

# SECURITY COUNCIL



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## SECOND REPORT OF THE SECURITY COUNCIL COMMITTEE ON COUNCIL MEETINGS AWAY FROM HEADQUARTERS

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#### I. INTRODUCTION

- 1. At its 1625th meeting on 11 January 1972, the Security Council decided "... to establish a committee composed of all Council members, to be called 'Security Council Committee on Council Meetings away from Headquarters', to study the question of the convening of Council meetings in an African capital in all its aspects technical, administrative, financial, legal, political and others". The Council also decided that the Committee should, in addition, "endeavour to draft general guidelines which could be applied in all similar situations which might arise in the future in connexion with Article 28 (3) of the Charter, which authorizes the Security Council to hold 'meetings at such places other than the seat of the Organization as in its judgement will best facilitate its work'".
- 2. The Committee held eight meetings between 12 and 18 January 1972 and submitted to the Security Council the report contained in document S/10514. At that time it agreed to defer to a later stage its work on other aspects of its mandate, in particular the Council's directive that it should endeavour to draft general guidelines which could be applied in all similar situations which might arise in the future.

#### II. FURTHER DIRECTIVE TO THE COMMITTEE

- 3. In a letter dated 9 January 1973 (S/10858) addressed to the President of the Security Council, the Minister for Foreign Affairs of Panama proposed, on behalf of his Government, that the Security Council should meet at Panama City from 15 to 21 March 1973 on the basis of Article 28, paragraph 3, of the Charter to consider an agenda having as its general theme the "Consideration of measures for the strengthening of international peace and security and the promotion of international co-operation in Latin America, in accordance with the provisions and principles of the Charter and the resolutions relating to the right of self-determination of peoples and strict respect for the sovereignty and independence of States". He added that his Government would place at the disposal of the Council whatever technical facilities and services might be necessary to ensure the success of the meeting and offered to contribute appropriately to the costs arising therefrom. The Security Council was also informed that the Latin American Group had unanimously agreed to support this proposal by the Government of Panama (S/10859).
- 4. At its 1684th meeting on 16 January 1973, the Security Council included in its agenda an item entitled "Request of Panama concerning the holding of meetings of the Security Council in Panama City: Letter dated 9 January 1973 from the Minister for Foreign Affairs of Panama addressed to the President of the Security Council (S/10858)".
- 5. Following discussion at its 1684th and 1685th meetings on 16 January, the Security Council decided (1) to accept in principle the invitation from the Government of Panama to meet in Panama City from 15 to 21 March 1973, and (2) to ask the Security Council Committee on Council Meetings away from Headquarters to

consider all aspects of the necessary arrangements and report to the Security Council not later than 26 January. The President of the Council indicated that members had agreed to follow the same procedure as adopted in 1972 in preparing for the meetings of the Security Council in Africa. Accordingly, the Council's Committee on Council Meetings away from Headquarters should be reconvened and requested to consider all aspects of the Council's requirements in carrying out its agreement to meet in Panama City. As before, it would be requested to make recommendations on technical, administrative, financial, legal, political and other aspects of the question, including the precise formulation of an agenda for discussion.

#### III. ORGANIZATION OF WORK

- 6. The Committee held 6 meetings between 17 and 25 January, when it approved its report to the Security Council.
- 7. At its 9th meeting on 17 January the Committee agreed to follow the procedures adopted at the first meeting on 12 January 1972 (S/AC.19/SR.1, page 2). It further decided to begin its work with a review of the technical aspects of the question and to request the Secretariat to prepare for it a working paper concerning the administrative, technical, and financial aspects of arrangements for the meetings in Panama City, including a comparative tabulation of estimated and actual costs for the Addis Ababa meetings and the relevant estimates for those to be scheduled in Panama City.

