



Inter-Parliamentary Union
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153rd IPU Assembly

Arusha,
United Republic of Tanzania
5–9 October 2026



Assembly
Item 2

A/153/2-P.4
5 October 2026

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 153rd Assembly of the Inter-Parliamentary Union submitted by the delegation of Ukraine

On 5 October 2026, the IPU Secretary General received from the delegation of Ukraine a request and accompanying documents for the inclusion in the agenda of the 153rd Assembly of an emergency item entitled:

“Protecting civilians and critical civilian infrastructure in armed conflicts:
Urgent parliamentary action to uphold international law”.

Delegates to the 153rd 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 153rd Assembly will be required to take a decision on the request of the delegation of Ukraine on Wednesday, 7 October 2026.

Under the terms of Assembly Rule 11.1, any Member Parliament 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, and indicate how it is in line with the principles and values of the IPU and its Strategy. Requests must be submitted to the IPU Secretariat at least 48 hours in advance of the vote on the emergency item. The IPU Secretariat shall communicate the request and accompanying documents immediately to all Member Parliaments.

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, including after the 48-hour deadline for submission, provided that each of the original proposals relates to the same subject and the combined proposal maintains the overall scope of the original proposals.
- (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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#IPU153

**COMMUNICATION ADDRESSED TO THE IPU SECRETARY GENERAL
BY THE DELEGATION OF UKRAINE**

5 October 2026

Dear Madam Secretary General,

Please find attached below the draft emergency resolution and explanatory note from the Ukrainian Delegation.

"Protecting civilians and critical civilian infrastructure in armed conflicts:
Urgent parliamentary action to uphold international law".

We would appreciate if you could confirm the timely receipt of the draft resolution.

Yours faithfully,

(signed)

Erik Kucherenko
Secretary of the delegation
Ukraine

PROTECTING CIVILIANS AND CRITICAL CIVILIAN INFRASTRUCTURE IN ARMED CONFLICTS: URGENT PARLIAMENTARY ACTION TO UPHOLD INTERNATIONAL LAW

Explanatory memorandum submitted by the delegation of Ukraine

The protection of civilians and of the infrastructure on which their survival depends is among the most basic obligations of international humanitarian law. In 2026, it is being violated on an escalating scale. This request asks the IPU Assembly to reaffirm the law, name the gravest violations and commit parliaments to action through legislation, oversight, budgets and parliamentary diplomacy.

Ukraine

The most systematic campaign against civilian infrastructure today is being waged by the Russian Federation against Ukraine. The UN Human Rights Monitoring Mission recorded at least 2,222 civilians killed and 13,058 injured from January to August 2026, representing a 55% increase over the same period a year earlier. On the night of 30 September to 1 October 2026, nearly 190 missiles and drones struck power plants in the Kyiv region, killing seven civilians and resulting in emergency power cuts in Kyiv and three regions. Between 1 and 4 October 2026, Russian drones struck the Pivdennyi Bridge and the Pivnichnyi Bridge in Kyiv for the first time, halting metro and road traffic and injuring civilians. On 28 September 2026, a jet-powered Shahed-type drone struck the National Academy of Sciences of Ukraine, killing two scientists, according to the Academy.

Since July 2026, Russian strikes on the ports of Greater Odesa and the Danube, and on civilian ships, have created a de facto blockade. On 19 July 2026, missiles struck the grain carrier *Golden Leo*, killing 10 people. On 17 September 2026, a Russian drone attack on civilian infrastructure in the Odesa Region struck the Tanzanian-flagged commercial vessel *M/V Mariam M*, killing its captain, injuring two other crew members and damaging the ship. As of early August 2026, grain exports from Ukraine were down about 75% year on year, according to the Ukrainian Minister of Agrarian Policy and Food, hitting importers such as Egypt, Algeria, Tunisia, Yemen and Indonesia. The occupied Zaporizhzhia nuclear power plant was without off-site power from 20 August to 8 September 2026 (according to the International Atomic Energy Agency). On 18–20 September, the Russian Federation held State Duma voting in the temporarily occupied territories; the European Union declared on 21 September 2026 that it would never recognize these so-called elections. No parliamentary mandate can be derived from voting organized by an occupying power.

