



Inter-Parliamentary Union  
For democracy. For everyone.

# 148th IPU Assembly

## Geneva, 23–27 March 2024

Assembly  
Item 2

A/148/2-P.3  
23 March 2024

## 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 148th Assembly of the Inter-Parliamentary Union submitted by the delegations of Indonesia and Malaysia

On 23 March 2024, the IPU Secretary General received from the delegations of Indonesia and Malaysia a request and accompanying documents for the inclusion in the agenda of the 148th Assembly of an emergency item entitled:

“Parliamentary diplomacy for peace in Palestine”.

Delegates to the 148th 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 148th Assembly will be required to take a decision on the request of the delegations of Indonesia and Malaysia on Sunday, 24 March 2024.

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- (d) The subject of a proposal that has been withdrawn by its authors or rejected by the Assembly cannot be included in the draft resolution submitted on the emergency item, unless it is clearly referred to in the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.

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#IPU148

**COMMUNICATION ADDRESSED TO THE IPU SECRETARY GENERAL  
BY THE DELEGATIONS OF INDONESIA AND MALAYSIA**

Jakarta, 23 March 2024

Dear Mr. Secretary General,

The Indonesian and Malaysian delegations would like to submit the draft of an emergency item on:

“Parliamentary diplomacy for peace in Palestine”.

Please kindly circulate the draft to IPU Members for their consideration.

Thank you.

Yours sincerely,

(signed)

Dr. Indra ISKANDAR  
Secretary General  
House of Representatives of Indonesia

## PARLIAMENTARY DIPLOMACY FOR PEACE IN PALESTINE

### *Explanatory memorandum submitted by the delegations of Indonesia and Malaysia*

The situation in the Gaza Strip and wider Palestine remains dire and devastating. Far too many Palestinians, especially women, children, and the elderly, have been brutally killed following a disproportionate, indiscriminate, and illegal Israeli military operation. The military operation conducted by the Israeli authority has taken place for more than 160 days from 7 October 2023, with the prospect of a ceasefire still in question despite the global demand for long-lasting peace.

The military operation conducted by Israel after 7 October 2023 in the Gaza Strip has resulted, among other things, 31,490 fatalities, with 70% said to be women and children, 73,439 injured as reported by the Ministry of Health Gaza, along with around 1,162 identified fatalities in Israel.<sup>1</sup> More than 7,000 Palestinians are reported to be missing or under the rubble, while 1.7 million people—around 75% of the total population in the Gaza Strip – are now displaced. Not to mention that, according to the latest available data, around 99 health facilities have been affected, including 30 hospitals damaged, 54 ambulances with sustained damage, and 118 health workers detained and or arrested.<sup>2</sup>

The UN Office for the Coordination of Humanitarian Affairs (OCHA) also recorded in early March 2024 that intense Israeli bombardment from air, land and sea continues to be reported across much of the Gaza Strip, resulting in further civilian casualties, displacement and destruction of civilian infrastructure. Such intense bombardment has caused despair among the people in Gaza about the prospect of returning to the life that they had before, while basic necessities are scarce.

Recent statistical data indicated that the Gazans are already one step closer to famine, as illustrated by the Integrated Food Security Phase Classification (IPC), an international standard for classifying food insecurity and malnutrition. According to the IPC, around 576,000 people in Gaza are at the catastrophe level of severity of acute food security (projected 8 December 2023 – 7 February 2024).<sup>3</sup>

In addition, the Israelis systematically deny and restrict the entry of humanitarian and lifesaving aid into the occupied territory, creating a stumbling block to aid delivery while intentionally making starvation a tool of war. The recent flour massacre, where more than 100 Palestinians were killed during their desperation waiting for a food truck in Northern Gaza, showcases how Israel, with a clear pattern, is deliberately targeting civilians seeking humanitarian aid.

UN Experts have condemned the massacre and underlined that Israel has not shown any respect to and compliance with international legal obligations and, furthermore, has committed atrocity crimes. Such condemnation also comes after the experts found, upon the International Court of Justice's recognition of the plausibility of Israel committing genocide through the order of provisional measures, the reduction of trucks entering Gaza daily from an average of 147 trucks before the Court's decision to only 57 trucks entering Gaza between 9-21 February 2024.<sup>4</sup> It shows how every Israeli military operation is systematically planned, deliberately acted upon, and consciously glorified to the point where genocidal acts have occurred.

