



Inter-Parliamentary Union  
For democracy. For everyone.

# 131<sup>st</sup> IPU ASSEMBLY AND RELATED MEETINGS

Geneva, 12 - 16.10.2014

Assembly  
Item 2

A/131/2-P.4  
24 September 2014

## 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 131<sup>st</sup> Assembly of the Inter-Parliamentary Union submitted by the delegation of Morocco

On 23 September 2014, the President of the IPU received from the Speaker of the House of Representatives and from the President of the House of Councillors of the Kingdom of Morocco, a request for the inclusion in the agenda of the 131<sup>st</sup> Assembly of an emergency item entitled:

“The role of the IPU and national parliaments in formulating and implementing national action plans to combat all forms of exploitation linked to human trafficking, in particular the trafficking of women and children”.

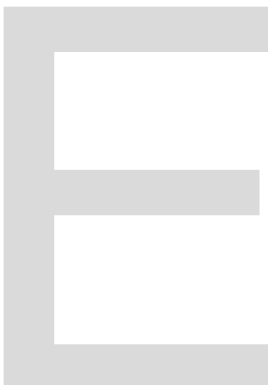
Delegates to the 131<sup>st</sup> Assembly will find attached the text of the communication submitting the request ([Annex I](#)), as well as an explanatory memorandum ([Annex II](#)) and a draft resolution ([Annex III](#)) in support thereof.

The 131<sup>st</sup> Assembly will be required to take a decision on the request of the delegation of Morocco on Monday, 13 October 2014.

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 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 major event of international concern on which it appears necessary for the IPU to express its opinion. 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 PRESIDENT OF THE IPU  
BY THE SPEAKER OF THE HOUSE OF REPRESENTATIVES AND THE PRESIDENT  
OF THE HOUSE OF COUNCILLORS OF THE KINGDOM OF MOROCCO**

Rabat, 22 September 2014

Dear Mr. President,

In accordance with Rule 14.2 of the IPU Statutes and Assembly Rule 11.1, we have the honour to request the inclusion of a proposal for an emergency item in the agenda of the 131<sup>st</sup> IPU Assembly, to be held in Geneva (Switzerland), from 12 to 16 October 2014, entitled:

“The role of the IPU and national parliaments in formulating and implementing national action plans to combat all forms of exploitation linked to human trafficking, in particular the trafficking of women and children”.

Please find enclosed a brief explanatory memorandum, as well as a draft resolution in support of our request.

Yours sincerely,

(signed)

Rachid TALBI ALAMI  
Speaker of the House of Representatives  
of the Kingdom of Morocco

Mohamed Cheikh BIADILLAH  
President of the House of Councillors  
of the Kingdom of Morocco

**THE ROLE OF THE IPU AND NATIONAL PARLIAMENTS IN FORMULATING  
AND IMPLEMENTING NATIONAL ACTION PLANS TO COMBAT ALL FORMS  
OF EXPLOITATION LINKED TO HUMAN TRAFFICKING, IN PARTICULAR  
THE TRAFFICKING OF WOMEN AND CHILDREN**

***Explanatory memorandum submitted by the delegation of Morocco***

The parliamentary delegation of the Kingdom of Morocco to the Inter-Parliamentary Union proposes the inclusion of an emergency agenda item for the 131<sup>st</sup> Assembly entitled: "*The role of the IPU and national parliaments in formulating and implementing national action plans to combat all forms of exploitation linked to human trafficking, in particular the trafficking of women and children*", for the reasons outlined below.

Human trafficking, the most abject form of modern slavery, has expanded in recent decades as never before and is reportedly the third most lucrative criminal activity, after drug and arms trafficking, affecting nearly all States, whether countries of origin or destination for the victims of trafficking.

According to the *Global Report on Trafficking in Persons 2012*, published by the United Nations Office on Drugs and Crime (UNODC), more than 23 million persons are recruited, transported or housed, in their countries of origin or abroad, for the purpose of sexual exploitation, forced labour or domestic servitude, forced begging or trafficking in organs.

According to the International Labour Organization (ILO), this system of human bondage generates more than US\$ 32 billion in annual profits for organized crime.

The victims of trafficking, mostly women and children, are often of foreign origin and/or in irregular situations, deprived of their most basic rights and thus more vulnerable to the worst forms of exploitation. Protecting them, acknowledging their status as victims and rehabilitating them represents a battle involving different actors: legislative institutions; judicial, administrative and other governmental authorities; civil society organizations; the media and the private sector.

The parliamentary delegation of the Kingdom of Morocco considers that the Inter-Parliamentary Union and national parliaments should lend their support to the efforts of the United Nations and other relevant international organizations to promote universal ratification of the United Nations Convention Against Transnational Organized Crime and its additional Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, as well as other international instruments pertaining to trafficking in persons, and to strengthen the application of existing instruments in this area.

