



Inter-Parliamentary Union
For democracy. For everyone.



146TH IPU ASSEMBLY
المنامة، البحرين
MANAMA, BAHRAIN
11-15 MARCH 2023 - ١٠-١١ مارس ٢٠٢٣

146th IPU Assembly Manama (11–15 March 2023)

Assembly
Item 2

A/146/2-P.3
10 March 2023

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 146th Assembly of the Inter-Parliamentary Union
submitted by the delegations of Argentina, Chile, Germany, Netherlands and Ukraine, with the
support of the Group of Latin America and the Caribbean (GRULAC) and the Twelve Plus Group**

On 10 March 2023, the IPU Secretary General received from the delegations of Argentina, Chile, Germany, Netherlands and Ukraine, with the support of the Group of Latin America and the Caribbean (GRULAC) and the Twelve Plus Group, a request and accompanying documents for the inclusion in the agenda of the 146th Assembly of an emergency item entitled:

“Raising awareness and calling for action on the serious humanitarian crises affecting the peoples of Afghanistan, the Syrian Arab Republic, Ukraine, Yemen and other countries, and on the particular vulnerability of women and children”.

Delegates to the 146th 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 146th Assembly will be required to take a decision on the request of the delegations of Argentina, Chile, Germany, Netherlands and Ukraine, with the support of the Group of Latin America and the Caribbean (GRULAC) and the Twelve Plus Group, on Sunday, 12 March 2023.

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 SECRETARY GENERAL BY THE
DELEGATIONS OF ARGENTINA, CHILE, GERMANY, NETHERLANDS AND UKRAINE,
WITH THE SUPPORT OF THE GROUP OF LATIN AMERICA AND THE CARIBBEAN (GRULAC)
AND THE TWELVE PLUS GROUP**

10 March 2023

Dear Mr. Secretary General,

The National Congresses of Argentina, Chile, Germany, Netherlands and Ukraine, with the support of GRULAC and 12+, intends to propose the following emergency item for inclusion in the agenda of the 146th Assembly of the Inter-Parliamentary Union (IPU) scheduled 11 to 15 March 2023 in Manama, Bahrain:

“Raising awareness and calling for action on the serious humanitarian crises affecting the peoples of Afghanistan, the Syrian Arab Republic, Ukraine, Yemen and other countries, and on the particular vulnerability of women and children.”

The draft resolution, along with the explanatory memorandum, is attached with the request that the IPU Secretariat may circulate these documents to all delegations participating in the work of the General Assembly under the Statutes and Rules of the Inter-Parliamentary Union.

Yours sincerely,

(signed) Senator Rojo EDWARDS SILVA
National Congress of Chile

Senator Lucila CREXELL (Ms.)
National Congress of Argentina

Senator Blas LLANO
GRULAC

**RAISING AWARENESS AND CALLING FOR ACTION ON THE SERIOUS HUMANITARIAN
CRISES AFFECTING THE PEOPLES OF AFGHANISTAN, THE SYRIAN ARAB REPUBLIC,
UKRAINE, YEMEN AND OTHER COUNTRIES, AND ON THE PARTICULAR
VULNERABILITY OF WOMEN AND CHILDREN**

***Explanatory memorandum submitted by the delegations of Argentina, Chile, Germany,
Netherlands and Ukraine, with the support of GRULAC and the Twelve Plus Group***

At the beginning of 2023, at least twenty countries are suffering humanitarian crises of grand proportions. No more than 13% of the population and 1.6% of the global GDP concentrate 81% of the forcibly displaced, 80% of the world's food insecure, and 90% of humanitarian needs. This is impossible to face alone.

This year it is estimated that approximately 340 million people will need humanitarian aid, which has grown steadily in the last decade.

