



Inter-Parliamentary Union  
For democracy. For everyone.

# 144th IPU Assembly

Nusa Dua, Indonesia  
20-24 March 2022



Assembly  
Item 2

A/144/2-P.1  
17 March 2022

## Consideration of requests for the inclusion of an emergency item in the Assembly agenda

### Request for the inclusion of an emergency item in the agenda of the 144th Assembly of the Inter-Parliamentary Union submitted by the delegation of Ukraine

On 16 March 2022, the IPU President and the IPU Secretary General received from the delegation of Ukraine a request and accompanying documents for the inclusion in the agenda of the 144th Assembly of an emergency item entitled:

"Russian and Belarusian aggression against Ukraine".

Delegates to the 144th Assembly will find attached the text of the communication submitting the request (Annex I), as well as an explanatory memorandum (Annex II) and a draft resolution (Annex III) in support thereof.

The 144th Assembly will be required to take a decision on the request of the delegation of Ukraine on Monday, 21 March 2022.

Under the terms of Assembly Rule 11.1, any Member of the IPU may request the inclusion of an emergency item in the Assembly agenda. Such a request must be accompanied by a brief explanatory memorandum and a draft resolution which clearly define the scope of the subject covered by the request. The IPU Secretariat shall communicate the request and any such documents immediately to all Members.

Furthermore, Assembly Rule 11.2 stipulates that:

- (a) A request for the inclusion of an emergency item must relate to a recent major situation of international concern on which urgent action by the international community is required and on which it is appropriate for the IPU to express its opinion and mobilize a parliamentary response. Such a request must receive a two-thirds majority of the votes cast in order to be accepted.
- (b) The Assembly may place only one emergency item on its agenda. Should several requests obtain the requisite majority, the one having received the largest number of positive votes shall be accepted.
- (c) The authors of two or more requests for the inclusion of an emergency item may combine their proposals to present a joint one, provided that each of the original proposals relates to the same subject.
- (d) The subject of a proposal that has been withdrawn by its authors or rejected by the Assembly cannot be included in the draft resolution submitted on the emergency item, unless it is clearly referred to in the request and title of the subject adopted by the Assembly.

**COMMUNICATION ADDRESSED TO THE IPU PRESIDENT AND THE IPU  
SECRETARY GENERAL BY MS. OLHA RUDENKO, MS. LESIA VASYLENKO AND  
MS. ALYONA SHKRUM, MEMBERS OF THE VERKHOVNA RADA OF UKRAINE**

16 March 2022

Dear Mr. President,  
Dear Mr. Secretary General,

It is an honour for us to present to you a draft proposal of an emergency item resolution on the Russian and Belarusian aggression against Ukraine in conformity with Assembly Rule 11.1.

With the escalation of the Russian and Belarusian aggression against Ukraine as of 24 February 2022, Ukraine has been waging a war of unprecedented scale for three weeks already. Its people are suffering from attacks on civilian objects and a severe humanitarian crisis.

Therefore, we urge the IPU to take a strong stance on the matter and adopt an emergency item resolution in this regard.

Regards,

Yours sincerely,

(Signed)

Olha RUDENKO (Ms.)  
Member of the Verkhovna Rada of Ukraine  
Head of the delegation of the Verkhovna Rada  
of Ukraine to the 143rd IPU Assembly

Lesia VASYLENKO (Ms.)  
Member of the Verkhovna Rada of Ukraine  
President of the IPU Bureau of Women  
Parliamentarians

Alyona SHKRUM (Ms.)  
Member of the Verkhovna Rada of Ukraine  
Member of the Bureau of the IPU Standing  
Committee on Peace and International  
Security

## **RUSSIAN AND BELARUSIAN AGGRESSION AGAINST UKRAINE**

### ***Explanatory memorandum submitted by the delegation of Ukraine***

On 24 February 2022, the Russian Federation massively escalated its aggression against Ukraine, which had already lasted eight years since the unlawful occupation of Crimea and Eastern Ukraine in 2014.

In a televised speech broadcast at night just before he ordered his 150,000 troops to invade Ukraine, Russian President Vladimir Putin invoked the pretext of preventing a non-existent genocide and falsely claimed to be exercising self-defence. The genuine purpose of this war of aggression, however, is to destroy Ukraine's sovereignty and oppress a European nation of over 40 million people.

As a part of their strategy to suppress any resistance, Russian forces are deliberately targeting civilian facilities, including residential areas, schools, kindergartens and hospitals. In the aftermath of these attacks, the number of civilian casualties is growing every day. According to the Office of the United Nations High Commissioner for Human Rights, by 12 March 2022, 596 civilians, including 43 children, had been killed and 1,067, including 57 children, wounded. The figures provided by Ukrainian authorities are even higher.

The aggression has many dimensions, including nuclear blackmail detrimental to the environment, false-flag attacks, provocations and overt lies.

Some of the attacks are being launched from the territory of the Republic of Belarus with its consent, which makes it complicit in the criminal aggression against the sovereignty and territorial integrity of Ukraine.