#### IV. CONSIDERATION OF ADMINISTRATIVE AND TECHNICAL QUESTIONS

During the course of its 9th meeting, the Committee was supplied with preliminary information with regard to legal, technical financial and other aspects of the question by officials of the Secretariat. The representative of the Office of Conference Services reviewed available data on the personnel required for giving language and records services for meetings of the Security Council. The Assistant Secretary-General, Office of General Services, explained the technical facilities and other requirements which were the responsibility of his office, including (1) installation and operation of equipment for interpretation and sound recording, (2) transportation of personnel, supplies and equipment, and (3) security. Consultations had already been held with representatives of the Government of Panama, who had offered all necessary co-operation. The representative of the Office of Public Information described the essential services that would have to be provided for correspondents covering the meetings of the Security Council and those that would be supplied for use elsewhere. The Director of the Budget, on behalf of the Office of Financial Services, explained the procedures which would have to be followed in approving the expenditures required and indicated that preliminary estimates would be included in the working paper which had been requested, based on discussions under way with the representatives of Panama regarding the part of the expenses to be undertaken by that Government.

- At its 10th meeting on 19 January, the Committee considered the Working Paper prepared by the Secretariat, which is reproduced in the armex to this report, containing (i) preliminary cost estimates for meetings of the Security Council in Panama City together with an indication of staffing requirements for such meetings; (ii) a comparative table of staff requirements in respect of the Security Council meetings in Addis Ababa and the proposed meetings in Panama City; and (iii) a comparison of budget estimates and actual expenditures of the Addis Ababa meetings. Based on the information available and certain assumptions set out in the first paragraph, the Working Paper concluded that the cost likely to be incurred for holding Security Council meetings in Panama City between 15 and 21 March 1973 was tentatively estimated at \$92,000. The Secretariat had been informed that the host Government, at its own expense, would make the necessary alterations and installations to the meeting chamber, with the assistance of a team of telecommunications engineers provided by the United Nations whose expenses would be borne by the host Government, together with the freight costs for any required equipment.
- 10. In the course of the Committee's discussion at its 9th and 10th meetings concerning technical facilities that would be required, it was pointed out that as not all members of the Security Council maintained diplomatic missions in Panama, adequate communications facilities would be of great importance to many members. In that connexion the representative of Panama assured the Committee that his Government would provide every delegation with an appropriate office equipped with telex facilities. Moreover, efficient telex communications with the whole world and direct or indirect telephone satellite communications with all parts of the world were available in Panama City. In connexion with the technical preparations for the meetings, the representative of Panama further stated that his Government, at its expense, would invite a small group of Secretariat officials to proceed to Panama in advance in order to survey the technical facilities and to discuss, in detail, the necessary arrangements required to ensure the success of the Council's session.
- 11. Among the questions considered in connexion with the estimates contained in the working paper was that of the number of meetings to be anticipated and the type of records that the Council would require. The Committee agreed to recommend that the Council hold meetings on working days between 15 and 21 March, without prejudice to the possibility of meeting during the week-end should that prove necessary, and in principle to hold two meetings per day. Following some discussion, it was agreed to recommend further that the Council be provided with full verbatim records of its meetings, in accordance with rule 49 of its provisional rules of procedure. The need to observe all possible economy commensurate with the goal of providing efficient and appropriate servicing for the meetings was stressed by many members of the Committee, and the Secretariat was requested to scrutinize carefully once again the requirements set out in the working paper in order to make any possible savings. The Committee requested the Secretariat to bear these suggestions in mind when making its final arrangements upon the recommendation of the Security Council. The Committee agreed, at its 10th meeting, to take note of the working paper prepared by the Secretariat (see annex), in the light of the explanations which had been provided by the Secretariat.

12. Another aspect that was discussed in this connexion by the Committee was the matter of the funding of the costs of the proposed Security Council meetings in Panama City. The view was expressed that the Security Council should take into consideration the general principle contained in General Assembly resolution 2609 (XXIV) and reaffirmed in resolution 2960 (XXVII) in which the General Assembly decided:

established headquarters when a Government issuing an invitation for a session to be held within its territory has agreed to defray, after consultation with the Secretary-General as to their nature and possible extent, the actual additional costs directly or indirectly involved.