One of the most dramatic consequences of humanitarian crises is forced displacement. In 2022, more than 100 million people were displaced worldwide between new and previous conflicts. The most severe cases are Afghanistan, Ukraine, Yemen, Syria, South Sudan, and Venezuela, to which are added Nigeria, Ethiopia, Burkina Faso, Burundi, the Central African Republic, Myanmar, the Democratic Republic of the Congo, Iraq, and Haiti. Moreover, at the beginning of this year, an earthquake hit Turkey and Syria hard, fostering an humanitarian crisis, compounding the effects of the civil war. Thus, 6.6 million Syrians had been forced to flee to other countries (mainly to Türkiye, the largest recipient with 3.6 million, Lebanon and Jordan), and left 6.7 million persons internally displaced.

These crises bring challenges of all kinds, including the violation of the human rights of the victims; and specially the repression of women and girls, who are exposed to sexual violence, particularly in military. These types of repression include rape, sexual slavery, enforced prostitution, forced pregnancy, and enforced sterilization.

Based on the preceding, the delegations of Argentina, Chile, Germany, Ukraine, with the support of the GRULAC and 12+ groups, have decided to request the 146th Assembly of the IPU the inclusion of this matter as an emergency point for the significant humanitarian crises that are plaguing Afghanistan, Ukraine, Yemen, Syria, Türkiye and other countries around the world, with particular attention to the situation of women and children. This group of countries consider that this constitutes one of the most current and dramatic emergencies in the world, that requires new and renewed support from the international community, with particular focus on women and girls.

In addition, it is proposed that the IPU and its member parliaments show solidarity with the Afghan, Ukrainian, Yemeni, Syrian, Turkish, South Sudanese, Venezuelan populations, and the millions of people who, on all continents, suffer deprivation and persecution due to conflicts armed groups, oppressive regimes, terrorism, violence, and natural disasters. In this regard, it appeals for strengthened regional and interregional cooperation to facilitate the opening of humanitarian corridors that guarantee safe transit for vulnerable people, especially women and children.

According to the essential role of the IPU, the world's parliaments are invited to actively promote, together with their respective governments, local, regional, and national policies and mechanisms aimed at reducing the impact of crises on affected communities, including both social safety nets and UN resolutions.

As a result, it is demanded that the governments refrain from the use of sexualised and gender-based violence as a systematic tactic of warfare; and urges States to meet the needs of survivors of sexualised and gender-based violence. At the same time, it is requested that all parliament support the defence of the rights and interests of women especially in Afghanistan -condemning the atrocious murder of Mursal Nabizada-, the Syrian Arab Republic, Ukraine, and Yemen, and of all those living in situations of humanitarian crises. In addition, it urges parliaments to implement legal frameworks to ensure that all women and girls, especially those displaced from their original countries, to have full access to the national education and health systems, and call States to consistently enforce the prohibition of discrimination based on gender in all respects.

**RAISING AWARENESS AND CALLING FOR ACTION ON THE SERIOUS HUMANITARIAN
CRISES AFFECTING THE PEOPLES OF AFGHANISTAN, THE SYRIAN ARAB REPUBLIC,
UKRAINE, YEMEN AND OTHER COUNTRIES, AND ON THE PARTICULAR
VULNERABILITY OF WOMEN AND CHILDREN**

***Draft resolution submitted by the delegations of ARGENTINA, CHILE, GERMANY,
NETHERLANDS and UKRAINE, with the support of GRULAC and the TWELVE PLUS GROUP***