Children

A less visible form of harm is the deliberate reshaping of children. The report delivered on 9 July 2026 under the Organization for Security and Co-operation in Europe's Moscow Mechanism, invoked by 41 participating States, found some 1.6 million Ukrainian children in the occupied territories had been exposed to militarization and indoctrination, and more than 20,000 had been forcibly transferred or relocated. The Independent International Commission of Inquiry on Ukraine found that patriotic instruction began at 3 years of age and weapons training at 14 years of age, and concluded in March 2026 that the deportation and forcible transfer of Ukrainian children amounted to crimes against humanity. Parliaments have specific competence here: education law, child protection, citizenship and the ratification of the Optional Protocol on the involvement of children in armed conflict.

Legal basis and action

The draft resolution rests on the Charter of the United Nations (Article 2(1)–(4)), UN General Assembly resolutions 2625 (XXV) and 3314 (XXIX), the Geneva Conventions and their Additional Protocols, the 1907 Hague Regulations, the Convention on the Rights of the Child and its Optional Protocol, the Convention on the Prevention and Punishment of the Crime of Genocide, UN Security Council resolutions 1265, 1296, 2286, 2417 and 2573, UN General Assembly resolutions on Ukraine, and earlier IPU resolutions. It calls on parliaments to criminalize core international crimes, fund accountability and infrastructure repair, enforce export controls and sanctions, refuse recognition of unlawful elections and annexations, protect children from recruitment and indoctrination, and support reparation. The situation is recent, grave and requires urgent international action and a clear parliamentary response.

**PROTECTING CIVILIANS AND CRITICAL CIVILIAN INFRASTRUCTURE IN ARMED
CONFLICTS: URGENT PARLIAMENTARY ACTION TO UPHOLD INTERNATIONAL LAW**

Draft resolution submitted by the delegation of Ukraine

The 153rd Assembly of the Inter-Parliamentary Union,

- (1) *Guided* by the purposes and principles of the Charter of the United Nations, and in particular the principles of the sovereign equality of States (Article 2(1)), the duty to fulfil Charter obligations in good faith (Article 2(2)), the peaceful settlement of disputes (Article 2(3)) and the prohibition of the threat or use of force against the territorial integrity or political independence of any State (Article 2(4)),
- (2) *Recalling* the Declaration on Principles of International Law concerning Friendly Relations and Co-operation among States in accordance with the Charter of the United Nations (UN General Assembly resolution 2625 (XXV) (1970)), which affirms that no territorial acquisition resulting from the threat or use of force shall be recognized as legal, and the Definition of Aggression (UN General Assembly resolution 3314 (XXIX) (1974)),
- (3) *Affirming* that all parties to armed conflict are bound by international humanitarian law, including the principles of distinction, proportionality and precaution, the prohibition of acts the primary purpose of which is to spread terror among the civilian population, the prohibition of attacks on objects indispensable to the survival of the civilian population, and the obligation under Article 27 of the Hague Regulations concerning the Laws and Customs of War on Land of 1907 to spare buildings dedicated to science, education and culture,
- (4) *Recalling* in this regard the Geneva Conventions of 12 August 1949 and their Additional Protocols of 8 June 1977, which constitute the core of international humanitarian law and bind all parties to armed conflict, as well as the Convention on the Rights of the Child and its Optional Protocol on the involvement of children in armed conflict, and the Convention on the Prevention and Punishment of the Crime of Genocide,
- (5) *Recalling also* UN Security Council resolutions 1265 (1999) and 1296 (2000) on the protection of civilians in armed conflicts, 2286 (2016) on the protection of healthcare in armed conflicts, 2417 (2018) on armed conflict and hunger, and 2573 (2021) on the protection of objects indispensable to the survival of the civilian population,
- (6) *Recalling further* UN General Assembly resolutions 68/262 (2014), ES-11/1 (2022), ES-11/2 (2022), ES-11/4 (2022) and ES-11/5 (2022), and its resolution ES-11/10 (2026) on *Support for lasting peace in Ukraine*, as well as the resolutions concerning the armed aggression by the Russian Federation against Ukraine adopted by the 144th Inter-Parliamentary Union (IPU) Assembly, held in Nusa Dua, Indonesia, in 2022, and by the 145th IPU Assembly, held in Kigali, Rwanda, in 2022.
- (7) *Noting with grave concern* that the UN Human Rights Monitoring Mission in Ukraine recorded at least 2,222 civilians killed and 13,058 injured in Ukraine between January and August 2026, representing a 55% increase over the same period in 2025, with long-range missiles and drones as the leading cause,
- (8) *Condemning* the renewed campaign by the Russian Federation against the energy system of Ukraine before the fifth winter of the full-scale military invasion, including the attack involving nearly 190 missiles and drones on the night of 30 September to 1 October 2026, which struck power plants in the Kyiv region, killed seven civilians including a child, and resulted in emergency power cuts in Kyiv and three surrounding regions,
- (9) *Condemning also* the first Russian drone strikes on the bridges spanning the Dnipro River in Kyiv, which hit the Pivdennyi Bridge on 1 and 2 October 2026, damaging its support pillar and the metro line it carries and halting civilian traffic between the two banks of the capital, and the Pivnichnyi Bridge on 3 and 4 October 2026, injuring civilians,

