

**Peace Agreement Access Tool PA-X <https://pax.peaceagreements.org/>**

Country/ entity	Israel Palestine
Region	Middle East and North Africa Middle East and North Africa
Agreement name	Letter of Invitation to Madrid Peace Conference
Date	30 Oct 1991
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes
Agreement/ conflict level	Interstate/intrastate conflict(s) ( Arab-Israeli Conflicts (1948 - ) )
Stage	Pre-negotiation/process
Conflict nature	Government
Peace process	Israel-Palestine peace process
Parties	Israel, Syria, Lebanon, Jordan, Palestine Liberation Organisation
Third parties	US, Soviet Union
Description	<p>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.</p>

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Agreement  
document

[IL\\_PS\\_SY\\_LB\\_USSR\\_Madrid Letter \[format\].pdf](#)  | [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	<p>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.</p> <p>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.</p>
Cross- border provision	No specific mention.

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## Governance

Political institutions (new or reformed)	No specific mention.
Elections	<p>Page 2, A. U.S. Letter of Assurances to the Palestinians</p> <ul style="list-style-type: none"> <li>• The U.S. believes that Palestinians of East Jerusalem should be able to participate by voting in elections of an interim governing authority.</li> </ul>
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.

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## 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	<p>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</p> <p>Page 1, A. U.S. Letter of Assurances to the Palestinians</p> <ul style="list-style-type: none"><li>• Palestinians and Israel must respect each other's security, identity, and political rights.</li></ul> <p>Page 2, A. U.S. Letter of Assurances to the Palestinians</p> <ul style="list-style-type: none"><li>• 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 part 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</li></ul>
Bill of rights/similar	No specific mention.
Treaty incorporation	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.
Civil and political rights	No specific mention.
Socio-economic rights	No specific mention.

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## Rights related issues

Citizenship	No specific mention.
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Democracy No specific mention.

Detention procedures No specific mention.

Media and communication No specific mention.

Mobility/access No specific mention.

Protection measures No specific mention.

Other No specific mention.

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## **Rights institutions**

NHRI No specific mention.

Regional or international human rights institutions 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	<p>Land, property and environment→Land reform/rights→Other land rights</p> <p>Page 1-2, A. U.S. Letter of Assurances to the Palestinians</p> <ul style="list-style-type: none"><li>• 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.</li><li>• 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.</li></ul> <p>Page 2, A. U.S. Letter of Assurances to the Palestinians</p> <ul style="list-style-type: none"><li>• ... The U.S. supports the right of Palestinians to bring any issue including East Jerusalem to the table.</li></ul> <p>Page 2, A. U.S. Letter of Assurances to the Palestinians</p> <ul style="list-style-type: none"><li>• 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.</li></ul> <p>Page 3, A. U.S. Letter of Assurances to Syria</p> <p>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.</p> <p>Page 3, A. U.S. Letter of Assurances to Syria</p> <p>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.</p> <p>8. The U.S. will continue to oppose Israeli settlement activity in the territories occupied in 1967, which remains an obstacle to peace.</p>
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	<p>Page 1, A. U.S. Letter of Assurances to the Palestinians</p> <ul style="list-style-type: none"> <li>• Palestinians and Israel must respect each other's security, identity, and political rights.</li> </ul> <p>Page 5, D. U.S. Letter of Assurances to Israel</p> <p>10. Israel is entitled to secure and defensible borders.</p> <p>... 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.</p> <p>17. The U.S. is committed to Israel's security and to the maintenance of Israel's qualitative edge.</p> <p>Page 6, Invitation</p> <p>... 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.</p>
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	<p>Page 3, C. A. U.S. Letter of Assurances to Lebanon</p> <ul style="list-style-type: none"> <li>• 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.</li> <li>• 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.</li> </ul>
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.

Related cases No specific mention.

Source Jewish Virtual Library; <http://www.jewishvirtuallibrary.org/jsource/Peace/madrid.html>

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