



THE PRESIDENT  
OF THE  
GENERAL ASSEMBLY

27 March 2015

Excellency

I have the honour to transmit a letter from the Chair of the Intergovernmental Negotiations on Security Council reform H.E Mr. Courtenay Rattray, Permanent Representative of Jamaica forwarding to you the framework document, his speaking points used to outline the broad approach, including the guidance provided on how to complete the framework document during the meeting.

I encourage you to provide your positions and proposals in the framework document by 16 April 2015 as requested by the Chair.

Please accept, Excellency, the assurances of my highest consideration.

A handwritten signature in black ink, appearing to read 'Sam K. Kutesa', written in a cursive style.

Sam K. Kutesa

To: All Permanent Representatives  
to the United Nations  
New York



OUR REF NO.

YOUR REF NO.

26<sup>th</sup> March 2015

Excellency,

It is my honour to write to you in my capacity as Chair of the Intergovernmental Negotiations (IGN) on Security Council Reform, following the interactive briefing session held earlier today.

Please find attached the framework document that was disseminated at the meeting. Also provided are the speaking points used to outline the broad approach going forward, including the guidance provided on how to complete the framework document.

As I outlined during our meeting, Member States are requested to populate the framework document with their own positions and proposals, within three weeks. Submissions should be sent to [jamaicaun@gmail.com](mailto:jamaicaun@gmail.com) in the form of a Microsoft Word document by latest the 16<sup>th</sup> of April. A Microsoft Word version of the framework document can also be requested from the above email address.

I was pleased to have had the opportunity to engage with so many Member States today in what I felt was a constructive exchange of views on the framework document and the approach I have outlined for the IGN. As I stressed at the meeting, I remain fully available to Member States for further questions and consultations.

Please accept, Excellency, the assurances of my highest consideration.

A handwritten signature in black ink, appearing to read 'E. Rattray', written over a horizontal line.

E. Courtenay Rattray  
Ambassador/Permanent Representative  
Chair of the Intergovernmental Negotiations  
on Security Council reform

To: All Permanent Representatives and  
Permanent Observers to the  
United Nations  
New York

# Framework Document

## *For inputs from Member States*

**Issues of categories of membership; the question of the veto; regional representation; size of an enlarged Security Council and working methods of the Council; and the relationship between the Council and the General Assembly.**

a) Categories of membership:

- Permanent members - a total of (...) <sup>1</sup> seats
  - The People's Republic of China, France, The Russian Federation, The United Kingdom of Great Britain and Northern Ireland, The United States of America
  - [*In the event of possible expansion, description of an election process for new seats...*]
- Non-permanent members with a two-year term - a total of (...) seats
  - [*In the event of possible expansion, description of an election process for seats...*]
- [Any new category...]
  - [*In the event of possible expansion, description of an election process for new seats...*]

b) Regional representation:

- [...]

c) (i) The size of an enlarged Security Council- a total of (...) seats

(ii) Working methods of the Council:

- [...]

d) The question of the veto:

- [...]

e) Relationship between the Council and the General Assembly:

- [...]

• Any other related matters<sup>2</sup>:

- [...]

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<sup>1</sup> "(...)" denotes a space intended for numerical values whereas "[...]" is intended for the inclusion of text.

<sup>2</sup> Placeholder for Member States who may wish to address other related matters necessitated by enlargement.

**Speaking Points by  
Ambassador E. Courtenay Rattray  
Chair of the Intergovernmental Negotiations on Security Council Reform  
Interactive Briefing Session  
26<sup>th</sup> March 2015**

Speaking points only- no written statement

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**The Approach**

- The approach I intend to undertake is underpinned by two primary principles:
  - 1) That this will be a Member centric process.
    - While also recognising that there will be certain points at which I will need to use my executive authority as Chair to guide the process
  - 2) My fidelity to General Assembly decision 62/557.
    - This is a consensus agreement that not only lays out the basis for the IGN but also our commitment to seek a solution through negotiations.
  
- The approach will have several stages in the remaining months of the 69<sup>th</sup> General Assembly.

**First Phase:**

- The framework document.
  - Can serve as a base for us to build a workable negotiation text.
    - Will represent the full range of Member States views on five key issues of the IGNs mandate.
  - This document is a starting point from which we will move forward together in building a text.
- For the first stage, Member States will take this framework document and populate it with their own positions.
  - I will provide Member States 3 weeks to provide inputs as you may need to coordinate with groupings or capitals.
  - The final date for submission to my office will be the 16<sup>th</sup> of April.
  - Submissions should be provided as a Microsoft Word document to email address: [jamaicaun@gmail.com](mailto:jamaicaun@gmail.com)
  
- The inputs received will then be assembled and circulated to Member States in their entirety.
  - Technical updates can then be made to address any omissions or errors in the way Member States positions are reflected.

### **Second Phase:**

- Week-long interactive dialogue sessions of back to back meetings.
- These interactive dialogue sessions will allow Member States to fully explore each other's positions.
  - Not intended to pit one proposal against another in an adversarial manner.
- Opportunity for delegations to ask questions of each other and explore the practicalities of positions in an interactive manner.
  - This will be the first discussion of its kind in the IGN.
  - I intend to also actively participate in these discussions.
  - Hope that it will provide a greater sense of clarity to the range of positions which exist, and to identify any areas of convergence or overlap.

