for the operative section.

The best way to learn about how to write a good resolution is to study and compare them. Here are some tips about what goes into a good resolution.

Type and order of content to include in the preamble with examples for each

When reading this section, please keep in mind that the aim is to give you an idea of the range of content that could be included in a resolution and does not mean that this content is always included in a resolution. It also aims to serve as a guideline on how to decide the order in which to include content when drafting a resolution or merging content from different resolutions on the same agenda item.

1. The preamble usually begins by recalling past actions that the General Assembly has taken on the agenda item that is being discussed:

The General Assembly,

Recalling its resolutions 57/309 of 22 May 2003, 58/9 of 5 November 2003, 58/289 of 14 April 2004, 60/5 of 26 October 2005, 62/244 of 31 March 2008, 64/255 of 2 March 2010 and 66/260 of 19 April 2012 on improving global road safety,

2. If there are other actions that the United Nations has taken on this agenda item, that would go next,

Recalling also the United Nations Conference on Sustainable Development, held in Rio de Janeiro, Brazil, from 20 to 22 June 2012, and its outcome document, entitled "The future we want", in which Member States took into account road safety as part of their efforts to achieve sustainable development,

If the same word is used twice in a row to begin a paragraph, the second time it is used, the word also is added and italicized.

3. After highlighting the actions of the United Nations, it is common to add paragraphs that recall reports distributed to Member States by the Secretary-General,

Having considered the note by the Secretary-General transmitting the report on improving global road safety and the recommendations contained therein,

4. At this point, it is usually good to add some information about the concerns that are driving the debate of the agenda item that is under consideration,

Expressing its concern that the number of road traffic deaths still remains unacceptably high, with an estimated 1.24 million lives lost in 2010, and that only 7 per cent of the world's population is covered by adequate laws that address all behavioural risk factors, including the non-use of helmets, safety belts and child restraints, driving under the influence of alcohol and drugs, inappropriate and excessive speed and the inappropriate use of cellular telephones, including texting, while driving,

Also expressing its concern that half of all road traffic deaths worldwide involve pedestrians, motorcyclists and bicyclists, and that some developing countries have inadequate infrastructure and insufficient policies in place to protect these vulnerable road users,

5. If there is any impact that has resulted from the actions the UN has taken that the delegates wish to draw attention to, this would go after expressing their concerns,

Noting with satisfaction that targeted steps to reduce road traffic injuries undertaken by the United Nations, including in the framework of the Decade of Action for Road Safety, have yielded positive results, and recognizing in this regard that more than 100 Member States, United Nations organizations, non-governmental organizations and civil society representatives organized pedestrian safety activities during the second United Nations Global Road Safety Week, held from 6 to 12 May 2013,

6. The preamble would also note any actions taken by Member States and/or specialized UN agencies, programmes and funds,

Commending the Governments of Brazil, Mozambique, Romania and Thailand and the World Health Organization for the successful launch, in May 2013 in the context of the sixty-sixth World Health Assembly, of the Global Alliance for Care of the Injured,

7. Recognition of regional commissions would come next, if this information was available,

Acknowledging the important interregional efforts of the Economic Commission for Europe and the Economic and Social Commission for Asia and the Pacific in organizing the Europe-Asia Road Safety Forum to promote the implementation of United Nations road safety conventions and to facilitate the exchange of experiences in this field among European and Asian countries,

8. If there are any other reports delegates want to highlight, this would be included at some point after a report by the Secretary-General is mentioned,

Taking note of the report of the Commission for Global Road Safety entitled *Safe Roads for All: A Post-2015 Agenda for Health and Development*,

Only UN documents are referred to in the body of a General Assembly resolution. If there are other resources, reports or books that were used while doing research and they were not published by the UN, they should not be included in the resolution.

9. If a preambular paragraph is used to highlight actions taken by Member States and/or civil society without mentioning specific countries or organizations, that would go toward the end of the preambular paragraphs:

Commending Member States that have acceded to the United Nations international legal instruments on road safety and that have adopted comprehensive legislation on major risk factors, including the disregard for road signs and signals, the non-use of helmets, safety belts and child restraints, driving under the influence of alcohol and drugs, inappropriate and excessive speed and inappropriate use of cellular telephones, including texting,

Recognizing Member States and civil society for their continued commitment to road safety by observing the World Day of Remembrance for Road Traffic Victims on the third Sunday of November every year,

Content to be included in operative paragraphs with examples

First and foremost, the operative paragraphs should consist of recommended actions that address the concerns outlined in the preamble.

Sometimes there is a sequence of paragraphs that lead up to the recommended action. Consider the following example of operative paragraphs:

1. *Recognizes* the importance of the efficient movement of people and goods and access to environmentally sound, safe and affordable transportation as a means to improve social equity, health, the resilience of cities, urban-rural linkages and the productivity of rural areas, and in this regard takes into account road safety as part of the effort to achieve sustainable development;

2. *Commends* Member States that have developed national plans that are in line with the Global Plan for the Decade of Action for Road Safety 2011-2020, and encourages Member States that have not yet developed such plans to do so, paying special attention to the needs of all road users, in particular pedestrians, cyclists and other vulnerable road users, as well as issues related to sustainable mobility;

3. *Invites* Member States that have not yet done so to nominate, as appropriate, national focal points for the Decade of Action to coordinate and facilitate national activities for the Decade;

In this instance, operative paragraphs 2 and 3 contain two related recommended actions. Operative paragraph 1 and the first half of operative paragraph 2 set up these recommended actions by establishing why they are important and by drawing attention to actions already taken by some Member States (without naming who they are) that are linked to these recommendations.

What is interesting about this example is that operative paragraph 1 and the first part of paragraph 2 would ordinarily be content that we would expect to find somewhere in the preamble. But because it is being used to justify a specific action in the operative section, it makes more sense to include this in the operative section as a lead in to a specific recommendation.

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

For terms commonly used in resolutions, go to:
https://unitar.org/ny/sites/unitar.org.ny/files/Terms%20Resolutions_2010_0.pdf

Some comments on the use of sub-paragraphs

Model UN resolutions tend to include sub-paragraphs much more often than real UN resolutions. One reason may be that delegates like to include more detail in their resolutions. Sub-paragraphs may appear less frequently in real resolutions because diplomats are aware that the more detailed the text is, the more difficult it is to negotiate. Reaching consensus often requires making compromises and this may result in paragraphs that are more general in nature.



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