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<sup>1</sup> See Hostilities in the Gaza Strip and Israel – reported impact Day 160.

<https://www.ochaopt.org/content/hostilities-gaza-strip-and-israel-reported-impact-day-160>

<sup>2</sup> See WHO Emergency Situation Update Issue 24, as of 3 March 2024, at 16.00,

<https://www.emro.who.int/opt/information-resources/emergency-situation-reports.html>

<sup>3</sup> See The Gaza Strip – IPC Special Brief.

[https://www.ipcinfo.org/fileadmin/user\\_upload/ipcinfo/docs/IPC\\_Gaza\\_Acute\\_Food\\_Insecurity\\_Dec2023\\_Feb2024.pdf](https://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC_Gaza_Acute_Food_Insecurity_Dec2023_Feb2024.pdf)

<sup>4</sup> See UN Experts condemn “flour massacre”, urge Israel to end campaign of starvation in Gaza.

<https://www.ohchr.org/en/press-releases/2024/03/un-experts-condemn-flour-massacre-urge-israel-end-campaign-starvation-gaza>

The UN Secretary-General, H.E. Antonio Guterrez, in his letter to the UN Security Council when invoking Article 99 of the UN Charter, described the crisis in Gaza as fast deteriorating into a catastrophe with potentially irreversible implications for Palestinians as a whole.<sup>5</sup> Humanitarian officials have shared their concern of unprecedented starvation to the Security Council. The health and volunteer organizations are desperately seeking help. Meanwhile, the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) has been left in limbo due to funding cuts by countries at a moment when humanitarian support for Palestine is needed the most.

As the global assembly of parliaments, the IPU has not only the capacity but also the moral responsibility to give voice to concerns about the devastating humanitarian crisis in Palestine. At its 147th IPU Assembly, the global parliamentary community debated the situation of Palestine yet failed to conclude a political stance through a resolution. Despite efforts by the IPU leadership to issue statements in response to the unfolding events, it remains to be seen whether the IPU, as a global voice of parliaments, serves the nature and purposes of the Organization as enshrined in its Statutes: ***to work for peace and cooperation among peoples and for that it shall (b) consider questions of international interest and express its views on such issues, and (c) contribute to the defence and promotion of human rights.***

As the prospect of peace in Gaza and Palestine as a whole remains in question, the IPU should take the lead to further exercise, as an international organization of parliaments, its parliamentary diplomacy measures, taking into account the work that has been initiated through numerous parliamentary peace initiatives such as the IPU Task Force on the peaceful resolution of the war in Ukraine and the IPU Committee on Middle East Questions.

The IPU should also take an unbiased and impartial political stance to stand on behalf of good and common sense based on the principle of humanity, and to protect and ensure respect towards international law, including international humanitarian law..

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<sup>5</sup> See Letter by the Secretary-General to the President of Security Council invoking Article 99 of the United Nations Charter, <https://www.un.org/en/situation-in-occupied-palestine-and-israel/sg-sc-article99-06-dec-2023>

