



<b>Country/entity</b>	Israel Palestine
<b>Region</b>	Middle East and North Africa
<b>Agreement name</b>	Letter of Invitation to Madrid Peace Conference
<b>Date</b>	30 Oct 1991
<b>Agreement status</b>	Multiparty signed/agreed
<b>Interim arrangement</b>	Yes
<b>Agreement/conflict level</b>	Interstate/intrastate conflict(s)

#### **Arab-Israeli Conflicts (1948 - )**

This conflict involves Israelis and Palestinians over territory and belonging and has long historical antecedents. The agreements post-1990 are between the Palestinian Liberation Organisation (PLO) and Israel, with some supporting inter-state agreements (i.e. between Israel and Jordan). More recently the importance of the once dominating Palestinian Liberation Organisation (PLO) has diminished not in the least due to the effective disappearance of its left-wing members and the loss of the popularity of their political wing, Fatah. Hamas and other Islamic groups have attained significant relevance in Fatah's stead, with Hamas controlling the Gaza strip (from which Israel ultimately unilaterally withdrew (not coded as a peace agreement).

Geo-political implications of the conflict have been considerable across the MENA region.  
Close  
Arab-Israeli Conflicts (1948 - )

<b>Stage</b>	Pre-negotiation/process
<b>Conflict nature</b>	Government
<b>Peace process</b>	Israel-Palestine peace process
<b>Parties</b>	Israel, Syria, Lebanon, Jordan, Palestine Liberation Organisation

**Third parties** US, Soviet Union

**Description** The breakup of the Soviet Union and the Gulf War reshaped the basic political order of the Middle East. In an attempt to take advantage of this change, US Secretary of State James Baker made eight trips to the region in the eight months following the Gulf War. The Madrid Invitation, inviting Israel, Syria, Lebanon, Jordan and the Palestinians to an opening conference represents the result of this shuttle diplomacy. The invitation, an outcome of compromises by all sides, details the structure of the Madrid process: An opening conference having no power to impose solutions Bilateral talks with the Arab states bordering Israel, Talks with the Palestinians on 5-year interim self-rule, to be followed by talks on the permanent status Multilateral talks on key regional issues, like refugees. The following is the complete text of the invitation to the Madrid Peace Conference on October 30, 1991, jointly issued by the U.S. and the Soviet Union: The co-sponsors believe that those negotiations should focus on region-wide issues of water, refugee issues, environment, economic development, and other subjects of mutual interest.

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**Agreement document** [IL\\_PS\\_SY\\_LB\\_USSR\\_Madrid Letter \[format\].pdf \(opens in new tab\)](#) | [Download PDF](#)

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## Groups

**Children/youth** No specific mention.

**Disabled persons** No specific mention.

**Elderly/age** No specific mention.

**Migrant workers** No specific mention.

**Racial/ethnic/  
national group** No specific mention.

**Religious groups** No specific mention.

**Indigenous people** No specific mention.

**Other groups** No specific mention.

**Refugees/displaced persons** Groups→Refugees/displaced persons→Rhetorical  
Page 6, Invitation  
... The co-sponsors believe that those negotiations should focus on region wide issues such as arms control and regional security, water, refugee issues, environment, economic development, and other subjects of mutual interest.

**Social class** No specific mention.

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## Gender

**Women, girls and  
gender** No specific mention.

**Men and boys** No specific mention.

**LGBTI** No specific mention.

**Family** No specific mention.

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## State definition

### Nature of state (general)

Page 5, D. U.S. Letter of Assurances to Israel  
8. The U.S. will not support the creation of an independent Palestinian state.

Page 3, A. U.S. Letter of Assurances to Syria  
7. The U.S. does not intend to recognize or accept any unilateral action on the pan of Israel vis-a-vis the extension of its laws, sovereignty or administration to the territory of the Golan Heights.

**State configuration** No specific mention.

**Self determination** Page 5, D. U.S. Letter of Assurances to Israel  
10. Israel is entitled to secure and defensible borders.

**Referendum** No specific mention.

**State symbols** No specific mention.

**Independence/ secession** No specific mention.

**Accession/ unification** No specific mention.

**Border delimitation** Page 3, A. U.S. Letter of Assurances to Syria  
9. The U.S. is prepared to serve as guarantor of the security of whatever borders Israel and Syria agree on.

Page 5, D. U.S. Letter of Assurances to Israel  
14. The U.S. reconfirms ex-president Gerald Ford's written commitment to ex-premier Yitzhak Rabin of September 1975 regarding the importance of the Golan Heights to Israel's security.  
... 16. Israel is entitled to a secure border with Lebanon and Security Council Resolution 425 on Lebanon must be implemented in a manner assuring the stability and security of the border.

