



CHAPTER SIX

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 and they may often form the body of reports, treaties, conventions and declarations. At AMUN, several simulations will utilize the report format. **Additional clarification on the differences between resolutions and reports is noted below.** 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, or require action or sanctions on the part of the Member States. The General Assembly (GA) and the Economic and Social Council (ECOSOC) may either call for or suggest actions. It should be noted that no body other than the Security Council may require action from or place sanctions on 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 written by long-standing commissions and committees) advise and inform decision-making bodies of a committee’s work and are divided into chapters and sections that cover the various topics under discussion. Statements (often used in place of resolutions in the Security Council) offer a less formal pronouncement of some UN action.

Amendments are the means by which drafts may be altered by the body. Amendments can make additions, deletions, or changes to a draft 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.” Once a draft is voted upon, it becomes property of the body; all delegation names are removed and no friendly amendments or withdrawals of sponsorship are allowed.

Draft Resolutions

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

Draft resolutions are not eligible for formal consideration on the floor of GA Committees and the Concurrent GA Plenary until they receive the sponsorship of at least twenty-five percent of the total delegations in attendance at the Conference. The specific number of sponsors needed is announced at the first session of each committee. For ECOSOC and reporting bodies, draft resolutions and reports require the sponsorship of at least twenty-five percent of total delegations registered for that simulation. In the Security Council, only one sponsor is required. Additional sponsors to a draft may be added at any time - as the document is written, in caucusing sessions, or at a later point in the Conference.

To facilitate the process of discussing, creating, combining and changing drafts, a motion for a 30 minute (or more) suspension of the meeting may be entertained near 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 the Representatives’ first opportunity to formally enter the UN political process of working with others in an attempt to build consensus.

The process of utilizing drafts and requiring more than one sponsoring delegation is intended to replicate the United Nations’ practice of gaining support for drafts before they are discussed in Committee or Council. Further, it should push delegations away from looking at a proposal as “my draft” 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 drafts or subsequent proposals** made by other Member States at the Conference. Representatives are strongly encouraged to undertake this process before a draft comes to the floor. As in the real UN, building support for one draft that encompasses the entire topic will be a much better use of the Representatives’ time than trying to work on multiple draft resolutions, many of which will overlap. **Thus AMUN suggests that Representatives not contend over which draft will come to the floor, but rather caucus and compromise to determine how best to combine drafts into a coherent, whole product that all nations can accept, either through friendly amendments or through the drafting of a new “omnibus” draft.**

After a draft receives the requisite twenty-five percent sponsorship, two copies of it must be brought to the Rapporteur for approval. Once an approved draft is made available in sufficient quantity for all delegations, the Dais Staff will announce that the draft has become available for discussion on the floor.

All drafts must have the requisite twenty-five percent sponsorship before they will be considered by the Rapporteur 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 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 an international or United Nations perspective, not just from a single country's individual point of view;
- Consider whether the substance is within the purview of the Committee and refer relevant parts to other bodies where appropriate;
- 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 Rapporteur 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 Rapporteur. 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 24. 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, 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 a country's viewpoint and allowing for the viewpoints of others, can be a very positive statement about a delegation.**

Draft Resolution Guidelines

Each draft resolution should be written as a single sentence, with commas and semicolons separating the various parts (see "Sample Draft Resolution" on page 24 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; they are used to justify action, denote past authorizations and precedents for action, or denote the purpose for an action. *Operative* clauses are the statements of policy in a resolution. Each operative clause is numbered, begins with a verb to denote an action (or suggested action), and 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 (see page 22 for a partial list of appropriate introductions in resolutions);
- Preambular clauses end with commas and operative clauses end with semi-colons;
- Sub-clauses end with a semi-colon;
- 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 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, whereby Representatives of various countries may make a variety of suggestions for changes to that document. Prior to approval by the Rapporteur, 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 its 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 delegations in a simulation must sponsor each amendment (with the exception of the Security Council, where only one sponsor is required). 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. After being approved by the dais, if the body takes any substantive vote on an amendment or any part of the draft resolution, it may no longer be amended by a “friendly amendment.” Any further amendments must be voted on.

