



**NEW ZEALAND**  
FOREIGN AFFAIRS & TRADE  
Manatū Aorere



New Zealand Ministry of  
Foreign Affairs and Trade  
Manatū Aorere

20 March 2026

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Requesters name redacted for proactive release

OIA 30664

Tēnā koe Requesters name redacted for  
proactive release

Thank you for your email of 26 January 2026, in which you request the following under the Official Information Act 1982 (OIA):

- *Any discussion and advice from New Zealand officials about joining or participating in the Board of Peace.*
- *Any invitations or discussions from the Board of Peace, White House or American officials about the board.*

On 28 January 2026, the Ministry of Foreign Affairs and Trade (the Ministry) contacted you to discuss the scope of your request because as it was originally framed it captured a significant volume of information. On the same day you agreed to refine the scope of your request to be for:

1. *Formal advice to Ministers about joining or participating in the Board of Peace*
2. *A copy of Trump's invitation to join the Gaza Board of Peace*

On 24 February 2026, the timeframes for responding to your request were extended by an additional 20 working days due to the consultations necessary to make a decision on your request (section 15A(1)(b) of the OIA refers).

### **Response to your request**

Regarding part one of your request, please refer to the collated documents attached. Some information is withheld under the following sections of the OIA:

- 6(a): to avoid prejudicing the security or defence of New Zealand or the international relations of the New Zealand Government;
- 6(b)(i): to protect the passing of information from another government on a confidential basis;
- 9(2)(a): to protect individuals' privacy;
- 9(2)(f)(iv): to protect the confidentiality of advice tendered by Ministers of the Crown and officials;
- 9(2)(g)(i): to protect the free and frank expression of opinions by departments;

- 9(2)(g)(ii): to protect officers and employees from improper pressure or harassment; and
- 9(2)(h): to maintain legal professional privilege.

Regarding part two of your request, this invitation (received by the Ministry on 16 January 2026) is withheld in full under the following sections of the OIA:

- 6(a): to avoid prejudicing the security or defence of New Zealand or the international relations of the New Zealand Government; and
- 6(b)(i): to protect the passing of information from another government on a confidential basis.

Where the information has been withheld under section 9 of the OIA, no public interest in releasing the information has been identified that would override the reasons for withholding it.

Please note that it is our policy to proactively release our responses to official information requests where possible. Therefore, our response to your request (with your personal information removed) may be published on the Ministry website:

[www.mfat.govt.nz/en/about-us/contact-us/official-information-act-responses/](http://www.mfat.govt.nz/en/about-us/contact-us/official-information-act-responses/)

If you have any questions about this decision, you can contact us by email at: [DM-ESD@mfat.govt.nz](mailto:DM-ESD@mfat.govt.nz). You have the right to seek an investigation and review by the Ombudsman of this decision by contacting [www.ombudsman.parliament.nz](http://www.ombudsman.parliament.nz) or freephone 0800 802 602.

Nāku noa, nā

A handwritten signature in black ink, appearing to be 'SC', written in a cursive style.

Sarah Corbett  
for Secretary of Foreign Affairs and Trade



20 January 2026

Minister of Foreign Affairs

For approval by

21 January 2026

**Invitation to join US-led 'Board of Peace'**

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**BRIEFING**      Decision Submission

**PURPOSE**      To seek your approval for a proposed interim response to the invitation from US President Trump to Prime Minister Luxon to join a 'Board of Peace'.

**Recommended referrals**

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Prime Minister	For concurrence by	22 January 2026
Minister of Defence	For information by	22 January 2026
Minister for Trade and Investment	For information by	22 January 2026

**Contact details**

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NAME s9(2)(g)(ii)	ROLE	DIVISION	WORK PHONE s9(2)(a)
		Middle East and Africa Division United Nations, Human Rights and Commonwealth Division Americas Division	

**Minister's Office to complete**

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- |  |   |                                    |
|--|---|------------------------------------|
| <input type="checkbox"/> Approved            | <input type="checkbox"/> Noted                | <input type="checkbox"/> Referred  |
| <input type="checkbox"/> Needs amendment     | <input type="checkbox"/> Declined             | <input type="checkbox"/> Withdrawn |
| <input type="checkbox"/> Overtaken by events | <input type="checkbox"/> See Minister's notes |                                    |

**Comments**

## Invitation to join US-led 'Board of Peace'

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### Key points

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- President Trump has invited Prime Minister Luxon to be a 'Founding Member State' of a proposed Board of Peace, alongside at least 58 states.
- While a Board of Peace was endorsed in UN Security Council Resolution 2803 in November 2025 as an international governance mechanism to support the Gaza 20 point peace plan, the Charter for the Board circulated by President Trump this weekend goes significantly beyond what was approved by the Council and understood by the wider international community.

- s6(a)

- The Board would be structured as a new international organisation, which appears to be replacing or at best replicating some peace and security elements of the United Nations. President Trump would chair the Board in his individual capacity, independent of his term in office, and the Board would extend beyond an initial three-year period with no apparent limits on its scope. The Charter also makes President Trump the ultimate decision maker on all issues.

