

## CHAPTER VI.

# DRAFT RESOLUTIONS, AMENDMENTS, REPORTS & STATEMENTS

Resolutions are the primary tools for action at the United Nations. Debate at the UN focuses on solving, at least in part, the many problems facing the world community. After months of debate and behind-the-scenes discussion on a topic, the Member States will come to an agreement on how their countries should proceed on the issue. This agreement is then codified in the form of a "draft resolution." The text of a draft resolution is usually worked out well in advance of being brought to the floor, with many nations making suggestions and many changes occurring behind the scenes. When a draft resolution is brought to the floor, it may also be formally discussed, amended, rejected or adopted as circumstances dictate. Note that it is very rare for a UN resolution to be rejected: most Member States prefer to only bring a draft resolution to the floor if they are sure that it will be adopted, and it is not uncommon to wait until they are sure that all members present will agree to the resolution and adopt it by consensus.

Resolutions usually state a policy that the UN will undertake, but they also may be in the form of reports, treaties, conventions and declarations in some bodies. They range from very general to very specific in content. Depending on the body involved, they may call for or suggest a course of action, condemn an action, and require action or sanctions on the part of the member states. The General Assembly and the Economic and Social Council may only call for or suggest actions. It should be noted that no body other than the Security Council may require action or sanctions from Member States. In some cases, final conventions and treaties may also require action, but this would only be on the part of the ratifying nations.

Reports and statements are similar to resolutions in that they state a UN policy or objective. The only functional difference is in the format of these documents. Reports (typically formulated by long-standing commissions and other reporting bodies) are usually divided into paragraphs and sections to cover the various topics and sub-topics under discussion. Statements (often used in place of resolutions in the Security Council) offer a less formal pronouncement of some UN action.

Amendments to draft resolutions (and other documents) are the means by which these documents may be altered by the body involved. Amendments can create additions, deletions or changes to a draft resolution in order to increase its acceptability to all nations involved. Amendments are usually needed for a body to move toward a consensus on a draft resolution. When all sponsors of a draft resolution agree to an amendment, the change is automatically made (without a formal debate or vote); this type of change is called a "friendly amendment."

## DRAFT RESOLUTIONS

AMUN simulations will only accept draft resolutions and other documents at the Conference. These may not be submitted in advance of the Conference, but delegations may choose to bring working documents with them in order to assist in getting a quick start in your deliberations.

Draft resolutions are not eligible for formal consideration on the floor of GA Committees and Concurrent GA Plenary until they receive the support and sponsorship of at least twenty-five percent of the total delegations registered for the conference, as announced at the first session of each Committee; draft resolutions in ECOSOC and other simulations require support and sponsorship of at least twenty-five percent of total delegations registered for that simulation. Additional sponsors to a resolution can be added at any time -- as the document is written, in caucusing sessions, or at a later point in the Conference. Once a resolution is under formal consideration by a body, additional sponsors may only be added with the consent of the resolution's original sponsors.

To facilitate the process of discussing, creating, combining and changing resolutions, a motion for a 30 minute (or more) suspension of the meeting will be entertained at the beginning of each simulation. It is recommended that Representatives use this time to discuss the problems facing their simulation, and to begin the creation of documents or combination of existing drafts proposed by the delegations. This session will be Representatives' first opportunity to formally enter the UN political process of working with others in an attempt to build consensus.

The process of utilizing "draft resolutions" and requiring more than one sponsoring delegation is intended to replicate the United Nations practice of gaining support for resolutions before they are discussed in Committee or Council. Further, it should push delegations away from looking at a proposal as "my resolution" and toward working with others to find a solution and to gain a consensus opinion on the topic being discussed.

To this end, **Representatives will need to work together and most likely combine clauses from a number of draft resolutions or subsequent proposals** made by other Member States at the conference. Representatives are strongly encouraged



to undertake this process before a resolution comes to the floor. As in the real UN, building support for one resolution that encompasses the entire topic will be a much better use of the Representatives' time than trying to work on multiple resolutions, many of which will overlap. **Thus AMUN suggests that Representatives not contend over which resolution will come to the floor, but rather caucus and compromise to determine how best to combine resolutions into a coherent, whole product that all nations can accept, either through friendly amendments or through the drafting of a new "omnibus" resolution.**

After a draft resolution receives the requisite twenty-five percent sponsorship, it must be brought to the dais for approval. Once an approved resolution is made available in sufficient quantity for all delegations, the Chair will then announce the resolution as available for discussion on the floor.