## PARLIAMENTARY DIPLOMACY FOR PEACE IN PALESTINE

### *Draft resolution submitted by the delegations of INDONESIA and MALAYSIA*

The 148th Assembly of the Inter-Parliamentary Union,

- (1) *Inspired* by the work of the IPU's founders, William Randal Cremer and Frédéric Passy, in initiating parliamentary diplomacy and advancing peace through dialogue, which further laid the foundation for the IPU's purpose as the focal point for worldwide parliamentary dialogue on peace and cooperation among peoples and the solid establishment of representative institutions,
- (2) *Reaffirming* that all parties to conflicts must adhere to their obligations under international law, including international humanitarian law, including with regard to the conduct of hostilities and the protection of civilians and civilian objects, humanitarian access, and the protection of humanitarian personnel and their freedom of movement, and other duties, as applicable,
- (3) *Recalling* relevant UN resolutions adopted in response to the situation in the Gaza Strip and Palestine, including the UN General Assembly resolution entitled *Protection of civilians and upholding legal and humanitarian obligations* ([A/RES/ES-10/22](#)) demanding an immediate humanitarian ceasefire and the UN Security Council resolution [2720 \(2023\)](#) calling for urgent steps to immediately allow safe, unhindered, and expanded humanitarian access and create the conditions for a sustainable cessation of hostilities,
- (4) *Recalling also* IPU resolutions relevant to Palestine and the Gaza Strip, including the IPU resolutions adopted by the [106th IPU Assembly](#), the [107th IPU Assembly](#), the [109th IPU Assembly](#), the [110th IPU Assembly](#), and the [118th IPU Assembly](#), in which the IPU called repeatedly for parties to take all necessary steps to prevent further deterioration of the humanitarian situation in conflict areas and for conflicting parties to return to the negotiating table, highlighted several issues such as the attacks on civilians and the economic infrastructure of Palestinian society, and supported all parliamentary and inter-parliamentary initiatives towards peace,
- (5) *Recalling further* the [Order](#) delivered on 26 January 2024 by the International Court of Justice indicating provisional measures to Israel in the case concerning the application of the Convention on the Prevention and Punishment of the Crime of Genocide (*South Africa v. Israel*) in relation to the right of the Palestinian people in the Gaza Strip to be protected from all acts within the scope of Article II and Article III of the Convention,
- (6) *Stressing* the importance of investigating and prosecuting breaches of international law, including war crimes, through international judicial institutions to ensure accountability and justice for the victims,
- (7) *Deeply disturbed* by the statement of senior Israeli officials implying genocidal rhetoric and total destruction of Gaza, which provokes further tensions in society and has the potential to perpetuate the cycle of violence and diminish the prospect of peace,
- (8) *Alarmed* by the global rise of Islamophobia and its potential to undermine peaceful expressions of support for the Palestinian cause,
- (9) *Gravely concerned* with the recent heinous Israeli attacks that killed hundreds of Palestinians waiting for humanitarian assistance in the Gaza Strip at a time when famine is one step closer to Gazans and people are in desperate need of food and water,
- (10) *Taking note with grave concern* of the dire and urgently deteriorating humanitarian situation in the Gaza Strip and the adverse conditions of life for and suffering of the Palestinian civilian population as briefed by humanitarian officials to the UN Security Council on 27 February 2024, and that the OCHA, FAO and WFP have all highlighted the Integrated Food Security Phase Classification (IPC) analysis that around 576,000 people in Gaza are at the catastrophe level of severity of acute food insecurity,

(11) *Stressing* that all attacks against buildings dedicated to religion, education, art, science, or charitable purposes, historic monuments, hospitals, and places where the sick and wounded are collected, provided they are not military objectives, constitute serious violations of the laws and customs applicable in international armed conflicts and that they are to be considered as war crimes under the Rome Statute,

(12) *Deeply concerned* about the continuous health attacks in Gaza, which have affected 99 health facilities, including 30 damaged hospitals, 54 damaged ambulances, 118 health workers detained or arrested, 31,272 fatalities, 70% of which are women and children, 73,024 injured and 1.7 million people displaced as reported by the WHO Emergency Situation Update as of 12 March 2024,

(13) *Affirming the strong concern* for the disproportionate effect that the conflict is having on the lives and well-being of children, women, and other civilians in vulnerable situations and *stressing* the urgent need of Palestinians in the Gaza Strip to have access to food, clean water and sanitation, electricity, telecommunications and medical services, and *recognizing* the importance of engagement with relevant States to ensure the provision of all humanitarian supplies,

(14) *Aware of the fact* that despite numerous calls from the UN and the international community, the Israeli military operation in Gaza after 7 October 2023 remains indiscriminate and disproportionate in its scale,

(15) *Stressing* that the Gaza Strip constitutes an integral part of the territory occupied in 1967 and *reiterating* the vision of the two-State solution based on pre-1967 borders with East Jerusalem as the capital of Palestine and the Gaza Strip as part of the Palestinian State,

(16) *Being convinced* that the State of Palestine deserves to be recognized as a full member of the United Nations, giving the Palestinian people a legitimate voice and an equal vote in the international community,

(17) *Expressing* its continuing concern over the impact of the grave situation in Gaza on regional and international peace and security,

(18) *Emphasizing* that the ongoing conflict between Israel and Palestine is deeply rooted in a complex history spanning over four decades, recognizing the prolonged suffering of the Palestinian people due to the ongoing Israeli occupation of Palestinian territories since the 1948 Nakba and the 1967 war and emphasizing that the Palestinian struggle for rights and freedom transcends religious boundaries, with global solidarity extending beyond the Muslim ummah,