The United States drew attention to the need for the host Government to bear the additional cost involved in holding meetings of the Security Council in its territory. Noting that the General Assembly had established this principle with regard to United Nations bodies, the United States considered that the Security Council should apply this principle to govern any invitations received in the future to meet away from Headquarters. Some members of the Committee expressed the view that the Council should act with prudence as it might set precedents for the future. Most members, however, considered that General Assembly resolution 2609 (XXIV) did not qualify the Security Council's power under Article 28, paragraph 3, to hold meetings away from Headquarters when it considered that such meetings would facilitate its work, whether or not at the invitation of a host Government, and whether or not the additional expenses were defrayed by the inviting Covernment. Consequently, they maintained that additional expenses would be the responsibility of the Organization. The representative of Panama indicated that in making its proposal that the Council meet in Panama City, his Government had acted in accordance with Article 28 (3) of the Charter and that in the course of the debates on this financial aspect of the holding of meetings in Panama it had been clearly stated that the great majority of the members of the Security Council had agreed that the relevant provision of the Charter was applicable to this specific point. The representative of Panama further noted with pleasure that his country's proposal had received the endorsement of the entire Latin American and African groups of States (S/10859, S/10867). He reiterated that his Government was prepared to contribute adequately to the costs of the meetings in Panama on a scale commensurate with the generous contribution that had been made by the Government of Ethiopia in respect to the meetings in Addis Ababa.

13. In summing up this part of the discussion, the Chairman stated that all members agreed that this was a very important aspect of the Committee's work. The majority felt that the Council was acting under the provisions of Article 28, paragraph 3, of the Charter and the procedure to be followed with regard to funding should be the same as in the case of its meetings in Addis Ababa. The members of the Committee expressed the hope that all possible efforts would be made to meet additional costs to the United Mations arising from meetings of the Council away from Headquarters in 1973 from the existing United Mations regular budget, as was found possible in the case of the meetings held in Addis Ababa, without prejudice to the application of this recommendation to possible future meetings of the Council away from Headquarters.

#### V. CONSIDERATION OF LEGAL QUESTIONS

- 14. At the 9th meeting of the Committee the representative of the Office of Legal Affairs recalled that in its first report to the Security Council (\$/10514, para. 22) the Committee had recommended that the Council request the Secretary-General to enter into immediate negotiations with the Government of Ethiopia with a view to concluding a conference agreement along the lines set out in Annex II of that report. As the agreement then concluded with Ethiopia had proved satisfactory, he suggested that the same procedure should be followed as closely as possible with respect to the meetings to be held in Panama. He understood that the Government of Panama was willing to accept such a procedure. An agreement similar to that signed with Ethiopia might thus be concluded between the United Nations and the Government of Panama, once the Security Council had adopted a formal decision. Questions of detail concerning meeting facilities and certain other requirements would be dealt with in an annex which would form an integral part of the agreement.
- 15. Further consideration was given to these legal questions at the 11th meeting of the Committee on 22 January. In response to an inquiry, the representative of the Office of Legal Affairs indicated that the absence of a Headquarters Agreement between the United Nations and Panama, such as had existed with Ethiopia as the site of a major United Nations Office, did not mean that any significant differences would need to be envisaged between the two Conference Agreements. The representative of Panama reaffirmed his Government's adherence to the principles of Articles 104 and 105 of the Charter concerning the legal competence of the United Nations and stressed its adherence to the Convention on Privileges and Immunities of the Organization. He expressed the readiness of his Government to sign an appropriate Conference Agreement and the relevant annexes required in the circumstances.
- 16. As there was no objection, the Committee agreed to recommend to the Security Council that it request the Secretary-General to take immediate steps to conclude a Conference Agreement with the Government of Panama along the lines of the agreement concluded last year with Ethiopia, with whatever minor adjustments might be appropriate, and including as an integral part an annex relating to questions of detail regarding such matters as meeting facilities and the offer of Panama to provide certain facilities without charge to the United Nations.

#### VI. CONSIDERATION OF POLITICAL QUESTIONS

- 17. In the course of the Committee's discussion, it was repeatedly stressed that the technical arrangements for servicing of the meetings in Panama and the communications facilities that would be required must be adequate to preserve the ability of the Security Council to discharge its primary responsibility under the Charter for the maintenance of international peace and security and to be so organized as to be able to function continuously.
- 18. The Committee's attention was also drawn to the Council's directive to the Committee that it should endeavour to draft general guidelines which could be applied in all similar situations which might arise in the future (S/PV.1625).

