



Guide to drafting IPU resolutions

Introduction: What is an IPU resolution?

The **IPU's resolutions** serve as formal expressions of the collective position or intent of the IPU Member Parliaments. They are intended to address global challenges or parliamentary priorities by outlining recommendations and actions for IPU Member Parliaments and other stakeholders. These resolutions, while not legally binding, are powerful political statements reflecting the consensus of the global parliamentary community and provide the IPU with a mandate to take action on a given topic. They play an important role in shaping parliamentary responses and initiatives across the five core functions of parliament: lawmaking, oversight, budget setting, representation, and parliamentary diplomacy. Member Parliaments are expected to take the resolutions forward, translating the international will into national deliberations, action, policy or reforms.

Each IPU resolution is drafted through a consultative process, typically over a one-year cycle, by a team of co-rapporteurs, on behalf of one of the IPU Standing Committees. The subject item is chosen by the Standing Committee based on a proposal from its Bureau¹. It should normally fall within a limited number of "[focus areas](#)" identified as priorities for the IPU Strategy period in progress. The subject item will be discussed within the Standing Committee during its annual working cycle, including through an expert hearing followed by a debate. Other events or initiatives aimed at gathering inputs from Member Parliaments may be organized. **Throughout the process, a human rights-based approach and gender mainstreaming shall be duly applied.**

Key components of an IPU resolution

IPU resolutions are divided into two main parts: **the preambular section** and **the operative section**. Both sections must be logically interconnected, ensuring that the issues raised in the preamble are addressed with actionable solutions in the operative part. **The draft resolution should normally be a maximum of 2-3 pages in length**, including both the preambular and operative parts.

Each IPU resolution shall be accompanied by a **1–2-page explanatory memorandum** prepared by the co-rapporteurs and a brief **evaluation of its programme and budget implications**, prepared by the Secretariat.

The sources of statements and resolutions referred to in the draft resolution and the explanatory memorandum should be **clearly stated in the text** (preferably with a URL) to facilitate verification.

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The preambular section: Setting the scene

The preambular section of the resolution should succinctly articulate the "who", "what" and "why" of the issue, establishing its relevance to the global parliamentary community and beyond, and the need for parliamentary action. **Preambular paragraphs provide context but do not propose action.** They serve to justify the operative section that follows.

The preamble of a resolution outlines the reasons for addressing the topic. It sets the foundation for the resolution by presenting background information, past actions and the current status of the issue at hand. Preambular paragraphs explain why the issue requires attention, drawing from legal precedents, international frameworks, and the collective interests of parliaments.

¹ See Chapter VI. Selection of subject items of [the Rules of the Standing Committees](#)

Preambular paragraphs generally refer to:

- Previous international actions (e.g. past UN or IPU resolutions, treaties, conventions);
- Relevant legal frameworks (e.g. international law, the IPU Statutes, the UN Charter);
- Acknowledgments of facts (e.g. statistical data, studies or reports);
- Historical context (e.g. past parliamentary debates or significant international events);
- Concerns and observations (e.g. recognition of existing gaps or issues).

Each preambular paragraph starts with a preambular phrase, usually a verb in present participle form, and ends with a comma. The verb phrases are italicized, and they help define the tone of the paragraph (e.g. *Recognizing*, *Affirming*, *Concerned by*).

Examples of preambular paragraphs:

- *Recognizing* the unique role of national parliaments and parliamentarians in using parliamentary diplomacy as a vital tool in promoting meaningful inter-parliamentary dialogue and mediation,
- *Considering* that many parliamentary initiatives address the need for urgent financing and climate action, including the parliamentary platforms taking shape for climate action against methane emissions,
- *Concerned by* the lack of comprehensive legislation, regulations and a globally agreed-upon framework for the responsible creation, deployment and use of AI technology, and by the slow pace of the global community in developing these rules,

A list of common preambular phrases can be found in [Annex I](#).