- s6(a)

- s9(2)(g)(i)

- s6(a)

the Board's scope to what was envisaged in UN Security Council Resolution 2803, which was a limited duration body focused on the implementation of the Gaza peace plan<sup>s6(a)</sup>

- We do not rule out the existence per se of plurilateral groups or regional initiatives to settle specific interstate disputes and/or oversee post-conflict reconstruction efforts consistent with international law. But we do not recommend participating in any initiative that weakens the UN's peace and security mandate or the norms we rely on under international law for our own security.
- We anticipate New Zealand would be able to make a niche contribution to Gaza reconstruction, humanitarian and/or governance efforts, regardless of whether we join the Board, although this – like many aspects of the peace plan and its implementation – is not yet clear.

s9(2)(g)(ii)

for Secretary of Foreign Affairs and Trade

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## Invitation to join US-led 'Board of Peace'

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### Recommendations

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It is recommended that you:

- |   |   |                 |
|---|---|-----------------|
| 1 | <b>Agree</b> that New Zealand indicate to the US that we will need some time to analyse the proposal to join the Board of Peace, including its scope and consistency with UNSC Resolution 2803. | <b>Yes / No</b> |
| 2 | s6(a)   | <b>Yes / No</b> |
| 3 | s6(a)   | <b>Yes / No</b> |
| 4 | <b>Refer</b> this submission to the Prime Minister for his concurrence.   | <b>Yes / No</b> |

Rt Hon Winston Peters  
Minister of Foreign Affairs

Date:        /        /

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## Invitation to join US-led 'Board of Peace'

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### Background

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#### Approach from the United States

1. President Trump wrote to Prime Minister Luxon on Saturday 17 January with an "urgent" invitation for New Zealand to join the Board of Peace as a Founding Member State. As part of becoming a member, we are invited to become a party to the *Charter of the Board of Peace*, which was attached to the invitation.
2. The letter did not stipulate a deadline to respond. On Monday, the US circulated an invite to prospective Board Members to sign the Charter at the World Economic Forum in Davos on Thursday 22 January (New Zealand is not attending the WEF, although the Minister for Trade and Investment will be in Davos to attend the WTO Mini-ministerial and other meetings in the margins).

#### Core elements of the Board of Peace proposal

3. The Board of Peace was first proposed as part of the 20-point peace plan for Gaza, to oversee reconstruction. It was to have been a "new international transitional body", which would eventually hand over power to a reformed Palestinian Authority that "could securely and effectively take back control of Gaza." The establishment of a time limited Board of Peace was endorsed in UNSCR 2803 in November 2025 which adopted the 20 Point Plan.
4. President Trump's recent letter, and attached draft Charter of the Board of Peace, however, now proposes the Board of Peace be a permanent international organisation with a global mission to:

*Promote stability, restore dependable and lawful governance, and secure enduring peace in areas affected or threatened by conflict. The Board of Peace shall undertake such peace-building functions in accordance with international law and as may be approved in accordance with this Charter, including the development and dissemination of best practices capable of being applied by all nations and communities seeking peace.*

5. President Trump told Reuters that "It's going to, in my opinion, start with Gaza and then do conflicts as they arise". This is at odds with Article 8 of UNSCR 2803, which authorises the Board of Peace only until 31 December 2027, subject to further action by the Council. Nor does UNSCR 2803 extend the Board of Peace's remit beyond Gaza.
6. Membership of the Board is envisaged as being only at the invitation of the Chairman, President Trump in his individual capacity. Board membership is for three years, or permanent if states commit to a contribution of US\$1 billion. President Trump has reportedly invited fifty-eight states to join including: Canada, UK, Japan, Korea, Singapore, some European Union member states, Russia, China, Ukraine, India, Pakistan, Egypt, Türkiye, Morocco, Argentina, and Paraguay. Very few countries from the 'Global South' have been invited: none from the Pacific and none from Sub-Saharan Africa. Refer Annex A for a list of those we are aware have been invited.
7. The Charter would invest significant powers in Mr Trump, in a personal capacity. He will be permitted to enact "resolutions or other directives" to carry out the Board's mission, and to

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"create, modify or dissolve subsidiary entities", set the Board's agenda, and approve alternate delegates. He would retain absolute authority on the agenda and decisions taken by the Board. There is nothing in the Charter that would require President Trump to stand down at the end of his Presidency. He would also have full power to appoint his successor. The dispute settlement article gives the Chairman the absolute authority to determine the meaning and interpretation of the Charter.

8. The Charter also establishes an Executive Board to carry out the Board's decisions, with members to be appointed by the Chair. The White House announced last week that the Executive Board would set the agenda for the Board of Peace and would comprise a range of US officials, private sector interests and Middle East representatives. We are not aware if all members identified have accepted their appointment.<sup>1</sup>

9. <sup>s6(a), s6(b)(i)</sup>

10. The Charter document <sup>s6(a)</sup> "too many approaches to peace-building foster perpetual dependency, and institutionalise crisis, rather than leading people beyond it". It notes the Board should have "the courage to depart from approaches and institutions that have too often failed" and calls for the Board to be a "more nimble and effective international peace-building body".

