

The OSCE Parliamentary Assembly's
22nd Winter Meeting



UKRAINE ACTION PLAN

2023
22 February

Dear Members of the Bureau,

Russia's war against Ukraine continues to cause death, destruction and mass displacement to innocent civilians. On a political level, it has brought heavy breaches of the international law and of every single principle of the Helsinki Decalogue and commitment of the OSCE. As we are marking one year since the beginning of the invasion, it has become painfully clear that the end of the suffering and the conflict should not be expected soon.

Hence, our support to Ukraine's sovereignty and territorial integrity within its internationally recognized borders must remain unwavering for as long as it takes. In these circumstances, the Action Plan from March last year as well as its October update, remain relevant and appropriate as they were in times of their respective adoption.

Our Organization, through continued intensive co-operation with its natural partners – the National Parliaments of OSCE PA participating States, Poland's and North Macedonia's OSCE Chairmanships-in-Office, the Permanent Council, the OSCE Secretariat and the OSCE Institutions and executive structures – continues to stand up to numerous challenges posed by Russia's war against Ukraine, by looking for the suitable responses in the framework of our mandate, in particular through conflict prevention and resolution. At the same time – and again in line with our mandate – we kept the venues for dialogue and diplomacy open, including through appointments of Special Representatives on Parliamentary Dialogue, War Crimes and Eastern Europe, hoping that their good services would soon be put in use.

In finding proper responses, our public messaging in support of Ukraine – including jointly with the OSCE CiO, Secretary General and Heads of Institutions – has been stepped up, addressing the events on the ground, in particular those affecting civilian population and infrastructure, causing loss of life, mass displacement and human suffering. As parliamentarians to which peoples of the OSCE region have entrusted their confidence and mandates, our full support of the motto of the North Macedonia's Chair – "it's about people" in our public messaging, was a natural thing.



WHAT WE CAN DO

Experience of the past year teaches us that it is very hard to predict when and how the bloody conflict could end. Unfortunately we have not detected any signal which would recommend us to lower our preparedness for continued suffering and destruction, but also for additional challenges to the international law and the OSCE principles and commitments.

Considering our limited resources on one hand, and our mandate and circumstances of the conflict on the other, we propose and envisage the following actions and activities in follow up to the extensive list of steps that we have already undertaken:

- Initiate and develop appropriate cooperation and coordination of efforts with relevant [regional and international organizations](#), including but not limited to UNHCR, IMO, OHCHR and others, inter alia through exchange of visits and information, planning and implementing of joint activities, in accordance with the provisions of the relevant UNGA resolutions.



- Continue to encourage the OSCE Ministerial Council to recognize the Russian Federation as having committed, clear, gross, and still uncorrected violations of the Helsinki Final Act. On this basis, the OSCE must disregard any dissent by the Russian Federation when it comes to decisions related to Ukraine.
- Support creation of an international tribunal which would have the power to prosecute persons responsible for serious violations of international humanitarian law committed in the territory of Ukraine.
- Support the OSCE Ministerial Council in taking steps to establish a high-level body to examine the damages inflicted by the Russian Federation on Ukraine, and to assess the reparations that Russia should be accountable for. These steps can be taken alone or in cooperation with relevant international organizations.
- In accordance with our mandate and as appropriate, support initiatives aimed at alleviating dire humanitarian situation for the people on the ground, in particular with regard to refugees and internally displaced persons.

- Continue promoting continued human approach of peoples of neighboring states that have welcomed **refugees** from Ukraine, including by providing them with medical care, support, education and access to the labor market, as well as securing protection for vulnerable groups (**women, children, disabled persons**); call for quick, full and effective investigation of reports on cross-border **abduction of children** from Ukraine.
- Consider organizing **field visits** as appropriate, including to the territory of Ukraine as situation allows, taking into account the position of and in close cooperation and coordination with the competent authorities of Ukraine and relevant international stakeholders, avoiding overlap with other potential initiatives.
- Continue with strong and targeted **public messaging**, including through joint statements with the OSCE Chairmanship, the Secretary General and Institutions as needed and appropriate, through appropriate reactions at the meetings of the OSCE governing bodies, and through special highlights on our website.
- Intensify our coordination with **participating States** and relevant “Groups of Friends” established around specific thematic topics; along the same lines, coordinate with CiO Special Representatives as appropriate and required.
- Call on PA Members to keep the issue of support to Ukraine high on the agendas of their respective **national parliaments** and to promote the positions and acquis of the PA, express solidarity with Ukraine and support potential mediation initiatives.
- Remain ready to offer the parliamentary platform for **dialogue** between the conflicting parties, including by promoting the OSCE toolbox, whenever such request is made.
- Continue to **monitor developments** on the ground and react as appropriate in close cooperation with PA Special Representatives.

