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Compilation on Myanmar

Report of the Office of the United Nations High Commissioner for Human Rights

I. Background

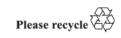
1. The present report was prepared pursuant to Human Rights Council resolutions 5/1 and 16/21, taking into consideration the periodicity of the universal periodic review. It is a compilation of information contained in reports of treaty bodies and special procedures and other relevant United Nations documents, presented in a summarized manner owing to word-limit constraints.

II. Scope of international obligations and cooperation with international human rights mechanisms and bodies^{1,2}

- 2. The Office of the United Nations High Commissioner for Human Rights (OHCHR)³ and other mechanisms ⁴ recommended that Myanmar ratify all outstanding international human rights treaties, including the International Covenant on Civil and Political Rights, the International Convention on the Elimination of All Forms of Racial Discrimination, and the International Labour Organization (ILO) Indigenous and Tribal Peoples Convention, 1989 (No. 169). The United Nations country team in Myanmar noted that reports relating to several treaties remained pending.⁵ The United Nations Educational, Scientific and Cultural Organization (UNESCO) recommended that Myanmar ratify the Convention against Discrimination in Education.⁶
- 3. The Secretary-General of the United Nations regretted that Myanmar had refused to cooperate with United Nations human rights entities and mechanisms, despite repeated calls to do so, including by members of the Security Council.⁷ The Special Rapporteur on the situation of human rights in Myanmar noted that the Government had withdrawn its cooperation with her, since 2017.⁸
- 4. OHCHR recommended that Myanmar extend invitations to several Special Rapporteurs. ⁹ The Special Rapporteur on the situation of human rights in Myanmar recommended the opening of a fully fledged office of OHCHR. ¹⁰

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III. National human rights framework¹¹

- 5. OHCHR highlighted the importance of constitutional reforms, as well as security sector and judicial reforms. These processes must be firmly grounded in a participatory approach through meaningful, public, transparent, and institutionalized consultations with the widest possible range of actors to facilitate social cohesion across multiple identity markers, such as ethnicity, religion and gender.¹²
- 6. The United Nations country team noted the appointment in January 2020 of new commissioners of the Myanmar National Human Rights Commission. ¹³ The Special Rapporteur on Myanmar was encouraged that the Commission had prepared a draft strategic plan for the period 2020–2024, which included advocacy to strengthen its founding law. ¹⁴ The Special Rapporteur on Myanmar ¹⁵ and other entities ¹⁶ recommended that the law be fully aligned with the principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles). OHCHR recommended the establishment of fully resourced regional offices in ethnic minority areas, with dedicated capacity on gender. ¹⁷ The Committee on the Elimination of Discrimination against Women recommended that Myanmar address concerns regarding breaches of confidentiality in the handling of claims by the National Human Rights Commission. ¹⁸

IV. Implementation of international human rights obligations, taking into account applicable international humanitarian law

A. Cross-cutting issues

1. Equality and non-discrimination¹⁹

- 7. OHCHR reported on severe horizontal inequalities between the ethnic minority border areas and the central region inhabited by the Burman majority, with regard to poverty levels, access to economic opportunities and public services. ²⁰ Other United Nations entities noted similar concerns regarding regional disparities and persistent inequality.²¹
- 8. OHCHR recommended that Myanmar review and repeal laws and policies that perpetuated discrimination on the basis of ethnic, religious, linguistic or cultural identity, including, but not limited to, those on citizenship, the four "race and religion" laws, and laws perpetuating economic exclusion of minorities, such as in relation to land and natural resources. ²² OHCHR recommended that Myanmar enact a comprehensive anti-discrimination law, and adopt related policies and programmes. ²³ The Special Rapporteur on Myanmar called for the enactment of an anti-discrimination law, in accordance with the Rabat Plan of Action on the prohibition of advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence. ²⁴
- 9. OHCHR stated that, given the deeply entrenched discrimination and inequalities in Myanmar, it might also be necessary to introduce affirmative action measures to achieve full equality in law and practice, particularly for the most vulnerable and marginalized communities.²⁵

2. Development, the environment, and business and human rights²⁶

10. The Special Rapporteur on Myanmar recalled that Myanmar had a duty to protect all the people on its territory against human rights abuses, including by business enterprises. The legal framework governing business activities in Myanmar failed to fulfil that duty. ²⁷ She observed the severe impact of large-scale development projects and industries. ²⁸ In many cases, this occurred without prior consultation with the affected communities and resulted in loss of land, environmental destruction, forced displacement and intimidation, suppression and even violence against those in opposition. ²⁹ She called on the Government

to drive due diligence among business through strengthened legal, policy and regulatory frameworks.³⁰