The 146th Assembly of the Inter-Parliamentary Union,

- (1) *Considering* that low and middle-income countries host 74% of world's refugees and other people in need of international protection. And that the least developed countries provide asylum to 22% of the total. And that 90% of the world's humanitarian needs are concentrated in 20 countries that, together, represent no more than 13% of the world's population and 1.6% of global GDP.
- (2) *Cognizant* that, the affected countries cannot meet the needs of the at-risk population, making it essential for the international community to guarantee humanitarian assistance including food distribution, health care and, in many cases, infrastructure reconstruction; and *noting* that this year, an estimated 340 million people will need humanitarian aid.
- (3) *Recalling* that such international humanitarian assistance is protected by the "right to life, liberty and security" of all persons, an inalienable and universal principle enshrined in Article 3 of the *Universal Declaration of Human Rights* of 1948, and *recalling also* that these rights have been endorsed in the *International Covenant on Economic Social and Cultural Rights* and the *International Covenant on Civil and Political Rights* of 1966, the *Convention on the Prevention and Punishment of the Crime of Genocide* of 1948, and the Geneva Conventions of 1949 and their Additional Protocols, among others, which together constitute the international legal framework that, pursuant to article 2 of the *Universal Declaration of Human Rights*, promotes and protects the human rights of all "without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status". *Underlining* that the United Nations General Assembly (UNGA) has set achieving gender equality by 2030 as a target of the Sustainable Development Goals (SDGs) (in particular Goal 5), including but not limited to the targets to end all violence against and exploitation of women and girls (Target 5.2).
- (4) *Recalling further* United Nations General Assembly resolution 2816 of December 14th 1971, which established the post of Disaster Relief Co-ordinator (DRC) to provide humanitarian assistance to victims of natural disasters and other emergencies, and resolution 46/182 of December 19th 1991, through which the DRC was renamed the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and given expanded powers to coordinate humanitarian assistance, to facilitate access to emergency areas, to conduct the organization's needs assessment missions, to prepare joint appeals and to mobilize resources.
- (5) *Welcoming* the creation of the Central Emergency Response Fund, managed by OCHA, which, based on voluntary donations, makes it possible to finance humanitarian response actions worldwide.
- (6) *Recalling* the *Convention Relating to the Status of Refugees* of 1951, which defines a refugee as any person who "owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country"; and *recalling also* United Nations General Assembly resolution 73/195 of December 29th 2018, on the *Global Compact for Safe, Orderly and Regular Migration*,
- (7) *Noting* with great concern that women and girls are still exposed to sexual violence, particularly in military. *Highlighting* that rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization, or any other form of sexual violence of comparable gravity constitute crimes against humanity under the Rome Statute of the International Criminal Court.

(8) *Noting with deep concern* the especially dramatic situation in Afghanistan, with about 24 million Afghans experiencing misery, hunger and freezing temperatures, including many children at severe risk of violence and family separation; and *noting also* that decades of uninterrupted war, coupled with years of drought and low temperatures, have led to total social and economic collapse, causing the displacement of 3.5 million people and making Afghans one of the largest refugee populations in the world.

(9) *Recalling* that the Inter-Parliamentary Union (IPU) works in favour of peace and cooperation among peoples, promoting the defence of universal human rights, for which unrestricted respect is an essential factor for democracy and the development of all nations; and *recalling also* the *Joint Statement of the Committee to Promote Respect for International Humanitarian Law* and the *Committee on the Human Rights of Parliamentarians of the IPU on Afghanistan* of August 30th 2021.

(10) *Alarmed* by the situation of Afghan women and girls; and *noting* that the Taliban takeover caused the immediate repression of women, excluding them from secondary and university education, while the absence of a male “guardian” prevents many of them from leaving their homes or even accessing essential services, causing them to lose jobs and the corresponding economic support.

(11) *Deeply disturbed* by attacks on women parliamentarians, including the assassination of Ms. Mursal Nabizada on January 15th 2023 and the attempt on the life of Ms. Fawzia Koofi on August 14th 2020; and *recalling* that the looming risk to women parliamentarians prompted a response from the IPU Committee on Human Rights of Parliamentarians on February 2nd 2023.

(12) *Acknowledging* the disastrous humanitarian crisis in Ukraine, caused by an unprovoked war of aggression where civilian casualties and the destruction of critical infrastructure have forced millions of people to cross borders into neighbouring countries, in addition to the internally displaced. *Aware* that an estimated 17.6 million Ukrainians require urgent humanitarian assistance. And *stressing* that, as of February 2023, there are an estimated 8 million Ukrainian refugees scattered throughout Europe, 90% of whom are women and children, plus close to 12 million internally displaced.