- (10) *Outraged* by the drone strike of 28 September 2026 on the main building of the National Academy of Sciences of Ukraine in central Kyiv, which destroyed several floors, killed two scientists and injured the First Vice-President of the Academy,
- (11) *Deeply alarmed* by the de facto maritime blockade by the Russian Federation of the ports of Odesa, Chornomorsk, Pivdennyi and Izmail, which has been enforced through ongoing attacks on civilian shipping and port infrastructure since July 2026, including the missile strike on 19 July 2026 that sank the grain carrier *Golden Leo* and killed 10 people, and the drone strike on 17 September 2026 on the Tanzanian-flagged *M/V Mariam M* that killed the captain and two crew members, and *emphasizing* that this blockade continues to deliberately deprive food-importing nations in Africa, the Middle East and Asia of affordable grain,
- (12) *Rejecting* the so-called elections to the State Duma held by the Russian Federation on 18–20 September 2026 in the temporarily occupied territory of Ukraine, in violation of the Charter of the United Nations, of international humanitarian law including the law of occupation and the Fourth Geneva Convention, and of the sovereignty and territorial integrity of Ukraine,
- (13) *Deeply alarmed* by the predatory recruitment practices of the Russian Federation, which are perpetuated through deceptive campaigns, the exploitation of vulnerable populations, and systemic coercion both domestically and internationally, such as the targeting of migrant workers and students with false promises of high-paying jobs and education to feed its war machine, thus ruthlessly weaponizing human desperation,
- (14) *Appalled* by the systematic militarization and indoctrination of Ukrainian children in the temporarily occupied territories and in the Russian Federation, which the report of the Organization for Security and Co-operation in Europe's Moscow Mechanism of 9 July 2026 found to have affected some 1.6 million children, and *recalling* the conclusion of the Independent International Commission of Inquiry on Ukraine that the deportation and forcible transfer of children amount to crimes against humanity,
- (15) *Mindful* of the long-term environmental harm caused by armed conflicts, including damage to infrastructure such as the Kakhovka Dam, which was destroyed by Russian forces on 6 June 2023, as well as the destruction of industrial facilities, and the contamination of land and water, which threatens public health and food security for generations,
- (16) *Expressing* its solidarity with civilians in all armed conflicts,
1. *Deplores in the strongest terms* the aggression by the Russian Federation against Ukraine in violation of Article 2(4) of the Charter of the United Nations;
 2. *Calls upon* the Russian Federation to cease its aggression against Ukraine immediately, to completely and unconditionally withdraw all of its troops from the territory of Ukraine within its internationally recognized borders, extending to its territorial seas, and to restore the sovereignty and territorial integrity of Ukraine, in line with the Charter of the United Nations and with UN General Assembly resolution 68/262 (2014) and those resolutions adopted at its 11th emergency special session;
 3. *Condemns* the deliberate and systematic attacks by the Russian Federation on populated areas and on civilian infrastructure in Ukraine, including power plants, substations, district-heating networks, railway networks, food production facilities, storage facilities, and bridges and transport links in the cities of Ukraine, including its capital, Kyiv, all of which are designed to deprive civilians of electricity, heat, water, essential civilian goods and mobility in violation of international humanitarian law, and which may amount to war crimes;
 4. *Encourages* parliaments to support international scientific cooperation in order to help Ukrainian researchers continue their work in view of the strike by the Russian Federation on the National Academy of Sciences of Ukraine;
 5. *Recalls* that food must never be used as a weapon, *condemns* in this regard the de facto maritime blockade imposed by the Russian Federation, *expresses concern* over the impact of disruptions to Ukrainian agricultural exports on global food security,

particularly for food-importing countries in Africa, the Middle East and Asia, *demands* that the Russian Federation immediately cease all attacks and threats against merchant and commercial vessels and all attempts to impede the lawful exercise of navigational rights and freedoms in the Black Sea and on the Danube, and *calls upon* parliaments to urge their governments to support safe food deliveries to food-importing countries worldwide;