- **Follow, discuss, take positions and make decisions** on developments as they unfold, including at meetings of the PA Decision Making Bodies.
- Continue to raise awareness on the **Birmingham Declaration** and other relevant **PA acquis**, in particular with our natural partners (the OSCE Chairmanship, the OSCE Secretariat, Institutions and Executive Structures).
- Support and raise awareness on appropriate initiatives to be undertaken within the frameworks of the 2023 Winter Meeting and the Vancouver Annual Session.
- Support **OSCE participating States affected** by Russia's war against Ukraine, in particular neighbouring ones, in accordance with their needs and demands.
- **Facilitate contacts** between donors and recipients of the humanitarian aid, taking into account the needs of people affected.
- Support and closely cooperate with the **Support Program for Ukraine**, as the OSCE donor-funded permanent presence in Ukraine, as well as with **Special Representatives** of the OSCE Chairperson-in-Office.
- In accordance with its mandate and acquis, support the role of women in ending the Russia's war in Ukraine and post-conflict rehabilitation of the country.
- **Continue to condemn in strongest possible terms the Russian Federation war against Ukraine** and to demand immediate cessation of RF military operations and withdrawal of its forces from the internationally recognized territory of Ukraine.

WHAT WE HAVE DONE

The list of activities the OSCE Parliamentary Assembly has taken since the beginning of the war against Ukraine in accordance with its mandate continues to grow. Implementing its Action Plan, the PA has in particular:

- **Visited Kyiv** and, in meetings with Ukraine's high-ranking officials, expressed support and solidarity for Ukraine, demanding accountability for those who have committed war crimes.
- **Visited Poland and Moldova** together with the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings Val Richey, and **Czech Republic** later in the year, to get the on-site information on how best to effectively support those displaced and prevent risks of trafficking, and to highlight the exceptional efforts of Polish, Moldovan and Czech authorities, citizens, and volunteers in their response to the wave of refugees.
- **Maintained focus on the Ukraine refugee situation** and sought to share examples of best practice in the responses to the unprecedented displacement crisis affecting the entire OSCE region through the Ad Hoc Committee on Migration.
- **Adopted the Birmingham Declaration** at the Annual Session, as a useful tool in promoting an end to the war against Ukraine in line with international commitments; the resolutions adopted in Birmingham underlined the OSCE PA's strong commitment to Ukraine and the role of parliamentarians in addressing the impacts of the conflict.
- Appointed Vice-President **Reinhold Lopatka** (Austria) as **Special Representative for Parliamentary Dialogue on Ukraine**.

- Appointed [John Whittingdale](#) (United Kingdom) as [Special Rapporteur on War Crimes in Ukraine](#). Mr. Whittingdale held a side-event at the Birmingham Annual Session on the prevention of war crimes in Ukraine and accountability.
- Appointed [Daniela De Ridder](#) (Germany) as [Special Representative on Eastern Europe](#).
- Supported the work of the then [United Nations Crisis Coordinator for Ukraine Amin Awad](#) by organizing meetings with the OSCE Institutions and other relevant organizations, in accordance with relevant UNGA resolutions which require the OSCE to back the efforts of the United Nations.
- Held several meetings with UN officials and Ambassadors of Member States on the margins of the [UN General Assembly](#) in New York.
- Urged unconditional withdrawal of RF forces from Ukraine at the [First Parliamentary Crimea Platform](#).
- Condemned the most severe assault on European security since the signing of the Helsinki Final Act at the OSCE [Permanent Council](#) meetings.
- Requested full respect of the Helsinki principles and commitments in all areas of security at the [Baltic Assembly meeting](#).
- At [Autumn Meeting](#) in Warsaw called for “unity of purpose” among OSCE countries to bring the Russian Federation’s war to an end and considered how best to respond to the war in a way that brings it to a rapid and just conclusion, upholds OSCE commitments, safeguards fundamental freedoms and human rights, and protects economic and environmental security.
- During the OSCE [Ministerial Council](#) highlighted the compassion of Poland in assisting Ukrainian refugees and called for this spirit to inspire the international community to remain firm in its support for Ukraine.

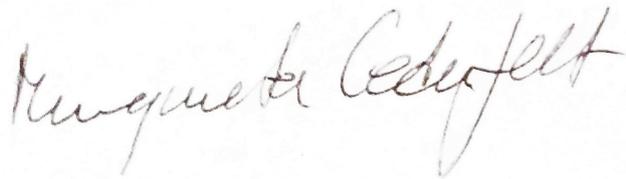
- Held several meetings of the “[Call for Action/Helsinki+50 Initiative](#)” dedicated to the role of the OSCE in addressing the war in Ukraine and its consequences, including a joint event with the [Finnish Parliament](#) where participants highlighted building peace in Ukraine as the Organization’s top priority.
- Needless to say, the war in Ukraine has dominated the agenda of all meetings and activities of the PA.
- Read more about the [OSCE PA Action on Ukraine 2014-2023](#).

Your guidance and inputs, your exemplary leadership, and your continued support is much appreciated in these challenging times.

Yours sincerely,

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Roberto Montella



OSCE PA