(13) *Recalling* the resolutions adopted at the last two IPU Assemblies, held in Nusa Dua and Kigali, respectively, which recognized the magnitude of the humanitarian situation in Ukraine and were aligned with the resolutions adopted by the United Nations in 2022.

(14) *Recalling also* the situation in Yemen, where the 2014 coup d'état triggered a bloody civil war in one of the countries with the most vulnerable populations in the Middle East, with the violence affecting millions of people, causing thousands of deaths (estimated at 377,000 in 2021) and leading to mass displacement; and *noting* that nearly 20 million Yemenis require humanitarian assistance, including 4 million internally displaced persons.

(15) *Recognizing* the catastrophic and unsustainable situation faced by people in the Syrian Arab Republic, where the recent earthquake that affected the north of the country, and the south of Türkiye, has created a humanitarian crisis, compounding the effects of the civil war, and *noting* that some 6.6 million Syrians had been forced to flee to other countries (mainly to Türkiye, the largest recipient with 3.6 million, Lebanon and Jordan), and left 6.7 million persons internally displaced.

(16) *Considering also* that the current situation in South Sudan, a country ravaged since its birth by a civil war that has claimed close to 190,000 lives, must be added to this large-scale humanitarian crisis that our planet is experiencing; and *noting* that a further 193,000 deaths have been caused by hunger and disease, that almost 2 million people have been displaced internally, and that there are a further 2 million refugees in Ethiopia, Sudan and Uganda.

(17) *Recognizing further* the crisis in the Bolivarian Republic of Venezuela, where violence, insecurity, and lack of food, medicine and essential services have triggered the largest migration in the history of Latin America, with about 7.13 million Venezuelan refugees and migrants, who are frequently forced to take unauthorized routes, becoming victims of traffickers and irregular armed groups.

(18) *Cognizant* that not only conflicts, corrupt governments, wars of aggression, invasions and civil wars provoke humanitarian crisis, but also climate change, such as the 2022 floods suffered by Pakistan where massive floods killed 1,800 people and left a staggering figure of over 2.1 million people homeless, and 33 million people affected.

(19) *Acknowledging* that the above-mentioned crises are only those with the highest numbers of displaced people, and *emphasizing* that major emergencies are also taking place in Burkina Faso (one million of internally displaced, affecting also Mauritania and Chad, and risks spreading to Benin, Ghana and Togo), in Burundi, in the Central African Republic, in the Democratic Republic of the Congo (5 million internally displaced), in Ethiopia, in Haiti, in Iraq (2.1 million internally displaced), in Myanmar, and in Nigeria (2.7 million internally displaced, with a further 680,000 displaced in Cameroon, Chad and Niger) and in Nicaragua.

1. *Considers* that humanitarian crises are the leading cause of human rights violations in the world; and *recognizes* that, it is up to the international community to collaborate to safeguard human lives, to alleviate suffering, to care for dignity, and to guarantee access to basic services such as food, medical care, water and shelter for all persons, regardless of their origins; and *encourages* states to pursue the SDGs adopted by the UNGA, in particular Goal 5; all of the above on a national level through legal and policy measures;
2. *Expresses its sympathy* for the populations of Afghanistan, South Sudan, the Syrian Arab Republic, Ukraine, Venezuela, Yemen, as well as for the millions of people who, on every continent, suffer deprivation and persecution as a result of war, oppressive regimes, terrorism, violence and natural disasters;
3. *Calls upon* the parliaments of the world to speak out by denouncing, exerting political and diplomatic pressure on those who bear responsibilities on the aforementioned humanitarian crises, and offering support to affected populations;
4. *Calls for* awareness-raising for national authorities and civil society in countries around the world, so that they are able contribute, to the extent possible, to the creation of specialized assistance programmes for people affected by humanitarian crises;
5. *Calls upon* all nations to strengthen the United Nations Secretary-General's High-Level Task Force on Preventing Famine, adopting simplified protocols to increase the access of children and young people to treatment for malnutrition;
6. *Appeals* for strengthening regional and interregional cooperation in order to facilitate the opening of humanitarian corridors that guarantee safe transit for vulnerable people, especially women and children from crisis-affected areas, while managing or negotiating agreements that allow the safe passage of humanitarian assistance;
7. *Strongly condemns* any attack on the lives, integrity and well-being of civilians and, to this end, calls on parliaments and governments to take action against impunity for international crimes that results in this humanitarian crises and in persecutions, in particular through support for the international criminal court, national prosecution efforts and appropriate legal mechanism for punishing aggression and other international crimes;
8. *Calls for* an increase in international support and assistance for refugees and internally displaced persons, men, women and children who lack access to basic rights and minimally reasonable living conditions, and other people who do not have refugee status;
9. *Notes* that women, together with boys and girls, are the main victims of humanitarian crises; and *calls to* support the efforts of the United Nations and other organizations working for the defence and promotion of women's rights;