6. *Declares* that the so-called elections held by the Russian Federation on 18–20 September 2026 in the temporarily occupied territory of Ukraine have no legal validity, and *calls upon* all States, international organizations and parliaments not to recognize such elections, their results or any mandate purportedly derived from them;
7. *Demands* that the Russian Federation urgently withdraw its military and other unauthorized personnel from the Zaporizhzhia nuclear power plant and immediately return the plant to the full control of the sovereign and competent authorities of Ukraine in line with UN General Assembly resolution 78/316 (2024), and *notes* that the plant was left without off-site power from 20 August to 8 September 2026;
8. *Calls for* an immediate, full and unconditional ceasefire as a first step towards a comprehensive, just and lasting peace for Ukraine in accordance with the Charter of the United Nations, for the return of all unlawfully deported and forcibly transferred Ukrainian children, for the release of all unlawfully detained civilians and for the exchange of all prisoners of war, and *invites* the IPU Task Force on the peaceful resolution of the war in Ukraine to give priority to these humanitarian cases;
9. *Condemns in the strongest terms* the militarization and indoctrination of Ukrainian children in the temporarily occupied territories and in the Russian Federation, including the imposition of Russian curricula and citizenship, the prohibition of Ukrainian-language instruction, the imposition of compulsory military training and the placement of children in re-education camps, in breach of Articles 50 and 51 of the Fourth Geneva Convention; and *demands* that these practices, which may amount to crimes against humanity, cease immediately;
10. *Demands* that all parties to armed conflict comply strictly with international humanitarian law and international human rights law, and *urges* them to refrain from attacks on energy grids, water and sanitation systems, dams, bridges, ports, farmland and other critical infrastructure, and to facilitate life-saving repairs and winterization;
11. *Calls for* the tracing, reunification and safe return of all children unlawfully deported, forcibly transferred, or separated from their families, for the restoration of their names, nationality and family ties, for an end to any practice intended to erase their national identity, and for the prevention and punishment of conflict-related sexual violence, torture and enforced disappearances;
12. *Calls upon* parliaments to:
 - (a) incorporate international humanitarian law and the core international crimes, including the crime of aggression, into domestic law and enable universal jurisdiction;
 - (b) allocate budgetary resources to war crimes investigations, victim protection and the repair of critical civilian infrastructure in States under attack;
 - (c) strengthen export controls and sanctions enforcement to stop the supply of components for missiles and drones used against civilians;
 - (d) ensure meaningful human control over weapons systems, as well as parliamentary oversight of drone and long-range strike policies;

- (e) legislate against the recruitment, military training and ideological indoctrination of children, ratify and implement the Optional Protocol on the involvement of children in armed conflict, and exercise oversight to ensure that no education system under their jurisdiction is used to prepare children for war;
- 13. *Encourages* States to cooperate fully with the International Criminal Court, the Special Tribunal for the Crime of Aggression against Ukraine and other accountability mechanisms, and to preserve and share evidence of international crimes;
- 14. *Calls for* effective reparation for civilians harmed by unlawful acts in armed conflict, including through the Register of Damage for Ukraine and an international compensation mechanism;
- 15. *Also calls for* the protection of healthcare, education, journalists and humanitarian personnel, and for comprehensive support for refugees and internally displaced persons, including protection against refoulement as well as durable solutions;
- 16. *Requests* the IPU Secretary General to monitor civilian harm in armed conflicts, to facilitate parliamentary capacity-building on international humanitarian law and accountability, including on the protection of children in armed conflict, and to report to the 154th IPU Assembly on the implementation of this resolution;
- 17. *Requests* the IPU President to transmit this resolution to the UN Secretary-General, the UN High Commissioner for Human Rights, the Special Representative of the UN Secretary-General for Children and Armed Conflict, the International Committee of the Red Cross, the International Criminal Court, the International Atomic Energy Agency, the Food and Agriculture Organization of the United Nations, the World Food Programme, the UN Office for the Coordination of Humanitarian Affairs, UNICEF and relevant regional organizations.