The delegation of Morocco also considers that national parliaments need to lobby their respective governments, governmental and non-governmental organizations, the private sector, the media and the general public to formulate and implement national action plans to combat all forms of exploitation linked to human trafficking: inter alia sexual exploitation, prostitution, enslavement, domestic servitude, forced labour or services, trafficking in organs, forced begging and the forced commission of criminal acts, and to ensure that these national action plans are prioritized as follows:

- (a) Identify and support trafficking victims whose human rights have been violated and who are thus entitled to damages, adopting appropriate measures to prevent revictimization;
- (b) Conduct investigations and initiate proceedings with the aim of dismantling criminal trafficking organizations;
- (c) Make it a matter of public policy to combat human trafficking with its own governance structures at the national and local levels.

**THE ROLE OF THE IPU AND NATIONAL PARLIAMENTS IN FORMULATING  
AND IMPLEMENTING NATIONAL ACTION PLANS TO COMBAT ALL FORMS  
OF EXPLOITATION LINKED TO HUMAN TRAFFICKING, IN PARTICULAR  
THE TRAFFICKING OF WOMEN AND CHILDREN**

***Draft resolution submitted by the delegation of MOROCCO***

The 131<sup>st</sup> Assembly of the Inter-Parliamentary Union,

- (1) *Dismayed and deeply concerned* by the heinous crimes committed against women and children in countries in conflict situations, including the Syrian Arab Republic, Iraq, the Democratic Republic of the Congo, the Central African Republic and Nigeria, where women and girls are abducted, raped and sold, forced into marriage or reduced to sexual slaves by their abductors, for their personal use or exploitation by criminal human trafficking networks and terrorist movements,
- (2) *Alarmed and also deeply concerned* by data recently released by the United Nations Office against Drugs and Crime (UNODC) and the International Labour Organization (ILO), which estimate that human trafficking affected more than 22.9 million persons in 2012, including 5.5 million children, and generated annual profits for international crime syndicates in excess of US\$ 32 billion,
- (3) *Also deeply concerned* by UNODC reports estimating that the victims of human trafficking, who mostly originate in sub-Saharan Africa, East Asia, Latin America and Eastern Europe, live in highly vulnerable situations, and that 79 per cent are subjected to sexual exploitation, 18 per cent to forced labour and 3 per cent to other forms of exploitation, including forced begging and organ removal,
- (4) *Mindful* of the crucial importance of the United Nations Convention against Transnational Organized Crime, which entered into force on 29 September 2003, and its additional Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, which entered into force on 25 December 2003, which aims to combat trafficking in persons, protect victims and prosecute perpetrators,
- (5) *Also mindful* of the fact that extensive international cooperation among States and relevant intergovernmental and non-governmental organizations, as well as the private sector and the media, is essential in order to effectively counter the menace of trafficking in human beings, and in particular trafficking of women and children,
- (6) *Affirming* the importance of the Global Plan of Action to Combat Trafficking in Persons, which the United Nations General Assembly adopted as part of resolution 64/293 of 30 July 2010, and *underscoring* the importance of fully implementing this plan of action,
- (7) *Welcoming* the creation of the United Nations Voluntary Trust Fund for Victims of Human Trafficking, particularly women and children, and *applauding* the appointment on 6 January 2014 of its Board of Directors,
- (8) *Aware* that the aim of the Global Plan of Action and the subsequent United Nations Voluntary Trust Fund is to heighten awareness of the situation faced by victims of human trafficking and provide them with humanitarian, legal and financial assistance, particularly through intergovernmental and non-governmental organizations, the private sector, the media and the general public,
- (9) *Welcoming* the Declaration adopted by the High-level Dialogue on International Migration and Development, held by representatives of States and Governments, gathered at United Nations Headquarters in New York on 3 and 4 October 2013, and the fact that States committed themselves in particular to prevent and combat human trafficking and to protect the victims thereof, while *underscoring* the need to adopt or strengthen existing national and regional policies to combat such trafficking and to cooperate more closely to prevent trafficking, prosecute perpetrators and protect victims,