Accordingly, it was suggested that the Committee might embark upon this endeavour at a later stage. In this connexion it was deemed preferable to defer consideration of guidelines until the Committee could draw upon the experience gained in more than one session held away from Headquarters. The Committee agreed that it would meet again within three months after the meetings in Panama in order to discuss relevant questions related to any future meetings of the Security Council away from Headquarters in line with the Committee's terms of reference.

- 19. It was recalled that at its 3rd meeting the Committee had set up a working group of the whole to make preparations for the Security Council's work after the latter took the necessary decision on the arrangements for the meetings in Africa. The Committee did not think it necessary to schedule a meeting of the group at the present stage and therefore left it to the President of the Security Council, in consultation with its members, to decide when a meeting of the group could usefully be held.
- 20. Already at an early stage of the Committee's work the Chairman indicated that it would be desirable to engage in informal consultations with regard to the formulation of an agreed agenda for the meetings in Panama, taking into account the general theme which had been put forward initially by the Minister for Foreign Affairs of Panama.
- 21. At the 12th meeting on 23 January the Chairman stated that as a result of consultations, a consensus had been reached to recommend to the Security Council that the agenda for the meetings in Panama City be the 'Consideration of measures for the maintenance and strengthening of international peace and security in Latin America in conformity with the provisions and principles of the Charter'.

#### VII. RECOMMENDATIONS

- 22. The Committee decided to submit to the Security Council the following recommendations:
- (a) That the Council confirm its decision to hold meetings in Panama City beginning on Thursday 15 March and ending on Wednesday 21 March 1973;
  - (b) That, in principle, two meetings be held on each working day;
- (c) That the meetings be provided with full verbatim records in accordance with rule 49 of the provisional rules of procedure of the Security Council;
- (d) That the agenda for the meetings to be held in Panama City be the "Consideration of measures for the maintenance and strengthening of international peace and security in Latin America in conformity with the provisions and principles of the Charter":
- (e) That the Council request the Secretary-General, in the light of the stated readiness of the Government of Panama to act as a host to the Security Council

meetings and to provide certain facilities without charge to the United Nations, to enter into immediate negotiations with that Government with a view to concluding a conference agreement along the lines set out in the model agreement annexed to the Committee's first report (S/10514, annex 2);

- (f) That the Council acknowledge with gratitude the offer of the Government of Panama to act as host to the Security Council.
- 23. Bearing in mind the above recommendations, the Committee further recommends to the Security Council the adoption of the following draft resolution:

#### DRAFT RESOLUTION

#### The Security Council,

Having considered the letter dated 9 January 1973 from the Linister for Foreign Affairs of Panama addressed to the President of the Security Council (S/10858) by which the Security Council was informed, on behalf of the Government of the Republic of Panama, that the latter had decided, on the basis of Article 28, paragraph 3, of the Charter of the United Nations, to propose that the Security Council should meet at Panama City, from 15 to 21 Narch 1973,

Taking note of the unanimous support of the Latin American Group for the proposal of the Government of Panama (S/10859),

Recalling the decisions taken at its 1685th meeting on 16 January 1973 and in particular the decision to accept, in principle, the proposal of Panama to meet in Panama City between 15 and 21 March 1973,

Taking note, with gratitude, of the offer by the Government of Fanama, in acting as host to the Security Council, to place at the Council's disposal whatever technical facilities and services might be necessary to ensure the success of the Council's meetings to be held in Panama City, and to contribute appropriately to the costs arising therefrom,

Having discussed the second report of the Security Council Committee on Council Leetings away from Headquarters (S/10868),

Taking note, in particular, of the information on preliminary cost estimates as contained in the annex to the Committee's report.

<u>Eearing in mind</u> the recommendations submitted by the Committee in chapter VII of its report.