- 11. OHCHR recommended that Myanmar ensure that investment and infrastructure projects are subjected to transparent and independent review of compliance with environmental, social and human rights safeguards, while ensuring meaningful and systematic participation by and inclusion of local populations in decision-making at all stages.³¹
- 12. OHCHR observed that real or perceived exclusion of minority communities from equitable resource-sharing had generated grievances. This dimension was central to the peace process, as ethnic minority groups had long demanded a devolved system of governance whereby ethnic minority communities could have greater control over their land and natural resources.³²
- 13. OHCHR noted that the majority population carried social and economic grievances in a context of highly visible inequality and widespread cronyism and corruption. Frustrations with the slow pace of reform and economic opportunity had provided fertile ground for scapegoating, and religious and identity-based extremism.³³ The United Nations Development Programme noted that natural disasters were also leading causes of people falling back into poverty.³⁴
- 14. The independent international fact-finding mission on Myanmar called for financial disengagement from the Myanmar military (the Tatmadaw), emphasizing that economic activities and commercial relations, including business donations to finance Tatmadaw operations, joint ventures with foreign companies and arms sales and transfers had all contributed to the country's human rights crisis.³⁵

3. Human rights and counter-terrorism³⁶

15. The Special Rapporteur on Myanmar had received many reports of ethnic Rakhine individuals charged under the Counter-Terrorism Law. She noted that the Law had broad definitions that might easily be abused by authorities. It provided for an Anti-Terrorism Central Committee, headed by the Union Minister for Home Affairs, which might designate individuals and groups as terrorists, without effective oversight, and without the possibility for review of decisions. She stressed that the Counter-Terrorism Law must be amended to bring it into line with international human rights standards.³⁷

B. Civil and political rights

1. Right to life, liberty and security of person³⁸

- 16. The independent international fact-finding mission on Myanmar documented the failure by the Tatmadaw to respect the right to life, by means of acts of murder, including in the context of forced labour, and its use of unlawful detention, apparent enforced disappearances, acts of torture or other cruel, inhuman or degrading treatment or punishment, and the perpetration of sexual and gender-based violence, including rape and gang rape of women and girls.³⁹
- 17. The Special Rapporteur on Myanmar reported that as at January 2020, there were 647 political prisoners in Myanmar. 40 She was extremely concerned about the use of incommunicado detention because it might facilitate the use of torture and other cruel, inhuman and degrading treatment and punishment. She called for the practice to end and for fair trial rights to be upheld for all detainees. 41 Other mechanisms made similar observations. 42

2. Administration of justice, including impunity, and the rule of law⁴³

18. OHCHR stated that the weakness and lack of independence of the judiciary remained detrimental to the rule of law. Influence of the military over civilian court proceedings, widespread corruption, violations of basic fair trial rights, and the reluctance of the prosecution to accept petitions from victims of gross human rights violations to

initiate criminal proceedings, affected both minorities and the majority population. Legal representation and access to judicial remedies were further compromised by the difficult economic situation of most victims. The barriers routinely faced in the justice system by minorities, particularly women, and the general mistrust of the State, meant that the majority of people did not utilize formal justice mechanisms. Lawyers, and victims or their families, were often subjected to intimidation, reprisals and disciplinary action. ⁴⁴ The Special Rapporteur on Myanmar recommended that all actors in the justice sector genuinely implement the reforms that had been undertaken, and meaningfully engage in further reforms to improve the independence of the judiciary and respect for fair trial rights. ⁴⁵ Other mechanisms made similar recommendations. ⁴⁶

- 19. OHCHR observed that impunity was almost absolute for killings, disappearances, sexual violence, beatings, extortion, arbitrary arrest, corruption and land grabbing. ⁴⁷ It noted that in the absence of meaningful prospects for accountability at the domestic level, efforts had intensified at the international level before the International Court of Justice and the International Criminal Court and with the establishment of the Independent Investigative Mechanism for Myanmar. ⁴⁸ Other entities expressed similar concerns. ⁴⁹ The Special Rapporteur on Myanmar called for the Security Council to refer the situation in Myanmar to the International Criminal Court or for the international community to establish an international tribunal to prosecute alleged perpetrators of international crimes committed in Myanmar. ⁵⁰
- 20. The United Nations country team noted the establishment by the Government of an Independent Commission of Enquiry that had submitted its final report to the President on 21 January 2020. The Office of the President had released the executive summary, recommendations, and 13 annexes, but not the full report. No public information was available on the methodology, sources, or basis for legal conclusions. ⁵¹ OHCHR highlighted that previous significant concerns about the structure, mandate, timing, independence and impartiality of this mechanism persisted. ⁵²
- 21. OHCHR recommended that Myanmar develop a multi-stakeholder process, including judicial and non-judicial measures, to ensure accountability and redress for victims of past, present and future human rights violations and abuses.⁵³ It stressed the importance of expediting the constitutional reform with a view to ending military impunity, increasing civilian oversight over the security apparatus, and establishing a federal model of governance with meaningful devolution of powers.⁵⁴ The Special Rapporteur on Myanmar recommended dismantling structural impunity, including by amending the Constitution, the Defence Services Act of 1959 and the Myanmar Police Force Maintenance of Discipline Law of 1995 to bring crimes that constituted human rights violations under the jurisdiction of independent civilian courts.⁵⁵