### **Third Phase:**

- From these exchanges we will be well placed to embark on a process of condensing the document to turn it into a true negotiation text.
  - This text will still contain the universe of Member States positions, but be concise, workable and represent a solid foundation for negotiations.
- While there are a number of ways in which to approach the work of condensing the document, as Chair I will need to use my authority to take a "form of executive action on behalf of all Members" in order to shape a concise and workable text. This will be done via extensive consultations with Member States
  - Let me be clear, my role in the condensing process does not negate my commitment to a Member centric approach.
- How will this process be different to what we have attempted in the past?
  - 'Process' is key. What I have devised is a full process rather than a single step.
  - It begins with a framework document that attempts to move beyond the divisions that surrounded previous texts.
    - It has been developed in a way which will collect Member State positions in a logical and workable manner.
  - Having a workable document will, as outlined in 62/557 ensure that the basis of our process and discussions are the substantive positions and proposals of Member States, regional groups and other groupings of Member States.
- I intend to move forward with this approach in a deliberate and structured manner with consultations at every step of the way.

- I understand the methodical pace of this approach may not satisfy everyone.
  - However, this structured approach is our best chance to build a document upon which we can have true negotiations.
    - One in which Member States can really engage with each other on different positions and proposals.
    - Not talking past each other and repeating serial statements.
- It is my hope that all Member States will engage in this process in good faith with mutual respect and in an open, inclusive and transparent manner.
- What do I expect to receive from Member States in three weeks time?
  - Member States are to return to me this open-ended framework document populated with their positions by completing the blank spaces provided by the latest 16<sup>th</sup> April 2015
  - A key part of this exercise is also to provide an opportunity for Member States to re-fresh their positions or present new positions in light of the debates we have had over past years in the IGN
    - However, if positions remain the same, I would still like to receive them, but placed in the format of the framework document.
  - For all submissions I request only the very core of your positions within the framework.
    - Rev2 or Rev3 have a lot of narrative and rationale surrounding positions.
    - While these aspects are very important to understanding the positions of Member States, this sort of language does not belong in what we hope to eventually shape into a workable negotiation text.
      - After six years of discussions in the IGN, I am confident that we all have a clear understanding of these rationales.
      - Additionally, Rev2 and Rev3 still remain on the record for the reference of Member States.
    - I want to receive proposals themselves not the basis on which they were created.

### **The Framework Document**

- As you will notice in the framework document, the five key issues contained in 62/557 are listed as a heading at the top of the document and dealt with in a comprehensive and interrelated manner underneath.
  - This reflects the inter-connections between the five key issues.
    - Looking at these issues as a whole and recognising their inter-connections will be vital to reaching a comprehensive solution.

- Let me make clear where the five key issues are represented within the document:
  - Section a) is Categories of membership
  - Section b) is Regional representation
  - Section c) is Size of an enlarged Council and Working Methods of the Council.
  - Section d) is the question of the veto
  - Section e) is the relationship between the Council and the General Assembly
  
- I will now go through the framework with you step by step to make clear what should be included in each section.
  - It is not necessary that you fill in every blank space.
    - For example, if your positions have not yet envisioned a total size because that will depend on the number of seats created under each category, or you have no specific proposals on working methods, it is fine to leave these spaces blank.
  - This is an exercise to create a working document, which fleshes out the full range of possible solutions rather than proposing any one particular model.
  
- Let me make clear this is not intended to be a numerical exercise
  - I will not be using the submissions to determine levels of support for various positions.
  - My intention is solely to gather information at this stage within a format that can assist us to eventually structure a workable, concise within a format based on GA decision 62/557
  
- To help keep the document clear and succinct, I encourage Member States to submit proposals as a group or with likeminded States.
  - If this is not possible I am happy to receive individual proposals if they differ from group positions.
  
- I also encourage Member States to use the next three weeks to continue to consult with each other and seek out convergences in your positions.

Looking now at the document itself:

- You will see both round brackets and square brackets. Round brackets denote a space intended for numerical values, whereas square brackets are intended for the inclusion of text.

### **Section a)**

- Deals with categories of membership.
  - It has been arranged using the current categories as they exist in the Charter, while leaving space for Member States to elaborate on a potential new category if they see fit.
  - Within the round parentheses should go the total number you propose for each category of seats.
    - This is a total size and therefore should include the current number plus any additional seats created in your proposal.
    - For example, if your proposal does not envision new permanent seats, the total for permanent seats should be 5, and not 0, as it includes the current composition.
- In the square bracketed parts of section a) Member States could include positions related to the election process for new seats.
  - This could include proposals related to the possibility of re-election or criteria for those eligible for election of seats.
  - Should Member States propose any category outside of what is listed in the Charter under the third bullet point; a term length for those seats would also be placed in this section.

### **Section b)**

- This section provides space for descriptions of regional representation of new seats.
  - It can also be used to accommodate proposals for cross or sub-regional arrangements.

### **Section c)**

- Subsection i) covers the total size of an enlarged Security Council and because we are dealing with enlargement Member States would only submit numbers of 15+.
- Some Member State may have not yet decided on a total number of seats so it would also be perfectly acceptable to put:
  - A range of numbers
  - A maximum or minimum number
  - Or to simply leave it blank.
- Note that this section is specifically for issues of working methods which arise from enlargement of the Council.
- Member States should avoid making proposals on Working Methods that relate to the Council in its current composition.

### **Section d)**

- This is the place to put positions related to the question of the veto.

- However, this section is also designed to accommodate any other substantive positions which may exist in relation to the veto or decision making.

#### **Section e)**

- The relationship between an enlarged Security Council and the General Assembly.
  - When Member States address this section, as with working methods, proposals should deal directly with an enlarged Council and not the current one.

#### **Section on related matters**

- I have looked very carefully into the positions that Member States had previously submitted to the Chair, positions submitted as conference room papers and also listened to the way in which Member States explained their positions.
  - Within these, there are certain practical issues being discussed such as the procedure for Charter amendments that will attend any reform. Such considerations do not however, fit into any of the above headings.
- This section is not intended as a catch-all. Instead I wanted to ensure that this framework could accommodate every practical aspect of Member States' positions.