1. <u>Decides</u> to hold meetings in Panama City, beginning on Thursday 15 March, and ending on Wednesday 21 March 1973, and that the agenda for these meetings be the Consideration of measures for the maintenance and strengthening of international peace and security in Latin America in conformity with the provisions and principles of the Charter;

- 2. Expresses its gratitude to the Government of Panama for its stated readiness to act as host to the Security Council meetings and to provide certain facilities without cost to the United Nations;
- 3. Requests the Secretary-General to enter into immediate negotiations with the Government of Panama with a view to concluding an appropriate conference agreement in accordance with the Committee's relevant recommendations.

#### ANNEX

#### WORKING PAPER

#### PRELIMINARY COST ESTIMATES FOR MEETINGS OF THE SECURITY COUNCIL IN PAMAMA CITY

- 1. In the event the Security Council decides to hold meetings in Panama City, Panama, during the period 15-21 March 1973, the costs that would be incurred are tentatively estimated at \$92,000 based on information currently available and/or on the following assumptions:
- (a) that the meetings would be of a formal nature requiring the same services as are provided in New York, except that consecutive interpretation would be dispensed with;
- (b) that a meeting chamber would be available properly equipped to provide simultaneous interpretation in five languages and having an adequate number of receivers (earphones) for participants, servicing staff, press and spectators;
- (c) that the host Government would meet hotel room costs with respect to members of the Secretariat detailed to service the meetings; and
- (d) that the host Government would provide, free of charge, all necessary local transportation, the local staff (other than supervisory personnel) required for internal and external security, maintenance and cleaning, messenger service, and casual labour, as well as suitably furnished office space to accommodate the substantive and conference servicing staff.
- 2. The Secretariat has noted the letter dated 9 January 1973 from the Minister for Foreign Affairs of Panama addressed to the President of the Security Council (S/10858), in particular the paragraph quoted below:

"The Government of the Republic of Panama, in extending its formal invitation, places at the disposal of the Security Council whatever technical facilities and services may be necessary to ensure the success of the meeting and offers to contribute appropriately to the costs arising therefrom."

3. The Permanent Mission of Panama has informed the Secretariat that all alterations and installations to the meeting chamber will be done by the host Government at its expense. The assistance of the United Nations in this respect has been requested to provide a team of seven telecommunications engineers, whose travel and subsistence expenses would be borne by the Panamanian Government, as would the freight costs for any required equipment.

4. With regard to the estimated requirements indicated below, it should be borne in mind that they are as yet tentative and subject to revision in the light of information that may be received from the Government of Panama as to what other facilities and services could be provided at no cost to the United Nations. In this connexion, it has been proposed by the Permanent Mission of Panama that a small survey team travel to Panama City at Panama's expense, in order to co-ordinate with the authorities locally and assess more precisely the requirements that will arise both for the host Government and for the United Nations.

### Staffing requirements

5. In addition to the Secretary-General and his accompanying staff it is estimated at this time that a total of 151 staff members would need to be detailed from New York to service the session, bearing in mind the contribution of the host Government indicated in subparagraph 1 (d) above:

## (a) Office of Conference Services (95 staff members)

The Director of Interpretation and Meeting Services, two conference officers, 13 interpreters, 32 verbatim reporters, seven verbatim reporting editors, 30 conference typists for verbatim records, five translators/revisers, one calligrapher, one reproduction officer, one distribution officer, one documents control officer, and one tape recording officer for verbatim records.

## (b) Office of Public Information (29 staff members)

One senior OPI official, in charge of OPI contingent. <u>Press services</u>: one English editor, two coverage officers, four English typists/proofreaders, two Spanish/Portuguese editors/translators, two Spanish typists/proofreaders, one press accreditation/documentation officer. <u>Radio services</u>: four radio officers (Chinese, English/French, Russian, Spanish), two radio engineers, one production assistant. <u>Film and photographic services</u>: one director/producer, one cameraman, one photographer, one sound engineer, one production assistant. <u>General coverage</u>: Director of Information Centre in San Salvador, which covers Panama.