3. Fundamental freedoms and the right to participate in public and political life⁵⁶

- 22. OHCHR observed that extremist or ultra-nationalist Buddhist organizations had actively promoted messages of hatred and intolerance against Muslims and other religious minorities. ⁵⁷ It reported on laws restricting freedom of religion. ⁵⁸ It recommended that Myanmar ensure full protection of all minority places of worship and develop a policy framework for combating religious intolerance. ⁵⁹
- 23. The Special Rapporteur on Myanmar noted that the legal framework governing rights to freedom of expression, assembly and association remained inconsistent with international standards and stifled free expression. Journalists, activists and others continued to face charges and convictions under laws criminalizing legitimate expression and democratic activity.⁶⁰ The United Nations country team expressed similar concerns on various relevant laws.⁶¹
- 24. She expressed concern that the anti-hate speech law being drafted without transparency could be used to further restrict freedom of expression if it were to contain provisions criminalizing speech. 62 The independent international fact-finding mission on Myanmar stated that the combination of restrictions on freedom of expression with respect to reporting on the Tatmadaw and the proliferation of hate speech against ethnic Rakhine

and other ethnic groups fed a one-sided narrative that provided fertile ground for incitement to violence.⁶³

- 25. The Special Rapporteur on Myanmar expressed concern about the implications for democracy and human rights of government online content regulations on Internet companies.⁶⁴ She noted the blanket shutdown of the Internet in June 2019, which had had a severe impact on numerous rights.⁶⁵
- 26. She expressed deep concern about the suppression of democratic freedoms that undermined the exercise of the right to participate in public affairs, ahead of the 2020 general elections.⁶⁶ She recommended that Myanmar reform the legal framework to ensure the right to vote and to stand for election for all, and ensure the carrying out of polls in all parts of the country.⁶⁷ The United Nations country team also expressed concern about the upcoming general elections; members of unrecognized religious and ethnic minorities, notably the Rohingya, were being disproportionately affected, as they lacked citizenship rights.⁶⁸

4. Prohibition of all forms of slavery⁶⁹

27. The Committee on the Elimination of Discrimination against Women noted that Myanmar remained a source country for trafficking in persons, and recommended that Myanmar expedite the review of the Anti-Trafficking in Persons Law of 2005 and ensure that new legislation was in line with international norms. ⁷⁰ It encouraged Myanmar to intensify efforts to address the root causes of trafficking in women and girls and ensure the rehabilitation and social integration of victims. ⁷¹ It suggested that Myanmar establish a national referral mechanism and intensify awareness-raising efforts aimed at promoting the reporting of trafficking crimes. ⁷² Other mechanisms made similar observations. ⁷³

5. Right to privacy and family life⁷⁴

28. The Special Rapporteur on Myanmar expressed concern about the absence of laws to regulate data protection and surveillance. The Telecommunications Law regulated the actions of telecommunications companies and afforded the Government overly broad control of services and data, without clearly defined justifications.⁷⁵ The Special Rapporteur expressed concern about government plans to introduce digital identification cards as part of a system that would include biometric information.⁷⁶

C. Economic, social and cultural rights

1. Right to work and to just and favourable conditions of work⁷⁷

- 29. The Special Rapporteur on Myanmar recalled that, under the International Covenant on Economic, Social and Cultural Rights, Myanmar had an obligation to ensure the right to just and favourable conditions of work. This involved fair and equal remuneration, safe and healthy conditions, equal opportunities, rest, reasonable limitation of working hours, and periodic and public holidays with pay. Workers should be trained on their rights, and the Government must protect the rights to freedom of association and assembly, and work with employers' associations and unions to empower workers and improve working conditions.⁷⁸
- 30. ILO stated that workers' organizations had highlighted some restrictions in forming trade unions. Workers' organizations had also highlighted anti-union discrimination in particular dismissals and blacklisting of union leaders, and fears amongst ordinary workers about dismissal if they joined a union.⁷⁹ ILO reported on the significant gender wage gap in Myanmar.⁸⁰
- 31. OHCHR observed that Myanmar had taken significant steps to eliminate forced labour, including by establishing a complaints mechanism and a joint action plan with ILO. Nonetheless, credible reports indicated that forced labour persisted in parts of the country, where it particularly affected minority groups. ⁸¹ Other mechanisms expressed similar concerns. ⁸² The ILO Committee of Experts on the Application of Conventions and Recommendations urged the Government to strengthen its efforts to ensure the elimination

of forced labour in all its forms, in both law and practice, particularly the forced labour imposed by the Tatmadaw. 83