Reports

A report is another written form of decision making at the United Nations. Reports of functional commissions, standing committees, regional commissions, or other bodies that make reports to the Economic and Social Council or the General Assembly generally follow the UN format for annual reports, though at AMUN the reporting body should write one report for each topic they wish to cover. The reports will summarize the body’s discussion of the topic and will recommend specific resolutions and actions to the appropriate body. At the 2011 Conference, the following simulations will write reports: The Commission on Sustainable Development (CSD), The Economic Commission for Europe (ECE), and the World Health Assembly (WHA).

The report format is outlined here, and a sample Table of Contents for the report follows. A more detailed description and a sample report is available online. The Secretariat members in each simulation that will 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. Please note that in this section “Commission” refers to the reporting body and “Council” refers to the body that receives the report.

The first item in the report will be an Executive Summary, not exceeding one page, that outlines the major points of the report, especially in regard to the Commission’s findings and its recommendations to the Council.

Chapter I of the report will be titled, “Matters calling for action by the Economic and Social Council or brought to its attention.” (For bodies reporting to the General Assembly, the chapter titles should be changed accordingly.) First, this chapter will contain the text of draft resolutions recommended by the Commission for adoption by the Council. With the exception of the title and numbering, the resolutions should follow standard resolution format as detailed in the *AMUN Rules and Procedures* handbook. Second, this chapter may contain a short statement on any other matter that requires action or attention by the Council but has not been included in a draft resolution.

Chapter II of the report will be titled according to the official agenda item before the Commission. This chapter should contain a brief account of the proceedings that the Commission considers essential to transmit to the Council. The focus should be on the decision-making *process* that the Commission followed in order to make its recommendations.

Chapter III, if necessary, should be titled “Decisions adopted by the Commission at its 2011 session” and should contain those decisions, if any, adopted by the Commission that do not require further action and that the Commission takes in its own name. (This practice is, in reality, rare because ECOSOC Resolution 1623 (LI) states that resolutions of functional commissions and subsidiary bodies should normally be in the form of drafts for approval by the Council.)

The last chapter should be titled “Adoption of the report.” The chapter should detail the manner in which the Commission adopted the report, including the voting record, if any. Following the substantive chapters of the report, the Commission may choose to include additional information for the Council, including statements regarding the financial implications of the Council’s recommendations; other relevant publications or statements; and relevant data, charts, or graphs.

Reports will be heard by the Combined General Assembly and by the Economic and Social Council during plenary sessions on Tuesday afternoon of the Conference. Reporting bodies should conclude their substantive work by Monday evening, and they should finalize and accept the report and compose the Executive Summary for the report during the morning session on Tuesday. The executive summary will be copied for all delegations in the body that hears the report. Secretariat members in the appropriate simulations will guide Representatives through the reporting process.

Sample Table of Contents for Reports

| CHAPTER | HEADING | PAGE |
|-------------|---|------|
| | Executive Summary | |
| I. | Matters calling for action by the Economic and Social Council and brought to its attention. | 3 |
| | A. Draft resolutions for adoption by the Economic and Social Council | 3 |
| | I. Draft Resolution I - Title of first Resolution | 3 |
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| | B. Other recommendations for action | 6 |
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| III. | Resolutions and decisions adopted by the Commission at its 2011 session | 10 |
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| Appendix I | Statements of financial implications of actions and proposals of the Commission | 13 |
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Resolution Introductory Phrases

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

Preambular Phrases (*single verb in present participle or other introductory phrase*):

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

Operative Phrases (*verb in third person present indicative tense*):

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

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 of the following crescendos 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 (*all 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 Secretary-General's work by not being more approving)

Noting with appreciation (this is the 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 (suggests that other organs take an action)

Invites (suggests that Member States take an action)

Requests (suggests that Secretary-General take an action)

Appeals (suggests that Member States take an action, more emotional)

Calls Upon (suggests that Member States take an action, very emotional)

Urges (strongest suggestion by the General Assembly)

Demands (rarely used outside of the Security Council)

Notes with concern

Expresses its concern

Expresses its deep concern

Deplores

Strongly deplores

Condemns (rarely used outside of the Security Council)

Commonly Misunderstood Terms

Declares (used to make a statement)

Decides (used to indicate an action to be taken)

See Sample Resolution on Page 24

Security Council Presidential Statements

While the GA and other UN bodies usually only speak through reports and 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 Security Council President does not craft this statement, as in the UN. Instead, members of the body craft 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.