Draft resolutions which are created at or brought to the Conference by delegations must have the requisite twenty-five percent sponsors before they will be considered by the dais or processed in Delegate Services. Security Council draft resolutions never require more than one sponsor to be brought to the floor.

## **POINTS TO CONSIDER IN WRITING DRAFT RESOLUTIONS**

The following list includes important points to consider when writing a draft resolution. This is by no means an exhaustive list, but should provide a good starting point to make your draft resolutions as realistic as possible. Points to consider include:

- In the preambular clauses, describe the recent history of the situation and the issue as it currently exists;
- Reference past United Nations actions and previous resolutions passed on the topic, when available;
- In the operative clauses, include actions or recommendations which will solve the problem, not just make a statement;
- Do not be blatantly political in the content of the draft resolution -- this may damage efforts to reach a consensus on the issue;
- Take into account the points of view of other nations whenever possible;
- Write the draft resolution from your country's side of the "international" or "United Nations" perspective, not just from your country's individual point of view;
- Refer issues which need further discussion to appropriate, existing bodies;
- Do not create new committees/commissions/working groups/etc. without considering funding for these groups, or if other, similar bodies already exist;
- Always consider previous UN resolutions on the topic -- do not duplicate what other resolutions have done without referencing the appropriate sources.

## **RULES FOR SUBMISSION OF DRAFT RESOLUTIONS**

*Draft resolutions must be submitted using the following format.* Any draft resolutions received in any other format will not be accepted. All Committee/Council titles and topics must follow the exact wordings given in the Issues at AMUN Handbook. Draft resolutions must follow the margin, numbering and other procedural guidelines given below.

All draft resolutions submitted at the Conference **must** be entered (or transferred) into the AMUN computer system, located in the Delegate Services office, and must also be approved by the dais staff in your simulation. While Representatives may feel free to circulate non-approved drafts, no draft resolution will be accepted for discussion on the floor unless it is in the AMUN computer system and has been approved by a dais staff member. When a draft resolution is approved, it will then be copied and distributed to the entire Committee/Council, at which time it can be moved to the floor for formal discussion if desired.

When processing draft resolutions, please **DO NOT** use italics, bold or underlined print to highlight words. Italic text should only be used as shown in the "Sample Draft Resolution" on page 26.

If Representatives prepare a draft resolution in advance of the conference and plan to submit it from the floor, they may expedite the process by bringing enough copies for all delegations present. At this time, Representatives should plan to bring 160 copies for the GA Plenary and Committees, 60 copies for ECOSOC, the CSW and UNHCR and 20 copies for the Security Council and Historical Security Council. Any draft resolutions submitted from the floor must follow the appropriate Committee/Council rules for submission, and must be in Conference approved format.



Note that AMUN reserves the right to reject any draft resolutions which are not in proper format, or which do not relate to one of the topics as stated in the Issues at AMUN Handbook. AMUN staff members will typically approve any draft resolution that is on topic, however, regardless of the relative quality compared to other submitted drafts. This means that Representatives should be especially careful in preparing their draft resolutions. A poorly written draft resolution will not be automatically rejected, and may be available for the study and critique of all delegations in the Committee/Council. The converse is also true though: **a well written draft resolution, accurately asserting your country's viewpoint and allowing for the viewpoints of others, can be a very positive statement about your delegation.**

## DRAFT RESOLUTION GUIDELINES

Each draft resolution should be written as a single sentence, with commas and semicolons separating the various parts (see "Sample Resolution" for specifics). In drafting the "heading" of resolutions, Representatives should state their country name, the name of the Committee/Council to which it will be presented, and the topic of the draft resolution at the top of the document. **Please note that draft resolutions must use the names of the Committee/Council and topic exactly as stated in the Issues at AMUN Handbook. Draft resolutions which do not utilize these names will not be processed.**

Following the "heading" section, draft resolutions are split into *preambular* and *operative* (sometimes called "activating") clauses. Preambular clauses are listed first, and they are used to justify action, denote past authorizations and precedents for action, and/or denote the purpose for an action. Operative clauses are the statement of policy in a resolution. They are numbered, begin with a verb to denote an action (or suggested action), and each clause usually addresses no more than one specific aspect of the action to be taken.