2. Right to social security⁸⁴

32. According to ILO, Myanmar had recognized the importance of developing a social protection floor to mitigate multifaceted household deprivations and its population's exposure to a variety of shocks and risks. ILO highlighted the importance of the Government's awareness of the role that social protection could play in boosting social cohesion and promoting human rights by promoting transformative pathways for human development.⁸⁵

3. Right to an adequate standard of living⁸⁶

- 33. The Special Rapporteur on Myanmar noted that the question of land rights remained one of utmost importance for Myanmar. Long-standing disputes over cases of land expropriation were yet to be resolved and had been aggravated by recent developments in the legal framework. ⁸⁷ She noted that the Land Acquisition, Resettlement and Rehabilitation Law of 2019 increased the risks to the security of land tenure. The law failed to meet international standards, including on the prohibition of forced evictions under the International Covenant on Economic, Social and Cultural Rights. ⁸⁸
- 34. OHCHR recommended that Myanmar ensure that land appropriation was carried out on the basis of the principle of the free, prior and informed consent of the affected communities, and that adequate compensation was provided. It recommended that Myanmar recognize and protect systems of shared or collective land rights and customary land tenure and property rights; investigate land disputes; and ensure a transparent and impartial judicial process for cases of disputed land appropriation, including through the enactment of a new land law in full consultation with civil society.⁸⁹
- 35. The independent international fact-finding mission on Myanmar recalled that a lack of access to land and livelihoods had long been considered one of the drivers of the country's ethnic conflicts. It observed that amendments to the Vacant, Fallow and Virgin Land Management Act that came into force in September 2018 had exacerbated pre-existing tensions relating to land tenure in ethnic minority areas.⁹⁰
- 36. The Food and Agriculture Organization of the United Nations (FAO) reported that various forms of malnutrition continued to persist, especially among children. Inadequate agricultural productivity and diversity, low household incomes, poor food safety, land tenure and governance issues, lack of access to clean water, and lack of knowledge and awareness remained key constraints on improving the food security and nutrition situation in Myanmar.⁹¹
- 37. The United Nations country team noted that, due to a lack of adequate water and sanitation facilities, 5 million children lacked access to an improved water supply and 1.4 million children were without access to toilet facilities.⁹²

4. Right to health⁹³

- 38. The Special Rapporteur on Myanmar highlighted the need to improve access to health care, particularly in rural and conflict-affected areas. 94 OHCHR observed that the consequences of limited access to health facilities included delays in treatment, reliance on alternative health care, the escalation of preventable diseases and poor overall health outcomes. 95
- 39. The independent international fact-finding mission on Myanmar recommended that Myanmar ensure that victims of serious human rights violations and abuses had adequate access to medical, psychosocial and other support and services in both government-controlled and non-government-controlled areas.⁹⁶
- 40. The Committee on the Elimination of Discrimination against Women recommended that Myanmar amend its legislation to legalize abortion in certain cases; strengthen the programme for the reduction of maternal, infant and child mortality; and ensure the access of women and girls to information on their sexual and reproductive health and rights.⁹⁷

5. Right to education⁹⁸

- 41. UNESCO recommended that Myanmar consider introducing at least one year of free and compulsory pre-primary education and ensure at least nine years of free and compulsory education.⁹⁹
- 42. The United Nations country team noted that despite the steady increase in the government budget allocation for education, many children still remained out of school. Economic hardship, and poor quality and relevance of education, were among the reasons for dropping out of school, which had been compounded by rural-urban disparities, and State and region disparities. ¹⁰⁰
- 43. OHCHR observed that in ethnic minority areas, especially conflict-affected areas, many schools were either not operational or inaccessible. ¹⁰¹ Ethnic minority states, representing the geographical areas of seven main ethnic groups, had historically received the smallest budget allocations for education in the country, and literacy rates in those areas were all below the national average. ¹⁰² The independent international fact-finding mission on Myanmar documented cases where the Tatmadaw had taken over schools and monasteries to use them as bases for their military operations. ¹⁰³
- 44. OHCHR recommended that Myanmar develop a national policy to promote mother-tongue education, giving decision-making powers to the state governments and allowing minority children a choice of languages. ¹⁰⁴ It noted that national curricula and textbooks must be conceived as vehicles to overcome stereotypes, prejudices and mistrust, ¹⁰⁵ recommending that Myanmar create a multi-ethnic, multireligious task force to conduct a review of the official curriculum and textbooks to ensure that they fully reflected the ethnic and religious diversity in Myanmar, including the teaching of history. ¹⁰⁶