### Initial responses from likeminded partners

11. <sup>s6(a), s6(b)(i)</sup>

- 12.

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<sup>1</sup> US Secretary of State Marco Rubio; US Special Envoy Steve Witkoff; President Trump's son-in-law Jared Kushner; businessman Marc Rowan; President of the World Bank Ajay Banga; former British Prime Minister Tony Blair; US Deputy National Security Adviser Robert Gabriel Jr; Turkey's Foreign Minister Hakan Fidan; Qatari diplomat Ali Al-Thawadi; Egyptian Intelligence Director General Hassan Rashad; UAE Minister of State Reem Al-Hashimy; UN Coordinator for Gaza Sigrid Kaag and Israeli-Cypriot real estate tycoon Yakir Gabay. Former Bulgarian Diplomat and former UN Special Coordinator for the Middle East Peace Process, Nickolay Mladanov has been appointed as High Representative.

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13. <sup>s6(a), s6(b)(i)</sup>

14. A small number of countries have already responded to the invitation positively, including Argentina, El Salvador Paraguay and Hungary. <sup>s6(a)</sup>

### Preliminary analysis and NZ equities

15. The Board of Peace invitation engages a range of New Zealand equities including our support for international law and a rules-based international system, our bilateral relationship with the United States, and our support for ending the conflict in Gaza.

### Support for the rules-based international system

16. New Zealand has a strong interest in preserving the role of the United Nations in mandating the international use of force and maintaining international law. New Zealand acknowledges the United Nations Security Council is often paralyzed in its response to conflicts. Gaza, which is the context for the proposed Board of Peace, is a case in point. However, this is arguably more to do with the use of the veto than with the failings of the Council. We do not see the need 'to go around the UN' given the Security Council's adoption of Resolution 2803 paved the way for a legitimate (albeit unusual) link between the President's peace plan and the UN.

17. Whilst we do not rule out the positive role plurilateral groups or regional initiatives can play in international dispute settlement and post-conflict reconstruction, it is in our interests that such groups operate consistently with the principles of international law and international governance norms that we have helped develop. For New Zealand, our interests are better served in initiatives that preserve the equality of states, including smaller states, in international decision-making and the norms enshrined in the UN Charter and international law on which we rely on for our own security.

<sup>s9(2)(h)</sup>

Invitation to join US-led 'Board of Peace'

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s9(2)(h)

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s6(a)

## Invitation to join US-led 'Board of Peace'

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### Gaza

26. The Board of Peace's initial focus will be on Gaza. <sup>s6(a)</sup>

s9(2)(f)(iv)

27. While the role of the Board is clearly in flux, at this stage we would not expect that membership of the Board would be necessary to make these contributions. Membership of the Board would also likely require resources and funding that would need to be diverted from other priorities.

28. <sup>s6(a)</sup>

### Next steps

29. <sup>s6(a)</sup>

30.

31.

## Invitation to join US-led 'Board of Peace'

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32. <sup>s6(a)</sup>

33.

### Holding lines

34. We propose the following interim response to any media or public enquiries:

*We confirm New Zealand has received an invitation. We are considering the proposal including its scope, and how it effectively implements the Gaza Peace Plan as endorsed by the UN Security Council in November.*

35. We will revert with additional talking points expanding on this point in due course.

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## Invitation to join US-led 'Board of Peace'

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### Annex 1: List of invitees (according to media reporting)

- |                         |                          |
|-------------------------|--------------------------|
| 1. Albania              | 27. Netherlands          |
| 2. Argentina            | 28. New Zealand          |
| 3. Australia            | 29. Norway               |
| 4. Austria              | 30. Oman                 |
| 5. Bahrain              | 31. Pakistan             |
| 6. Belarus              | 32. Paraguay             |
| 7. Brazil               | 33. Poland               |
| 8. Canada               | 34. Portugal             |
| 9. China                | 35. Qatar                |
| 10. Cyprus              | 36. Romania              |
| 11. Egypt               | 37. Russia               |
| 12. European Commission | 38. Saudi Arabia         |
| 13. Finland             | 39. Singapore            |
| 14. France              | 40. Slovenia             |
| 15. Germany             | 41. South Korea          |
| 16. Greece              | 42. Spain                |
| 17. Hungary             | 43. Sweden               |
| 18. India               | 44. Switzerland          |
| 19. Indonesia           | 45. Thailand             |
| 20. Ireland             | 46. Turkey               |
| 21. Israel              | 47. United Arab Emirates |
| 22. Italy               | 48. United Kingdom       |
| 23. Japan               | 49. Ukraine              |
| 24. Jordan              | 50. Uzbekistan           |
| 25. Kazakhstan          | 51. Vietnam              |
| 26. Morocco             |                          |

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