## DRAFT RESOLUTION FORMAT

The following format *must* be used for all draft resolutions submitted to the AMUN Conference. Draft resolutions not submitted in this format will not be accepted. The standard format is as follows:

- Single spaced throughout, with double spacing between clauses,
- Clauses must begin with proper introductory words/phrases, in italics,
- Preambular clauses end with commas and operative clauses end with semi-colons,
- Each operative clause must be numbered and indented,
- The final operative clause ends with a period,
- Please do not number lines in the margin of the resolution.

## AMENDMENTS

An amendment is a written statement that adds to, deletes from or otherwise modifies a draft resolution, report or other document. An amendment may be as small as changing the word "and" to the word "or" in a sentence, or as large as the deletion and/or addition of numerous clauses to a document. Note that both preambular and operative clauses in draft resolutions may be amended.

Amendments are typically made informally during the drafting process of a document, wherein Representatives of various countries may make a variety of suggestions for changes to that document. Prior to approval by the dais, a document may be changed in any way that its sponsors see fit with no need for formal amendments. If a sponsor does not approve of a change, either it is not incorporated into the document (in which case a formal amendment may be proposed at a later time), or the sponsor may choose to withdraw their sponsorship from the revised document.

Once a document is approved for discussion on the floor, amendments must be moved through a formal process. This involves writing the proposed change(s) on an Amendment Form (available at the dais in each Committee/Council) and submitting it to the dais for approval. A minimum of fifteen percent of the countries in a simulation must sponsor each amendment. If all of the sponsors of a resolution are also sponsors on an amendment (regardless of other sponsors), an amendment is considered "friendly" and automatically becomes part of the draft resolution without a vote. If all of the resolution sponsors are not signed on to an amendment, it must go through the standard amendment process. This includes moving the amendment to the floor, discussion, and voting procedure.

## REPORTS

A report is simply another written form of decision making at the United Nations. Typically, this is done in multiple sections by topic (or sub-topic), with paragraphs within each section describing the action(s) that is recommended. The secretariat members in each simulation that may create a report will provide more details to the participating delegations on the first day of the Conference, and will assist Representatives in procedures involved in writing the report.



## RESOLUTION INTRODUCTORY PHRASES

The following phrases/words are a partial list of the appropriate introductions in resolutions:

### PREAMBULAR PHRASES (*single verb in present participle or other introductory phrase*)

Affirming	Deeply concerned	Fully alarmed	Having received	Recalling
Alarmed by	Deeply convinced	Fully believing	Keeping in mind	Recognizing
Approving	Deeply disturbed	Further deploring	Noting with regret	Seeking
Aware of	Deeply regretting	Guided by	Noting with satisfaction	Taking into consideration
Believing	Desiring	Having adopted	Noting with deep concern	Viewing with appreciation
Bearing in mind	Emphasizing	Having considered	Noting with approval	Welcoming
Confident	Expecting	Having examined	Observing	
Convinced	Fulfilling	Having studied	Realizing	
Declaring	Fully aware	Having heard	Reaffirming	

### OPERATIVE PHRASES (*verb in third person present indicative tense*)

Accepts	Confirms	Endorses	Further requests	Requests
Affirms	Considers	Expresses its appreciation	Has resolved	Solemnly affirms
Approves	Declares accordingly	Expresses its hope	Notes	Strongly condemns
Authorizes	Deplores	Further invites	Proclaims	Supports
Calls	Draws the attention	Further proclaims	Reaffirms	Takes note of
Calls upon	Designates	Further reminds	Recommends	Transmits
Condemns	Emphasizes	Further recommends	Reminds	Urges
Congratulates	Encourages	Further resolves	Regrets	Welcomes

## LENDING EMPHASIS TO RESOLUTION PHRASING

Diplomatic communication relies heavily on connotation and nuance, and UN resolutions and decisions are no exception to this rule. When resolutions are constructed, they often contain language which, although apparently innocuous, conveys the precise attitudes and intentions of their authors. At AMUN, Representatives are urged to select words carefully when drafting resolutions. The introductory phrases listed above also carry significant emotional and diplomatic meaning. Accurate use of these introductory terms is of paramount importance at the UN, and should also be emphasized in the AMUN simulations.

A more useful method for listing introductory phrases, rather than the alphabetical listing above, might be in order of the phrases' emotional weight, described by UN practitioners as "crescendos." Each crescendo below begins with a neutral phrase at the top (conveying little emotion), and concludes with a strongly worded phrase (conveying strongly positive or negative emotion). Some of these opening phrases also have common uses in the language of UN resolutions; when applicable, this information has been included parenthetically with each phrase. Some phrases, which express strong insistence or negative emotion, are typically only used in Security Council resolutions, and even then are selected with great care - these are noted where appropriate.