Sample Security Council Presidential Statement

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 monitor the situation there closely and to keep the Council informed of any significant developments."

Sample Completed Amendment Form

| | |
|--|--|
| On Floor _____ | |
| <i>AMUN International</i> Amendment Form | |
| Committee/Council: <u>The General Assembly</u> | Amendment Letter: _____ <i>Assigned by Rapporteur</i> |
| Topic: <u>Protection of Human Rights and...</u> | Resolution Number: <u>1</u> |
| REMOVE from the preambular clause starting with 'Recognizing' "by all means in accordance with the United Nations Charter" | |
| REMOVE the whole preambular clause beginning with 'Deeply concerned' | |
| ADD the following preambular clause after 'Recognizing ...' "Fully alarmed by the use of terrorist actions against civilian targets," | |
| REPLACE operative clause 1 (a) with "Prevent future actions of terrorism through:" | |
| REPLACE in operative clause 4 "make an effort" with "make additional efforts" | |
| ADD operative clause 7 "Further reminds all States to follow applicable protocols of the Geneva Convention when dealing with those suspected of terrorism." | |

Sample Draft Resolution

Please note: The sample resolution presented below is shown for formatting purposes only. While roughly based on past UN resolutions, it is intentionally simplistic, and it is not meant to represent the content of an actual draft resolution.

SUBJECT OF RESOLUTION: Protection of Human Rights and Fundamental Freedoms while Countering Terrorism

SUBMITTED TO: The General Assembly Plenary

SUBMITTED BY: (The country names of every sponsor)

The General Assembly

Reaffirming its resolutions A.RES.61/171 (2006) of 19 December 2006 and A.RES.59/191 (2004) of 20 December 2004, as well as Security Council resolution S.RES.1757 (2007),

Additionally reaffirming the tenets of the Universal Declaration of Human Rights,

Further reaffirming that acts of international terrorism constitute a threat to international peace and security as well as an impediment to stable growth in Least Developed Countries (LDCs),

Recognizing the need to combat, by all means in accordance with the United Nations Charter, threats to international peace and security caused by international terrorism,

Deeply concerned that the international increase in acts of terrorism, especially those motivated by intolerance or extremism, will result in an increase of retaliatory violence that will claim the lives of many who are innocent of any kind of terrorism,

Guided by the principle established by the General Assembly in its declaration of October 1970 (resolution 2625 (XXV)) and reiterated by the Security Council in its resolution 1189 (1998) of 13 August 1998, namely that every State has the duty to refrain from organizing, instigating, assisting or participating in terrorist acts in another State or acquiescing to organized activities within its territory directed towards the commission of such acts,

1. *Urges* all States to enforce existing resolutions and agreements, to the best of their abilities, including those designed to:
 - (a) Prevent terrorist acts through:
 - (i) The suppression of monetary funds used for international terrorism;
 - (ii) The utilization of education to combat intolerance and extremism;
 - (iii) The prevention of the proliferation of small arms and explosives or components used for the creation of small arms and explosives;
 - (b) Criminalize the willful provision or collection, by any means, directly or indirectly, of funds by their nationals or in their territories with the intention that the funds should be used, or in the knowledge that they are to be used, in order to carry out terrorist acts;
2. *Further urges* all States to refrain from providing any form of support, active or passive, to entities or persons involved in terrorist acts, to suppress recruitment of new members to terrorist groups, and to eliminate the supply of weapons to terrorists;
3. *Requests* that States take the necessary steps to prevent the loss of innocent life while combating international terrorism;
4. *Additionally requests* that all States make an effort to help those who have been injured or displaced as a result of combating international terrorism or because of a terrorist attack;
5. *Additionally urges* all States to ensure that any person who participates in the financing, planning, preparation or perpetration of terrorist acts or in supporting terrorist acts is brought to justice and ensure that, in addition to any other measures against them, such terrorist acts are established as serious criminal offenses in domestic laws and regulations and that the punishment duly reflects the seriousness of such terrorist acts;
6. *Reminds* all States of their responsibility under the United Nations Charter to comply with all relevant United Nations resolutions on this matter.