In view of the above-mentioned considerations and of the urgency of the situation in Ukraine, an IPU emergency resolution must be adopted to take a clear position in these extraordinary circumstances and to stand by our cause of freedom and democracy where they are under grave peril.

The draft resolution proposed draws on relevant international laws, and United Nations and IPU documents to provide an impartial assessment of the situation, as well as to suggest a comprehensive set of decisions and recommendations to address the extraordinary situation of the war of aggression unleashed by the Russian Federation against Ukraine.

The draft resolution is inspired by the understanding that only through a concerted and resolute action can the world community protect its values from Russian tanks, bombs and missiles, and the inhumane dictatorship they bring with them.

The purpose of the draft resolution is to stop the bloodshed unleashed by the Russian Federation and the Republic of Belarus in Ukraine, as well as to avert the commission of aggression in the future.

## RUSSIAN AND BELARUSIAN AGGRESSION AGAINST UKRAINE

### *Draft resolution submitted by the delegation of UKRAINE*

The 144th Assembly of the Inter-Parliamentary Union,

- (1) *Recalling* that, on 24 February 2022, the Russian Federation launched a full-scale military invasion of and widespread and indiscriminate attack against the sovereign nation of Ukraine and its people,
- (2) *Reiterating* that the Charter of the United Nations prohibits the use of force against the territorial integrity or political independence of states,
- (3) *Welcoming* the stiff resistance of the Ukrainian armed forces, territorial defence force and all Ukrainians against the Russian aggression,
- (4) *Recognizing* the territorial integrity and sovereignty of Ukraine within its internationally recognized borders as referred to in [United Nations General Assembly \(UNGA\) resolution 68/262](#),
- (5) *Welcoming* the adoption of [UNGA resolution ES-11/L.1](#) by the overwhelming majority of United Nations Member States deploring the Russian aggression and demanding that the Russian Federation immediately cease the use of force against Ukraine and withdraw all of its military forces from the territory of Ukraine within its internationally recognized borders,
- (6) *Noting* the adoption of [Opinion 300 \(2022\) of the Parliamentary Assembly of the Council of Europe \(PACE\)](#), *Consequences of the Russian Federation's aggression against Ukraine*, recommending that the Committee of Ministers of the Council of Europe request the Russian Federation to immediately withdraw from the Council of Europe,
- (7) *Having regard to* the [Statement on Ukraine by the IPU Executive Committee](#) on 26 February 2022 and to the 2019 Belgrade Declaration [Strengthening international law: Parliamentary roles and mechanisms, and the contribution of regional cooperation](#),
- (8) *Recalling* that the Russian Federation used entirely fabricated and self-serving accusations of genocide as a pretext for its invasion of Ukraine and illegitimately invoked the right to self-defence in circumstances where Ukraine posed no actual threat to its neighbour,
- (9) *Recalling also* that under Article 5 of the Annex to [UNGA resolution 3314 \(XXIX\) on the Definition of Aggression](#), no consideration of whatever nature, whether political, economic, military or otherwise, may serve as a justification for aggression and that a war of aggression is a crime against international peace,
- (10) *Noting* that the Russian Federation consistently sought and artificially created pretexts to unleash its aggression by withdrawing from the Minsk agreements and recognizing the independence of the so-called Luhansk and Donetsk People's Republics, which constitute an integral part of Ukraine,
- (11) *Recalling* that, in accordance with a number of UNGA resolutions since 2014, Crimea is illegally occupied by the Russian Federation and that the Russian Federation is under a legal obligation under international law to return control over the peninsula to Ukraine,
- (12) *Affirming* that the Russian Federation manipulates and twists the accepted notion of self-determination to justify its entirely illegitimate and unlawful actions in Ukraine,
- (13) *Recalling* that, since 24 February 2022, the ongoing aggression has caused immense human suffering, with hundreds of civilians killed and more than one thousand wounded,
- (14) *Noting* the acts of perfidy and barbaric attacks against medical units and hospitals committed by Russian forces with senior Russian officials offering blatant lies to the international community to excuse these entirely unjustifiable war crimes,
- (15) *Noting also* that disinformation campaigns sponsored and organized by the Russian Federation have been playing a significant role in enabling this illegitimate, disproportionate and inhumane war,