**Cross-border provision** No specific mention.

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## **Governance**

### **Political institutions (new or reformed)**

No specific mention.

### **Elections**

Page 2, A. U.S. Letter of Assurances to the Palestinians

- The U.S. believes that Palestinians of East Jerusalem should be able to participate by voting in elections of an interim governing authority.

### **Electoral commission**

No specific mention.

### **Political parties reform**

No specific mention.

### **Civil society**

No specific mention.

### **Traditional/religious leaders**

No specific mention.

### **Public administration**

No specific mention.

### **Constitution**

No specific mention.

## Power sharing

**Political power sharing** No specific mention.

**Territorial power sharing** Power sharing→Territorial power sharing→Autonomous regions  
Page 2, A. U.S. Letter of Assurances to the Palestinians  
• Negotiations between Israel and .Palestinians will be conducted in phases beginning with talks on interim self-governing arrangements. These talks will be conducted with the objective of reaching agreements within one year. Once agreed the interim self-governing arrangements will last for a period of five years. Beginning the third year of the period of self-governing arrangements, negotiations will take place on permanent status. It is the aim of the U.S. government that permanent status negotiations will be concluded by the end of the transitional period.

Page 1, A. U.S. Letter of Assurances to the Palestinians  
• We believe that Palestinians should gain control over political, economic, and other decisions that affect them and their fate.

**Economic power sharing** No specific mention.

**Military power sharing** No specific mention.

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## Human rights and equality

**Human rights/RoL general** Page 1, A. U.S. Letter of Assurances to the Palestinians  
... • The U.S. doesn't seek to determine who speaks for Palestinians in this process. We are seeking to launch a political negotiating process that directly involves Palestinians and offers a pathway for achieving the legitimate political rights of the Palestinian people and for participation in the determination of their future. We believe that a joint Jordanian-Palestinian delegation offers the most promising pathway toward this end

Page 1, A. U.S. Letter of Assurances to the Palestinians  
• Palestinians and Israel must respect each other's security, identity, and political rights.

Page 2, A. U.S. Letter of Assurances to the Palestinians  
• The purpose of negotiations on transitional arrangements is to effect the peaceful and orderly transfer of authority from Israel to Palestinians. Palestinians need to achieve rapid control over political, economic, and other decisions that affect their lives and to adjust to a new situation in which Palestinians exercise authority in the West Bank and Gaza. For its pan the U.S. will strive from the outset and encourage all the parties to adopt steps that can create an environment of confidence and mutual trust, including respect for human rights

**Bill of rights/similar** No specific mention.

<b>Treaty incorporation</b>	Page 5, D. U.S. Letter of Assurances to Israel ... 16. Israel is entitled to a secure border with Lebanon and Security Council Resolution 425 on Lebanon must be implemented in a manner assuring the stability and security of the border.
<b>Civil and political rights</b>	No specific mention.
<b>Socio-economic rights</b>	No specific mention.

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**Rights related issues**

<b>Citizenship</b>	No specific mention.
<b>Democracy</b>	No specific mention.
<b>Detention procedures</b>	No specific mention.
<b>Media and communication</b>	No specific mention.
<b>Mobility/access</b>	No specific mention.
<b>Protection measures</b>	No specific mention.
<b>Other</b>	No specific mention.

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**Rights institutions**

<b>NHRI</b>	No specific mention.
<b>Regional or international human rights institutions</b>	No specific mention.

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## Justice sector reform

**Criminal justice and emergency law** No specific mention.

**State of emergency provisions** No specific mention.

**Judiciary and courts** No specific mention.

**Prisons and detention** No specific mention.

**Traditional Laws** No specific mention.

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## Socio-economic reconstruction

**Development or socio-economic reconstruction** Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development  
Page 6, Invitation  
... The co-sponsors believe that those negotiations should focus on region wide issues such as arms control and regional security, water, refugee issues, environment, economic development, and other subjects of mutual interest.

**National economic plan** No specific mention.

**Natural resources** No specific mention.

**International funds** No specific mention.

**Business** No specific mention.

**Taxation** No specific mention.

**Banks** No specific mention.

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## Land, property and environment

### **Land reform/rights** Land, property and environment→Land reform/rights→Other land rights

Page 1-2, A. U.S. Letter of Assurances to the Palestinians

- The U.S. understands how much importance Palestinians attach to the question of East Jerusalem. Thus we want to assure you that nothing Palestinians do in choosing their delegation members in this phase of the process will affect their claim to East Jerusalem or be prejudicial or precedential to the outcome of the negotiations.
- The U.S. is opposed to the Israeli annexation of East Jerusalem and extension of Israeli law on it and the extension of Jerusalem's municipal boundaries. We encourage all sides to avoid unilateral acts that would exasperate local tensions or make negotiations more difficult or preempt their final outcome.