## (c) Office of General Services (6 staff members)

Three communications staff, two security officers and one travel and freight officer. (The seven telecommunications engineers referred to in paragraph 3 above, would operate and service the telecommunications equipment during the Security Council session.)

## (d) <u>Substantive staff</u> (16 staff members)

Thirteen staff members from the Department of Political and Security Council Affairs, two from the Department of Political Affairs, Trusteeship and Decolonization and one from the Office of Legal Affairs. The actual number of

substantive staff to be detailed from Headquarters will ultimately depend on the item(s) that the Security Council will decide to inscribe in its agenda for the meetings in Panama.

(e) Protocol, Administrative/Finance staff (5 staff members)

One Protocol Officer, one Chief Administrative Officer, one Finance Officer and one Liaison Officer and one secretary.

#### Cost estimates

6. A breakdown of the estimated cost of \$92,000 is given below:

Travel and subsistence of staff	\$73,500
Communications	12,000
Miscellaneous supplies and services	<u>6,500</u>
	\$92,000

- 7. The amount for travel and subsistence of staff includes an estimate of \$36,000 for the charter of an aircraft from New York to Panama City and return. The exact cost of the charter, however, would only be known after the submission of the charter contract to open bidding by airline companies.
- 8. The provision for communications includes the cost of eight machine-hours of teletype per day for eight days (\$11,500), the rental of radio circuits for the radio output of the Office of Public Information (\$500).
- 9. The provision for miscellaneous supplies and services would cover such requirements as general insurance, freight and pouch services and other sundry expenses.

COMPARATIVE TABLE OF STAFF REQUIREMENTS IN RESPECT OF THE SECURITY COUNCIL MEETINGS IN PAPARA CITY II.

		MEETIN	MEETINGS IN ADDIS ABABA	ABABA	MEETINGS IN PANAMA CITY	EMANA CITY
		Detailed from New York	Provided by ECA	Provided by Govt. of Ethiopia	To be detailed from	To be provided by Govt. of
OFFICE OF CONFERENCE SERVICES		95	3	19	95	19
	Basic require- ments					
Director, Interpretation and	-	<b>-</b>	:			,
Conference Officers	1 CV	4 ~4	Н	1	ı cu	1
Interpreters (for simultaneous interpretation)	13	13	ı	1	13	ı
Interpreters (for consecutive	)	) 			ì	
interpretation)	ľV	ı	:	1	` .	ı
Verbatim reporters	32	32	,	•	35	,
Verbatim reporting editors	8	7	1	ı	7	1
Conference typists for verbatim	76	C			C	ı
records	50 E	9,5	ıc	1	۵ <sup>د</sup>	•
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Officer-in-charge		ı	п	ı	т	ı
Press services						
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Coverage officers		CI	•	i	οι.	1
Typists/proofreaders		ì	a	r	<b>.</b> 3	ı
documents officers		ţ	1	•	н	ı

Radio and Visual Services

Film facilities:

Directors Cameramen

Editors/Translators

Typists French: Translators

Reporters Typists

Spanish/Portuguese:

Detailed from San Salvador. \*

Photographic facilities:

**Photographers** General coverage:

San Salvador

Clerk/secretaries

Radio engineers

Production assistants

Production assistants

Radio facilities: Radio officers

Sound-recordists

\*\*\* Plus Security Staff.

<sup>\*\*</sup> Was on mission to Addis Ababa.

# III. BUDGET ESTIMATES AND ACTUAL EXPENDITURES OF ADDIS ARABA MEETINGS

## 1. Budget estimates (S/10514, annex I)

	Travel and subsistence of staff	<b>\$133,</b> 800
	Communications	1,700
	General expenses	4,000
	Total	\$139,500
2.	Actual expenses incurred 1/	
	Travel and subsistence of staff	\$ 78,798
	Communications	1,648
	General expenses	20,934
	Total	\$101,380

<sup>1/</sup> Note: The original estimates included a provision of \$88,000 for the cost of a charter flight from New York to Addis Ababa and return. The actual charter costs, however, came to only (54,143). In addition, an amount of \$8,255 was reimbursed to the United Nations from fares paid by delegations and members of the press corps who travelled on the chartered aircraft.