(19) *Underscoring* the fact that the Palestinian struggle is fundamentally about the rights and freedom of a people, and that it extends beyond religious issues,

(20) *Believing* that the peace process is an inevitable path that can only be achieved through a dialogue at the negotiating table and that bullets will only create recurring violence and a vicious cycle of conflicts, prejudice and hatred between conflicting parties,

1. *Urges* all parties to the conflict to comply with their obligations under international law, including international humanitarian law, including with regard to the conduct of hostilities and the protection of civilians and civilian objects, humanitarian access, and the protection of humanitarian personnel and their freedom of movement, and other duties, as applicable;
2. *Affirms* that these obligations under international law, including international humanitarian law, should be respected at all times, and no justifications can be deemed fit to absolve the parties of these obligations;
3. *Condemns* Israel's heinous attack that killed hundreds of Palestinians desperately waiting for humanitarian assistance in the Gaza Strip;
4. *Demands* that Israel respect and comply with the Provisional Measures imposed by the International Court of Justice Order in the case concerning the application of the Convention on the Prevention and Punishment of the Crime of Genocide (South Africa v. Israel) in relation to the right of the Palestinian people in the Gaza Strip to be protected from all acts within the scope of Article II and Article III of the Convention;

5. *Welcomes* initiatives to seek legal measures conducted by countries through the International Court of Justice and the International Criminal Court as a way to put the international justice system to the test in seeking legal remedies from humanitarian catastrophes and tragedies resulting from conflicts;
6. *Urges* the international community to support the investigation and prosecution of breaches of international law, including war crimes, committed in the context of the Israeli-Palestinian conflict through international judicial institutions, recognizing that accountability is essential for achieving a just and sustainable peace;
7. *Urges* IPU Member Parliaments to prioritize discussions regarding peace and conflict resolution, and measures to promote and respect international law, including international humanitarian law, and explore ideas on measures needed whenever a challenge arises from activities disrespecting international law, including international humanitarian law;
8. *Demands* an immediate humanitarian ceasefire and the release of all hostages;
9. *Also demands* parties to the conflict to allow, facilitate, and enable the immediate, safe, and unhindered delivery of humanitarian assistance at scale directly to the Palestinian civilian population, including through the use of all available routes and border crossings to and throughout the entire Gaza Strip;
10. *Calls for* all parties to the conflict to create the conditions for a sustainable cessation of hostilities;
11. *Calls upon* the United Nations to admit the State of Palestine as a full member, recognizing its rightful place in the international community and providing the Palestinian people with the opportunity to address their concerns on an equal footing with other member states;
12. *Urges* all parties to work towards the realization of the two-State solution based on pre-1967 borders, with East Jerusalem as the capital of Palestine, in accordance with international law and relevant UN resolutions;
13. *Requests* IPU Member Parliaments to urge their governments to increase funding support to the UN and other health and humanitarian organizations under the UN system, including the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) so that they can meet their obligations to provide humanitarian services and basic needs to the already desperate civilians in the Gaza Strip;
14. *Tasks* the IPU Committee on Middle East Questions to conduct an in-depth analysis of the situation in the Gaza Strip and provide concrete recommendations thereof;
15. *Recommends* that the IPU exercise its good offices through the organization of a field mission open to delegates from all IPU Member Parliaments, as a means to assess, verify and gather first-hand information on the ground and to exchange dialogue between the conflicting parties and encourage them to return to the negotiation table;
16. *Calls upon* all Member Parliaments to continue to promote interfaith dialogue measures as a means to combat Islamophobia and other religious-based phobia while safeguarding the right to peaceful expression of support for the Palestinian cause, recognizing that the fight against hatred and discrimination is essential for fostering an environment conducive to a just and lasting peace;
17. *Underscores* the importance of framing the Palestinian struggle as a matter of human rights, dignity, and freedom for all Palestinians, regardless of their faith, to sustain true global support that transcends race, language, and religion and *emphasizes* that this conflict should not be characterized as a religious issue, but rather as a struggle for the fundamental rights and self-determination of the Palestinian people;
18. *Decides* to remain seized of the matter.