The operative section: Proposing solutions

The operative section of the resolution lays out the specific actions, recommendations or requests for parliaments and other relevant bodies to address the issues raised in the preamble. **Each operative paragraph should specify an actionable solution or course of action that Member Parliaments can take to address the issues specifically mentioned in the preambular paragraphs.** This is where the resolution moves from diagnosis to action.

Operative paragraphs should:

- Directly address the issues raised in the preamble;
- Provide clear, actionable recommendations (e.g. establish parliamentary committees, increase budget allocations, promote legislative reforms);
- Assign responsibilities within parliament's mandate (e.g. mostly to parliaments, the IPU, or specific parliamentary bodies);
- Include specific objectives or timelines (where relevant);
- Be numbered for clarity, with sub-paragraphs where necessary.

Each operative paragraph begins with an operative phrase, i.e. a verb in the present indicative, and ends with a semi-colon, except for the final paragraph, which ends with a full stop. Operative verbs are also italicized to distinguish them from the rest of the text.

Examples of operative paragraphs:

- *Calls upon* parliaments and parliamentarians to intensify their efforts for peace and the non-violent resolution of differences before, during and after conflict;
- *Encourages* parliaments to ensure a transition away from fossil fuels in energy systems in a just, orderly and equitable manner, accelerating action in this critical decade to achieve the goal of net zero emissions;
- *Urges* parliaments to ensure the development and implementation of robust screening processes for organizations and individuals involved in the establishment or funding of orphanages, to secure transparent, accountable and temporary practices;

A list of common operative phrases can be found in [Annex II](#).

Resolution drafting tips

For resolutions to be both impactful and practical, it is important to stick to the following principles:

1. **Priority:** The title should deal with a single subject and avoid mixing unrelated issues.
2. **Clarity and precision:** Avoid vague or ambiguous language. Each paragraph should clearly state the problem or action, backed by relevant data or legal frameworks.
3. **Balanced structure:** Ensure a logical flow between the preambular and operative sections. Each operative paragraph should directly address a corresponding preambular paragraph.
4. **Realistic solutions:** The actions proposed in the operative paragraphs should be practical and achievable by parliaments, taking into consideration political and financial realities.
5. **Conciseness:** While they should be thorough, resolutions should avoid unnecessary complexity. Focus on key issues and actionable solutions that parliaments can really implement.

It is important to link the preamble to the operative section. A strong resolution will ensure that each operative paragraph responds directly to the context or problem identified in the preamble. This link ensures a logical flow and consistency between the identified issue and the proposed action, making the resolution more effective in addressing the issue at stake. Consistency across the resolution will help its operationalization: when a problem is identified, the solution offered by the resolution should help the Parliament concerned to take action quickly.

The explanatory memorandum

An IPU resolution must be accompanied by an **explanatory memorandum**. This document is meant to offer a detailed explanation of the resolution's objectives, reasoning and significance. It provides the necessary background for understanding the context and intent behind the resolution as well as how the resolution was drafted. This memorandum answers key questions to clarify the purpose and goals of the resolution.

Key elements of the explanatory memorandum:

- **Who:** Which parties are involved or affected by the issue and who provided inputs?
- **What:** What is the central issue or problem being addressed?
- **Why:** Why is this resolution necessary, and what are the consequences of inaction?
- **How:** How will the proposed actions be implemented by parliaments?
- **When:** What is the timeline for the proposed actions or expected outcomes?

Example of explanatory memorandum structure:

1. **Introduction:** A brief overview of the problem being addressed and its relevance to Member Parliaments.
2. **Context:** An explanation of the issue at stake, referencing international frameworks or reports where applicable and mentioning how the resolution was drafted and the steps taken by the co-rapporteurs in this endeavour.
3. **Proposed actions:** A short explanation of the operative paragraphs, clarifying how proposed action will help resolve the issue.
4. **Conclusion:** A summary of the expected outcomes if the resolution is implemented successfully.