- (10) *Also welcoming* the decision of the United Nations General Assembly, in adopting resolution 68/192 of 18 December 2013, on “Improving the coordination of efforts against trafficking in persons”, to proclaim 30 July World Day against Trafficking in Persons, which was celebrated for the first time this year,
- (11) *Taking note* of the Report of the Special Rapporteur on trafficking in persons, especially women and children, presented to the 26<sup>th</sup> session of the UN Human Rights Council on 1 April 2014,
- (12) *Recalling* the resolution entitled *Migrant workers, people trafficking, xenophobia and human rights*, adopted by the 118<sup>th</sup> IPU Assembly on 18 April 2008,
- (13) *Also recalling* the recommendations contained in the guide *Combating Trafficking in Persons – A Handbook for Parliamentarians*, published in 2009 by the IPU and UNODC, under the auspices of UN.GIFT, with the aim of encouraging parliamentarians to take an active part in the fight against human trafficking,
1. *Strongly condemns* trafficking in persons, especially women and children, which constitutes a crime and a grave threat to human dignity, the physical integrity of persons, human rights and development;
  2. *Urges* national parliaments to spare no effort in promoting universal ratification of the United Nations Convention against Transnational Organized Crime and Its Additional Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, as well as the other international instruments on trafficking in persons, and to strengthen the application of existing instruments in this area;
  3. *Invites* parliamentarians to promote at the national, regional and international levels, global, coordinated and coherent efforts to combat human trafficking by adopting a human rights-based approach and taking into account the sex and age of victims, as part of an effort to eliminate all factors that expose individuals to trafficking and to strengthen criminal judicial action as necessary to prevent trafficking in persons, protect victims and prosecute perpetrators (“the three Ps”);
  4. *Encourages* national parliaments to accelerate the adoption of laws against all forms of trafficking in human beings, especially women and children, to strengthen the enforcement of such laws, to continuously bring domestic legislation in line with international commitments against trafficking; to take appropriate measures to diminish the factors that contribute to the vulnerability of women and children to trafficking; to assist and protect victims of trafficking; to strengthen prevention and awareness measures; to encourage the media, the business community and the general public to cooperate in efforts to eradicate this scourge; and to strengthen capacities for the exchange and collection of data in this area;
  5. *Also encourages* national parliaments to lobby their respective governments, governmental and non-governmental organizations, the private sector, the media and the general public to develop and implement national action plans to combat all forms of exploitation linked to human trafficking: inter alia sexual exploitation and prostitution, enslavement, domestic servitude, forced labour or services, trafficking in organs, forced begging and the forced commission of crimes;
  6. *Recommends* that parliaments ensure that these national action plans to combat all forms of exploitation linked to human trafficking include the following priorities:
    - (a) Acknowledge and support victims of trafficking as victims of human rights violations entitled to effective recourse for damages suffered,
    - (b) Investigate, prosecute and dismantle criminal trafficking networks, and
    - (c) Make the fight against trafficking a public policy with its own governance structure at the national and local levels;
  7. *Also recommends* that the implementation of national action plans to combat all forms of exploitation linked to human trafficking be entrusted to representative, inclusive and autonomous institutions, that related activities and missions be financed through State budgetary allocations and adequately funded by State financing legislation, and that regular evaluation of the action plan be conducted by independent oversight mechanisms led by a national rapporteur;

8. *Encourages* parliamentarians to make full use of their legislative and oversight powers to see to it that their respective governments implement effective public policies aimed at eliminating the social, economic, cultural, political and other factors that can expose persons to trafficking, such as poverty, unemployment, inequality, humanitarian emergencies – particularly in times of armed conflict or following natural disasters – sexual violence, sex-based discrimination, social exclusion and marginalization, as well as the culture of tolerance vis-à-vis violence against women, young people and children;
9. *Recommends* the celebration on 30 July of World Day against Trafficking in Persons as an opportunity to further strengthen the ties of cooperation between parliaments and civil society in the fight against trafficking, particularly through active participation in the work of the review mechanism for the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children;
10. *Also recommends* that trafficking in persons, especially women and children, be systematically included in the agenda of parliamentary exchanges between countries of origin, transit and destination to ensure a targeted parliamentary approach adapted to the particularities of different conduits for trafficking;
11. *Underscores* that protection for the victims of trafficking needs to occupy a central place in the State's legislative framework, which requires parliaments and governments to review related national laws and policies, particularly in the area of immigration, in terms of their effects on the victims of trafficking, paying particular attention to the prevention of exploitation and to care for victims as opposed to the fight against illegal immigration;
12. *Recommends* the creation of a subsidiary body of the IPU Governing Council called the "IPU Advisory Group on Human Trafficking", whose mission would be to serve as a global coordination centre for legislative work to combat all forms of exploitation linked to human trafficking; the Group would be entrusted with:
  - (a) Advising IPU members on the implementation of international commitments related to the fight against human trafficking,
  - (b) Participating in the development of informational and educational materials for parliamentarians,
  - (c) Conducting field visits to examine national activities in the fight against human trafficking likely to be of use to all parliamentarians, and
  - (d) Scaling up parliamentary action in the fight against human trafficking by devising more effective strategies;
13. *Also recommends* that cooperation among the Inter-Parliamentary Union, the United Nations and other relevant international organizations outside the United Nations system be strengthened so as to permit the IPU to participate, as appropriate, in meetings of the Inter-agency Coordination Group against Trafficking in Persons, and *requests* the IPU Secretary General to keep national parliaments informed of the Group's schedule of activities and progress;
14. *Invites* the IPU Standing Committee on United Nations Affairs to submit to the next Assembly the IPU's contribution for consideration by the United Nations in the fight against trafficking in humans, especially women and children, in preparing its post-2015 development programme, in accordance with the decision officially taken by the United Nations General Assembly in 2010 to participate more systematically with the Inter-Parliamentary Union in developing a parliamentary component to the work of the main UN deliberating bodies and the review of international commitments;
15. *Urges* parliaments to lobby their respective governments and national and international donors to make financial contributions to the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children;
16. *Requests* the IPU Secretary General to convey this resolution to all IPU Members, Associate Members and Observers, and to the other international organizations.