D. Rights of specific persons or groups

1. Women¹⁰⁷

- 45. The Committee on the Elimination of Discrimination against Women recommended that Myanmar urgently adopt a comprehensive definition of discrimination against women in its national legislation, in line with the Convention on the Elimination of All Forms of Discrimination against Women, ¹⁰⁸ amend the Constitution to remove stereotypical references to the roles of women and men, as well as all other discriminatory provisions, ¹⁰⁹ and amend or repeal several laws to ensure full compliance with the Convention. ¹¹⁰
- 46. The United Nations country team noted that gender-based discrimination was particularly evident in legislation relating to family law, marriage, divorce, distribution of marital assets, inheritance rights, custody and guardianship, and citizenship. No policy changes had been made since the last universal periodic review. It also noted that the institutions assigned to operationalize the National Strategic Plan for the Advancement of Women 2013–2022 lacked the necessary authority, funding and human resources to carry this out effectively.¹¹¹
- 47. The Committee on the Elimination of Discrimination against Women recommended that Myanmar amend the Penal Code to adopt a definition of violence against women, in accordance with international standards, and ensure that civilian courts had jurisdiction over the military for the prosecution of crimes of violence against women and girls. The United Nations country team noted that despite pervasive violence against women, data was limited. In 2019, the Ministry of Social Welfare, Relief and Resettlement had agreed to implement a national prevalence survey on violence against women, with technical support from the United Nations.
- 48. The independent international fact-finding mission on Myanmar found that rape and sexual violence were part of a deliberate strategy to intimidate, terrorize or punish a civilian population, and were used as a tactic of war. ¹¹⁴ It reaffirmed that acts of sexual and gender-based violence constituted crimes against humanity, war crimes and underlying acts of genocide accompanied by inferences of genocidal intent. ¹¹⁵ Other mechanisms also expressed concerns regarding conflict-related sexual and gender-based violence. ¹¹⁶ The

Committee on the Elimination of Discrimination against Women recommended that Myanmar develop a comprehensive national action plan for the implementation of the women and peace and security agenda of the Security Council.¹¹⁷

49. OHCHR noted that the gendered impact of the conflict further negatively affected enjoyment of a whole spectrum of human rights by women and girls, including basic economic and social rights, and that conflict and development-induced displacement had been a significant cause of the feminization of poverty and migration and of trafficking of ethnic minority women. ¹¹⁸ The situation of women and girls from minority groups was further marked by deeply entrenched gender inequality and patriarchal attitudes, in traditional culture and religious practices, and in domestic legislation, policy and practice. ¹¹⁹ Protracted displacement, overcrowding in camps, the lack of livelihoods and constraints on all aspects of life exacerbated tensions and the risk of domestic violence. ¹²⁰

2. Children¹²¹

- 50. The United Nations country team noted that more than a million children under the age of 5 had not been registered at birth. In Kachin and Shan, almost 70 per cent of children lacked birth certificates. In Rakhine, the situation of Rohingya had been exacerbated by continued restrictions on movement, difficulties in accessing medical services, and the recording of the ethnicity of the child's parents on the birth certificate as "Bengali". 122 The Committee on the Elimination of Discrimination against Women recommended that Rohingya children be registered, be provided with birth certificates and have the right to acquire a nationality where otherwise they would be stateless. 123
- 51. The independent international fact-finding mission on Myanmar documented how children had been subjected to and had witnessed serious human rights violations, including killing, maiming and sexual violence. Children had been killed in front of their parents, and young girls had been targeted for sexual violence.¹²⁴
- 52. The Special Rapporteur on Myanmar commended the passage of children's rights legislation in 2019, which provided for education for all children and placed parameters on child labour. ¹²⁵ According to ILO, child labour was endemic in Myanmar, which not only put their education, emotional and physical well-being at risk, but was also likely to set them on a lifetime trajectory of poverty. ¹²⁶
- 53. The United Nations country team noted that the enactment of the Child Rights Law in 2019 had represented a significant change from the pre-existing punitive-focused juvenile justice system to a more child-centred, restorative and rehabilitation-oriented one.¹²⁷
- 54. The Special Representative of the Secretary-General for Children and Armed Conflict urged the Government and the Tatmadaw to fully engage and collaborate with the United Nations in the coming 12 months to: (a) immediately end and sustainably prevent the use of children, including in non-combat and temporary use; (b) swiftly clear the backlog of suspected minors within the Tatmadaw's ranks pending age verification; and (c) consolidate the sustainability of the prevention and response mechanism to end child recruitment and use. ¹²⁸ The Special Representative ¹²⁹ and UNESCO ¹³⁰ encouraged Myanmar to endorse the Safe Schools Declaration.