The explanatory memorandum should not simply restate the resolution text. Instead, it should provide insights into the underlying rationale, linking the resolution's objectives to broader political, social or economic frameworks. It should ensure that the resolution's intent is clear, providing context on its necessity, how the resolution was drafted and a summary of its main goals.

The explanatory memorandum remains in the name of the co-rapporteurs and is simply noted by the Committee when adopting the resolution.

The evaluation of programme and budget implications

As of October 2024, following the adoption of an amendment to the IPU Statutes and Rules during the 149th IPU Assembly, any draft resolution submitted for consideration by the Standing Committees must be accompanied by a brief evaluation of its programme and budget implications. This evaluation, prepared by the IPU Secretariat, serves to provide Member Parliaments with a clear understanding of the potential financial and logistical impacts of implementing the resolution.

The inclusion of programme and budget implications ensures transparency and enables Standing Committees and Member Parliaments to make financially sound and effective informed decisions regarding the feasibility of the proposed actions within the resolution. It also helps to align the resolution's objectives with available resources and existing priorities.

To that end, the evaluation should provide an objective analysis of the costs, resources and operational needs associated with the resolution's implementation. It aims to:

- Identify potential financial obligations for the IPU and therefore for its Member Parliaments or for potential partners/donors.
- Assess whether the proposed actions can be realistically implemented given existing resources, determine their impact on ongoing programmes, and identify potential funding sources.
- Ensure that the proposed actions fit within the Strategy and the broader budgetary framework of the IPU and its Member Parliaments.

Examples of Preambulatory Phrases

| | |
|-------------------------|-------------------------------|
| Acknowledging | Having considered |
| Acting | Having devoted attention to |
| Affirming | Having examined |
| Alarmed by | Having heard |
| Anxious | Having received |
| Appreciating | Having reviewed |
| Approving | Having studied |
| Aware of | Having adopted |
| Bearing in mind | Having approved |
| Believing | Having considered |
| Cognizant of | Having decided |
| Concerned | Keeping in mind |
| Confident | Mindful |
| Conscious | Noting |
| Considering | Noting with regret |
| Contemplating | Noting with satisfaction |
| Convinced | Observing |
| Declaring | Reaffirming |
| Deeply concerned | Realizing |
| Deeply convinced | Recalling |
| Deeply disturbed | Recognizing |
| Deeply regretting | Recognizing with satisfaction |
| Deploring | Referring |
| Desiring | Regretting |
| Determined to | Reiterating |
| Emphasizing | Reminding |
| Encouraged by | Seeking |
| Expecting | Seized of |
| Expressing appreciation | Stressing |
| Expressing concern | Taking into account |
| Firmly convinced | Taking into consideration |
| Fulfilling | Taking note |
| Fully aware | Underlining |
| Fully believing | Viewing with appreciation |
| Guided by | Viewing with apprehension |
| Having adopted | Welcoming |

Examples of Operative phrases

| | |
|----------------------------|-------------------------|
| Accepts | Instructs |
| Acknowledges | Introduces |
| Adopts | Invites |
| Advises | Notes |
| Affirms | Notes with satisfaction |
| Appeals | Proclaims |
| Appreciates | Reaffirms |
| Approves | Recalls |
| Authorizes | Recognizes |
| Calls | Recommends |
| Calls for | Regrets |
| Calls upon | Reiterates |
| Commends | Reminds |
| Concurs | Renews its appeal |
| Condemns | Repeats |
| Confirms | Requests |
| Congratulates | Requires |
| Considers | Solemnly affirms |
| Decides | Stresses |
| Declares | Strongly advises |
| Demands | Strongly condemns |
| Deplores | Strongly encourages |
| Designates | Suggests |
| Directs | Supports |
| Draws the attention | Takes note of |
| Emphasizes | Transmits |
| Encourages | Trusts |
| Endorses | Underlines |
| Expresses its appreciation | Underscores |
| Expresses its hope | Urges |
| Expresses its regret | Welcomes |