10. *Strongly demands* governments to refrain from the use of sexualised and gender-based violence as a systematic tactic of warfare; and *urges* States to meet the needs of survivors of sexualised and gender-based violence;
11. *Strongly supports* the empowerment of women and youth, and *affirms* its defence of the rights and interests of women especially in Afghanistan, the Syrian Arab Republic, Ukraine and Yemen, and of all those living in situations of humanitarian crises; and *urges* parliaments to implement legal frameworks to ensure that all refugees, especially women and girls displaced from their original countries have full access to the national education and health systems, and labour markets, are supported in maintaining cultural links to their native countries; and *calls on* States to consistently enforce the prohibition of discrimination on the basis of gender in all respects;
12. Deplores the criminal practice of forcible deportation under international criminal law, international humanitarian law, human rights law, and is appalled by a particular situation of Ukrainian children forcibly deported; as well as calls to take urgent action to stop this practice and return children to their homes;
13. *Expresses particular concern* about the persecution experienced by women and girls in Afghanistan, and *calls upon* the current de facto authorities to respect the *Charter of the United Nations*, international treaties and conventions, and the *Universal Declaration of Human Rights*;
14. *Calls on* all governments and parliaments to ensure that no obstacles, including immunities legislation or procedural law, prevent the provision of compensation to victims of international crimes, either through their states or directly;
15. *Calls for* closer coordination between United Nations agencies and the international community in order to guarantee the implementation of the provisions of the *Convention on the Rights of the Child* and its protocols, especially in countries such as Afghanistan;
16. *Endorses* the decision of the IPU Committee on the Human Rights of Parliamentarians to condemn in the strongest terms the atrocious murder of Afghan citizen and parliamentarian Ms. Mursal Nabizada, and *affirms* that this brutal crime is an affront against the rights, values and principles promoted by the IPU;
17. *Decides* to delegate to the IPU Executive Committee and the IPU President the power to allocate resources to follow up on parliamentary work on the humanitarian crises in Afghanistan, South Sudan, the Syrian Arab Republic, Ukraine, Venezuela and Yemen, among others, and to support the efforts of the international community, and its parliaments in particular, aimed at providing assistance to populations, and at promoting order, stability and the long-term restoration of institutions in order to achieve human and sustainable development in democracy;
18. *Encourages* the international community to address the urgent need for robust financial support by strengthening its institutional support and cooperative financing mechanisms, including the United Nations Assistance Mission in Afghanistan, the Central Emergency Response Fund managed by the United Nations Office for the Coordination of Humanitarian Affairs, and the United Nations High Commissioner for Refugees;
19. *Recommends* that the above financial resources be allocated not only to immediate and individual humanitarian assistance such as food and medicine, but also to the design of reconstruction plans for essential infrastructure in order to maintain basic social functions in Afghanistan, Syria, Ukraine and Yemen;
20. Calls to strengthen humanitarian assistance mechanisms to respond to these continental crises affecting 340 million people, including those caused by climate change.