### SAMPLE PREAMBULAR PHRASE CRESCENDOS (*lists start with neutral/weakest and end with strongest phrases*)

**Noting** (by being neutral, this term actually can connote negativity; for example, a resolution "noting the report of the Secretary-General" actually insults the SG's work by not being more approving)

**Noting with appreciation** (this is a typical way to recognize a report or other document)

**Noting with satisfaction**

**Noting with deep satisfaction**

**Noting**

**Noting with regret**

**Noting with deep regret**

### SAMPLE OPERATIVE PHRASE CRESCENDOS

**Notes** (see comments on "noting" above)

**Notes with appreciation**

**Notes with satisfaction**

**Welcomes**

**Recommends** (used when organs suggest that other organs take an action)

**Invites** (suggest that Member States take an action)

**Requests** (suggest that the Secretary-General take an action)

**Appeals** (suggest that Member States take an action - more emotional)

**Calls upon** (suggest that Member States take an action - more emotional)

**Urges** (strongest suggestion by the General Assembly)

**Demands** (rarely used by the General Assembly)

**Notes with concern**

**Expresses its concern**

**Expresses its deep concern**

**Deplores**

**Strongly deplores**

**Condemns** (rarely used by the General Assembly)

(*These terms are often misunderstood*)

**Declares** (used to make a statement)

**Decides** (used to indicate an action to be taken)



## SAMPLE DRAFT RESOLUTION

*Please note: the sample resolution presented below is shown for formatting purposes only. It is intentionally simplistic, and is not meant to represent the content of an actual draft resolution.*

SUBJECT OF RESOLUTION: Refraining from the Use of Force in International Relations

SUBMITTED TO: The First Committee

SUBMITTED BY: (Your Country)

*The First Committee*

*Recognizing* that the use of force in international relations cannot be condoned,

*Affirming* the principles of the UN Charter regarding the non-use of force in international relations, with specific attention to Chapter I, Articles 1 and 2, and Chapter VI, Article 33 regarding the peaceful settlement of disputes,

*Seeking* solutions to international problems without the use of force,

*Deeply concerned* that some nations still consider the use of force acceptable,

1. *Requests* all nations to refrain from the use of force in international relations;
2. *Supports* the use of the various United Nations bodies, including the International Court of Justice and the Security Council, for the settlement of international disputes;
3. *Congratulates* all nations which choose to resolve their disputes in a peaceful fashion.

## SECURITY COUNCIL PRESIDENTIAL STATEMENTS

While the GA and other UN bodies usually only pass motions through resolutions, the Security Council has another option: the submission of a “Presidential Statement.” The use of Presidential Statements is extremely common in the UN Security Council; in many years they are employed more often than the passage of resolutions.

A Presidential Statement is a written statement, made by the President, noting that the Council has been discussing a specific topic and stating the general course of that discussion. These are frequently made at the beginning of or after a significant event in a crisis situation. These statements are usually no more than one sentence to one or two paragraphs in length. At AMUN, the SC President will not craft this statement his/her self, but may encourage members of the body to craft such a statement and then submit it to Delegate Services for publication. These statements are usually clear and simple enough that they are agreed to by the entire body, although they have little real weight (unlike resolutions, which are technically binding on member states.) Presidential Statements are often used when members want to make a strong statement, but when for reasons of their own one or more member states (often Permanent Members) find it politically inexpedient to pass an actual, binding resolution on the subject.

An example of a Presidential Statement follows.

## SAMPLE STATEMENT BY THE PRESIDENT OF THE SECURITY COUNCIL

At the meeting of the Security Council, held on 22 May 2002, in connection with the Council’s consideration of the item entitled “The Situation in Sierra Leone,” the President of the Security Council made the following statement on behalf of the Council:

“The Security Council welcomes the elections held in Sierra Leone on 14 May 2002. It congratulates the people of Sierra Leone on the peaceful and orderly way in which the elections were held. It commends the National Electoral Commission and all those responsible for the successful management of the elections, and commends UNAMSIL for their invaluable supporting role. The Council notes that the various electoral observation groups were impressed by the Sierra Leonean people’s commitment to democracy and their determination to vote. The Council calls on all political parties and their supporters to work together to strengthen democracy and thereby assure continuing peace.

“The Security Council will continue to pay close attention to developments in Sierra Leone and the Mano River region. The Council requests the Secretary-General to monitor the situation there closely and to keep the Council informed of any significant developments.”