- (16) *Aware* of President Putin's order to his Ministry of Defence to place Russian nuclear forces on a special regime of operation and a "high alert" level of readiness,
- (17) *Noting* that the territory and infrastructure of the Republic of Belarus is being used to facilitate and support many aspects of the Russian aggression and military threat,
- (18) *Underlining* that in accordance with Article 3(f) of the Annex to [UNGA resolution 3314 \(XXIX\) on the definition of aggression](#), the action of a State in allowing its territory, which it has placed at the disposal of another State, to be used by that other State for perpetrating an act of aggression against a third State qualifies as a separate act of aggression,
- (19) *Noting* that the leadership of the Russian Federation and the Republic of Belarus have committed a crime of aggression, which is a flagrant violation of a fundamental rule of international criminal law,
- (20) *Reaffirming* that any hostilities amounting to an armed conflict shall be strictly governed by the rules of international humanitarian law and human rights law,
- (21) *Conscious* of the need to take concrete action to exert pressure on the Russian Federation to cease its unlawful actions in Ukraine and provide reparation for its internationally wrongful acts,
- (22) *Welcoming* all efforts to hold the Russian Federation, the Republic of Belarus and their leaderships accountable for the violations of international law they have committed, including the ongoing investigation by the Prosecutor of the International Criminal Court (ICC) of the war crimes and crimes against humanity committed in Ukraine, the establishment of a special investigation commission by the United Nations Human Rights Council, domestic investigations of individual United Nations Member States and the initiatives to set up a special tribunal for the punishment of the crime of aggression against Ukraine,
- (23) *Acknowledging* with deepest appreciation the incredible bravery, commitment and resolve of the people of Ukraine in the face of such adversity,
- (24) *Admiring* the government of Ukraine led by President Zelensky and deeply moved by the dedication of its government officials at national and local levels,
- (25) *Deeply humbled* by the unwavering commitment of fellow parliamentarians in the Verkhovna Rada to uphold democracy and represent their constituents despite the threats and continued attacks of the aggressor,
1. *Strongly condemns* the ongoing Russian aggression against Ukraine as a blatant violation of Article 2(4) of the Charter of the United Nations and as an act of aggression against Ukraine;
  2. *Also strongly condemns* the action of the Republic of Belarus to allow the Russian Federation to use its territory to facilitate and support the invasion of Ukraine as a violation of international law and an act of aggression against Ukraine;
  3. *Deplores* abuse of the veto power of the Russian Federation at the United Nations Security Council to escape responsibility for its internationally wrongful actions;
  4. *Urges* the United Nations to take decisive action to address the Russian Federation's flagrant disregard of its responsibilities and misuse of its status as a permanent member of the Security Council as an aggressor state consistently violating all conceivable rules of international law and undermining the integrity of the United Nations;
  5. *Calls on* the United Nations to exclude the Russian Federation from membership in its specialized agencies established by or brought into relationship with the United Nations until it stops its criminal aggression against Ukraine started in 2014;
  6. *States* that the Parliament of the Russian Federation, by consistently and overwhelmingly voting to recognize the independence of the so-called Luhansk and Donetsk People's Republics, which constitute an integral part of Ukraine, and allowing the deployment of the Russian army against Ukraine, has seriously breached its undertakings as an IPU Member to adhere to the principles of the IPU in keeping with Article 3(4) of the Statutes of the IPU;

7. *Strongly condemns* the use of missiles and artillery by the Russian Federation deliberately targeting civilian objects and populations in violation of international humanitarian law, namely the principles of distinction and proportionality;
8. *Also strongly condemns* attacks against medical units and personnel, and improper use of military emblems, insignia and uniforms of the adversary by the Russian Federation in blatant violation of international humanitarian law;
9. *Deplores* the disinformation campaigns led by the Russian Federation to provoke and justify its aggression, particularly abhorrent fake accusations of genocide, and urges concerted international action to counter such false narratives, including on social media platforms;
10. *Strongly condemns* the unnecessary decision of the Russian President to place Russian nuclear forces on a special regime of operation;
11. *Urges* the Russian Federation to refrain from using nuclear weapons as leverage to achieve its political interests and threaten Ukraine;
12. *Also urges* the Russian Federation to immediately withdraw its forces from Ukraine, including the Crimea, Donetsk and Luhansk regions;
13. *Calls* for full compliance with the rules of international humanitarian law;
14. *Urges* the international community to exert significant economic and diplomatic pressure on the Russian Federation through sanctions, embargoes and other lawful measures to stop its aggression against Ukraine;
15. *Calls* on the United Nations Security Council and General Assembly to recognize the Russian invasion in Ukraine, with its disastrous humanitarian repercussions, as a threat to international peace and security and determine appropriate action in this regard;
16. *Stresses the need* for United Nations Member States to start discussions on the reform of the United Nations system to make it more adequate for tackling today's challenges, particularly with regard to the powers of veto over United Nations Security Council decisions and the ability of permanent members to obstruct the purposes and intentions of the Charter of the United Nations;
17. *Calls on* United Nations Member States to ensure accountability of the leadership of the Russian Federation and the Republic of Belarus for the crime of aggression they have committed against Ukraine, in particular by signing [the Statement Calling for the Creation of a Special Tribunal for the Punishment of the Crime of Aggression against Ukraine](#) drafted by distinguished international law scholars and to grant jurisdiction to such a Tribunal;
18. *Also calls on* United Nations Member States to increase their assistance to Ukraine in its efforts to strengthen the protection of its territory, including its airspace, in order to reduce the severe human cost and the tragic humanitarian consequences of the Russian Federation's ongoing war of aggression;
19. *Urges* countries to provide humanitarian aid to Ukraine to alleviate the hardships now faced by its civilian population caused by the destructive and indiscriminate acts of Russian aggression;
20. *Calls on* all nations which can assist to open their borders and provide sanctuary and support for Ukrainian refugees.