3. Persons with disabilities¹³¹

55. The Committee on the Rights of Persons with Disabilities welcomed the adoption of the Strategy on Development of Persons with Disabilities (2016–2025) in an effort to implement the Convention on the Rights of Persons with Disabilities. ¹³² It recommended that Myanmar harmonize national laws with the human rights model of disability and bring them fully into line with the Convention. ¹³³ It also recommended the establishment of formal mechanisms to ensure the effective and meaningful participation of and consultation with persons with disabilities in the implementation and monitoring of the Convention, ¹³⁴ and of accessible and effective mechanisms, including judicial and administrative procedures, for victims of disability-based discrimination. ¹³⁵

4. Minorities¹³⁶

- 56. OHCHR stated that violations and abuses against minorities in Myanmar affected the entire spectrum of civil, cultural, economic, political and social rights. Long-standing armed conflicts had continued to lead to serious violations and abuses of the human rights of ethnic minorities. This situation had gravely hampered the ability of minorities to enjoy their rights, thereby perpetuating a cycle of marginalization and poverty.¹³⁷
- 57. OHCHR also observed that institutions with the potential for promoting and protecting minority rights remained weak. While the law provided for a mechanism through which violations of rights could be reported to State or regional ministerial departments of ethnic affairs, its capacity appeared limited and this remedy seemed seldom used. The Myanmar National Human Rights Commission lacked the necessary independence from the executive and had no members from minority communities. The military-appointed and led Ministry of Border Affairs played a key role in the administration of ethnic minority areas.¹³⁸
- 58. OHCHR recommended that Myanmar introduce policies and measures to achieve equitable representation of minorities in the political sphere and in public institutions, particularly in decision-making positions; these may include affirmative action measures. ¹³⁹ It also recommended that Myanmar consider introducing a pilot system of multilingual community liaison officers, in close consultation with local community representatives. ¹⁴⁰
- 59. The independent international fact-finding mission on Myanmar stated that some 600,000 Rohingya were estimated to remain in Rakhine State. They continued to be subjected to discriminatory policies and practices, including segregation and severe restrictions on their movements; deprivation of citizenship; denial of economic, social and cultural rights; physical assaults constituting torture or other cruel, inhuman or degrading treatment or punishment; arbitrary arrest; and, in some areas, hostility from members of ethnic Rakhine communities which the mission found also to constitute persecution and other prohibited crimes against humanity.¹⁴¹ The Special Rapporteur on Myanmar expressed similar concerns.¹⁴²

5. Migrants and internally displaced persons¹⁴³

- 60. ILO observed that many migrants faced vulnerabilities and were at risk of exploitation in a range of areas. While Myanmar had developed a National Action Plan on Management of International Migration 2013–2017, parts of it had not been implemented and it had certain weaknesses as regards a rights-based approach.¹⁴⁴
- 61. A Presidential Statement of the Security Council in 2017 expressed alarm at the significantly and rapidly deteriorating humanitarian situation in Rakhine State, and expressed grave concerns about the increasing number of refugees and internally displaced persons.¹⁴⁵
- 62. The independent international fact-finding mission on Myanmar found that the situation of internally displaced persons had been exacerbated by restrictions imposed by the authorities of Myanmar on humanitarian access to various locations. He Presidential Statement of the Security Council demanded that Myanmar grant immediate, safe and unhindered access to United Nations agencies and their partners, as well as other domestic and international non-governmental organizations, to provide humanitarian assistance in Rakhine State, as well as to ensure the safety and security of humanitarian personnel. Other mechanisms made similar calls. He had heightened the vulnerability of internally displaced persons, with an acute impact on women and children, who were exposed to landmines, arbitrary arrests and sexual violence while looking for food or farming their land in conflict-affected areas.
- 63. The independent international fact-finding mission on Myanmar also noted that despite the unilateral ceasefire and government efforts to close camps for internally displaced persons camps in northern Myanmar, very few internally displaced persons had returned to their land. Fear of renewed hostilities, lack of guarantees of non-recurrence,

landmine contamination and the lack of infrastructure and services were among the key impediments to safe and voluntary returns. 150

64. While welcoming the launching of the national strategy on resettlement of internally displaced persons and closure of camps for the internally displaced, in 2019, which reflected important international standards, the United Nations country team noted serious remaining concerns regarding the approach – predating this strategy – to camp closure in central Rakhine. ¹⁵¹ The Special Rapporteur on Myanmar recommended that internally displaced persons be afforded their right to return to their places of origin or choice. She urged the Government not to prematurely return or resettle people to areas affected by armed conflict or landmines, and to address the causes of displacement prior to any return. ¹⁵²