Page 2, A. U.S. Letter of Assurances to the Palestinians

- ... The U.S. supports the right of Palestinians to bring any issue including East Jerusalem to the table.

Page 2, A. U.S. Letter of Assurances to the Palestinians

- The U.S. believes that no party should take unilateral actions that seek to predetermine issues that can only be reached through negotiations. In this regard the U.S. has opposed and will continue to oppose settlement activity in territories occupied in 1967 which remain an obstacle to peace.

Page 3, A. U.S. Letter of Assurances to Syria

6. The final settlement can be reached only on the basis of mutual concessions during the negotiations. The U.S. will throughout these negotiations continue to be committed to the fact that Security Council Resolution 242 and the land-for-peace principle are applicable to all fronts, including the Golan Heights.

Page 3, A. U.S. Letter of Assurances to Syria

7. The U.S. does not intend to recognize or accept any unilateral action on the part of Israel vis-a-vis the extension of its laws, sovereignty or administration to the territory of the Golan Heights.

8. The U.S. will continue to oppose Israeli settlement activity in the territories occupied in 1967, which remains an obstacle to peace.

**Pastoralist/  
nomadism rights** No specific mention.

**Cultural heritage** No specific mention.

**Environment** Page 6, Invitation  
... The co-sponsors believe that those negotiations should focus on region wide issues such as arms control and regional security, water, refugee issues, environment, economic development, and other subjects of mutual interest.

**Water or riparian  
rights or access** Page 6, Invitation  
... The co-sponsors believe that those negotiations should focus on region wide issues such as arms control and regional security, water, refugee issues, environment, economic development, and other subjects of mutual interest.

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**Security sector****Security  
Guarantees**

Page 1, A. U.S. Letter of Assurances to the Palestinians

- Palestinians and Israel must respect each other's security, identity, and political rights.

Page 5, D. U.S. Letter of Assurances to Israel

10. Israel is entitled to secure and defensible borders.

... 14. The U.S. reconfirms ex-president Gerald Ford's written commitment to ex-premier Yitzhak Rabin of September 1975 regarding the importance of the Golan Heights to Israel's security.

17. The U.S. is committed to Israel's security and to the maintenance of Israel's qualitative edge.

Page 6, Invitation

... The co-sponsors believe that those negotiations should focus on region wide issues such as arms control and regional security, water, refugee issues, environment, economic development, and other subjects of mutual interest.

**Ceasefire**

No specific mention.

**Police**

No specific mention.

**Armed forces**

No specific mention.

**DDR**

No specific mention.

**Intelligence  
services**

No specific mention.

**Parastatal/rebel  
and opposition  
group forces**

No specific mention.

**Withdrawal of  
foreign forces**

Page 3, C. A. U.S. Letter of Assurances to Lebanon

- An assurance that Security Council Resolution 425, which calls for an Israeli withdrawal from Lebanon, has nothing to do with resolution 242 and will be treated as a separate issue.
- An assurance that the withdrawal of Israeli troops and the withdrawal of Syrian troops from Lebanon are two separate issues, the former addressed by resolution 425 and the latter by the Taef agreement, which also calls for the withdrawal of all non-Lebanese forces from Lebanon.

**Corruption**

No specific mention.

**Crime/organised crime** No specific mention.

**Drugs** No specific mention.

**Terrorism** No specific mention.

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## **Transitional justice**

**Transitional justice general** No specific mention.

**Amnesty/pardon** No specific mention.

**Courts** No specific mention.

**Mechanism** No specific mention.

**Prisoner release** No specific mention.

**Vetting** No specific mention.

**Victims** No specific mention.

**Missing persons** No specific mention.

**Reparations** No specific mention.

**Reconciliation** Page 3, D. U.S. Letter of Assurances to Israel  
1. The U.S. sees the objective of the Middle East negotiations as the attainment of genuine peace and reconciliation between the peoples of the region, accompanied by peace treaties and full diplomatic relations.

Page 7, Invitation  
Indeed, only through such a process can real peace and reconciliation among the Arab states, Israel and the Palestinians be achieved

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## **Implementation**

**UN signatory** No specific mention.

**Other international signatory** No specific mention.

**Referendum for agreement** No specific mention.

**International mission/force/similar** Page 3, A. U.S. Letter of Assurances to Syria  
5. The role of the UN consists in the dispatch by the UN secretary-general of a representative to attend the conference as an observer.

**Enforcement mechanism** No specific mention.

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