6. Stateless persons¹⁵³

- 65. OHCHR emphasized that the Citizenship Law of 1982 was discriminatory and contravened the prohibition of arbitrary deprivation of nationality, and that its implementation had led to and continued to lead to statelessness. ¹⁵⁴ The lack of citizenship of the Rohingya community heightened their vulnerability to a range of human rights violations. ¹⁵⁵ The United Nations country team expressed similar concerns, noting that other ethnic and religious minority or marginalized groups, as well as people defined by the authorities as being of mixed blood, were also affected by this situation. ¹⁵⁶ The Committee on the Elimination of Discrimination against Women recommended that Myanmar ensure that any citizenship verification programme was implemented on a non-arbitrary and non-discriminatory basis, and grant the Rohingya national citizenship documents within a reasonable time frame. ¹⁵⁷
- 66. The United Nations country team noted that, in 2017, the Rakhine Advisory Commission established in 2016 by the Kofi Annan Foundation and the Office of the State Counsellor of Myanmar had made several recommendations, on which Myanmar had not yet acted. The country team noted the refusal by the Rohingya of the national verification cards introduced in 2014 by the Government of Myanmar because the process required them to be recorded as "Bengali" and was disconnected from acquisition of citizenship. Myanmar had increasingly linked the possession of national verification cards to activities that had previously been undertaken without the document, such as movement, access to livelihoods and basic services. ¹⁵⁸
- 67. The General Assembly and the Human Rights Council called upon Myanmar to eliminate statelessness and the systematic and institutionalized discrimination against members of ethnic and religious minorities, in particular relating to Rohingya Muslims, by, inter alia, reviewing the Citizenship Law of 1982; ensuring equal access to full citizenship through a transparent, voluntary and accessible procedure and to all civil and political rights; allowing for self-identification; amending or repealing all discriminatory legislation and policies, including discriminatory provisions of the set of "protection of race and religion laws" enacted in 2015 covering religious conversion, interfaith marriage, monogamy and population control; and lifting all local orders restricting rights to freedom of movement and access to civil registration, health and education services and livelihoods.¹⁵⁹

E. Specific regions or territories

68. With particular reference to the situation in Rakhine State, the independent international fact-finding mission on Myanmar concluded that Myanmar incurred State responsibility under the prohibition against genocide and crimes against humanity, as well as for other violations of international human rights law and international humanitarian law. ¹⁶⁰ It also emphasized that the circumstances and context of the "clearance operations" against the Rohingya that began on 25 August 2017 gave rise to an inference of genocidal intent, and that those attacks were pre-planned and reflected a well-developed and State-endorsed policy aimed at the Rohingya. ¹⁶¹

- 69. The independent international fact-finding mission on Myanmar concluded earlier that, considering that non-international armed conflicts had been ongoing in Kachin and Shan States and in Rakhine State since at least August 2017, much of the conduct amounting to crimes against humanity would also satisfy the war crime elements of murder, torture, cruel treatment, outrages upon personal dignity, attacking civilians, displacing civilians, pillaging, attacking protected objects, taking hostages, and sentencing or execution without due process, as well as rape, sexual slavery and sexual violence. ¹⁶² Certain acts committed by ethnic armed organizations and the Arakan Rohingya Salvation Army may also constitute war crimes. ¹⁶³ Other mechanisms reached similar conclusions on the possible commission of international crimes. ¹⁶⁴
- 70. On 23 January 2020, the International Court of Justice unanimously ordered Myanmar, in accordance with its obligations under the Convention on the Prevention and Punishment of the Crime of Genocide, to take all measures within its power, in relation to the members of the Rohingya group in its territory, to prevent the commission of acts within the scope of article 2 of the Convention. The Court also ordered Myanmar to ensure that its military, as well as any irregular armed units directed or supported by it and any organizations and persons subject to its control, did not commit such acts, and that they did not conspire to commit genocide, nor directly and publicly incite genocide, nor attempt to commit genocide, nor be complicit in it. The Court also ordered Myanmar to ensure the preservation of evidence related to allegations of acts within the scope of the Convention. ¹⁶⁵ The Secretary-General ¹⁶⁶ and the United Nations High Commissioner for Human Rights ¹⁶⁷ welcomed the Order of the International Court of Justice.

Notes

- Tables containing information on the scope of international obligations and cooperation with international human rights mechanisms and bodies for Myanmar will be available at www.ohchr.org/EN/HRBodies/UPR/Pages/MMIndex.aspx.
- ² For relevant recommendations, see A/HRC/31/13, paras. 143.1–143.14, 143.50–143.52, 143.9–144.27, 144.31–144.45, 144.62, 145.1–145.6 and 145.9.
- ³ A/HRC/43/18, para. 47 (a).
- ⁴ A/74/342, para. 67 (a); CEDAW/C/MMR/CO/4-5, para. 52; and CRPD/C/MMR/CO/1, para. 10.
- ⁵ United Nations country team submission for the universal periodic review of Myanmar.
- ⁶ UNESCO submission for the universal periodic review of Myanmar.
- Remarks of the Secretary-General to the Security Council on Myanmar, as delivered, 28 August 2018, available at www.un.org/sg/en/content/sg/statement/2018-08-28/secretary-generals-remarks-security-council-myanmar-delivered.
- ⁸ A/HRC/43/59, para. 2.
- ⁹ A/HRC/43/18, para. 47 (r).
- ¹⁰ A/74/342, para. 67 (j).
- For relevant recommendations, see A/HRC/31/13, paras. 143.16–143.21, 143.25–143.49, 143.84–143.85, 144.29–144.31 and 145.7.
- ¹² A/HRC/43/18, para. 43.
- ¹³ United Nations country team submission.
- ¹⁴ A/74/342, para. 7.
- 15 Ibid.
- A/HRC/43/18, para. 47 (e); CEDAW/C/MMR/CO/4-5, para. 17; CRPD/C/MMR/CO/1, para. 64 (a); and United Nations country team submission.
- ¹⁷ A/HRC/43/18, para. 47 (e).
- ¹⁸ CEDAW/C/MMR/CO/4-5, para. 17.
- ¹⁹ For relevant recommendations, see A/HRC/31/13, paras. 143.23–143.24, 143.60–143.63, 144.52–144.53, 144.86, 145.1, 145.12–145.21 and 145.29–145.30.
- ²⁰ A/HRC/43/18, para. 14.
- ²¹ DP/DCP/MMR/2, para. 7.
- ²² A/HRC/43/18, para. 47 (b).
- ²³ Ibid., para. 47 (c).
- ²⁴ A/HRC/43/59, para. 13.
- ²⁵ A/HRC/43/18, para. 36.
- ²⁶ For relevant recommendations, see A/HRC/31/13, paras. 143.123–143.124 and 144.88.
- ²⁷ A/HRC/43/59, para. 20.

- ²⁸ See, for example, A/74/342, paras. 8–9; A/HRC/43/59, para. 31; and A/74/342, paras. 13–14.
- ²⁹ A/HRC/43/59, para. 21.
- ³⁰ Ibid., para. 39.
- ³¹ A/HRC/43/18, para. 47 (i).
- ³² Ibid., para. 37.
- ³³ Ibid., para. 32.
- 34 DP/DCP/MMR/2, para. 7.
- 35 A/HRC/42/50, para. 8.
- ³⁶ For relevant recommendations, see A/HRC/31/13, paras. 144.8 and 144.82.
- ³⁷ A/74/342, para. 29.
- ³⁸ For relevant recommendations, see A/HRC/31/13, paras. 143.26, 143.64, 144.55–144.61, 144.63–144.64 and 145.22–145.23.
- ³⁹ A/HRC/42/50, para. 30.
- ⁴⁰ A/HRC/43/59, para. 15; see also paras. 16–19.
- ⁴¹ A/74/342, para. 38.
- ⁴² A/HRC/32/18, paras. 4 and 32–34; and A/HRC/39/64, para. 61.
- ⁴³ For relevant recommendations, see A/HRC/31/13, paras. 143.65, 143.77–143.82, 143.84–143.86, 144.65–144.71, 144.73–144.76 and 145.28.
- ⁴⁴ A/HRC/43/18, para. 20.
- ⁴⁵ A/74/342, para. 27.
- ⁴⁶ CEDAW/C/MMR/CO/4-5, para. 19 (c); and A/HRC/32/18, para. 80 (b).
- ⁴⁷ A/HRC/40/37, para. 59.
- ⁴⁸ A/HRC/43/18, para. 19.
- ⁴⁹ CEDAW/C/MMR/CO/EP/1, para. 34; General Assembly resolution 74/246; S/PRST/2017/22; and Human Rights Council resolution 39/2.
- 50 A/HRC/43/59, para. 7. See also A/74/342, para. 59.
- ⁵¹ United Nations country team submission, p. 2.
- ⁵² A/HRC/45/5, para. 24.
- ⁵³ A/HRC/43/18, para. 47 (p); see also paras. 40–41.
- ⁵⁴ Ibid., para. 45; see also para. 47 (q).
- ⁵⁵ A/HRC/43/59, para. 78 (a).
- ⁵⁶ For relevant recommendations, see A/HRC/31/13, paras. 143.88–143.103, 144.79–144.84, 145.31–145.40 and 145.64.
- ⁵⁷ A/HRC/32/18, paras. 21–22.
- ⁵⁸ A/HRC/43/18, para. 17.
- ⁵⁹ Ibid., para. 47 (o).
- 60 A/HRC/43/59, para. 10.
- ⁶¹ United Nations country team submission.
- 62 A/74/342, para. 20.
- ⁶³ A/HRC/42/50, para. 73.
- 64 A/74/342, para. 19.
- 65 Ibid., para. 17. See also A/HRC/42/50, para. 70; and Human Rights Council resolution 42/3.
- ⁶⁶ A/74/342, para. 24. See also A/HRC/43/59, para. 9.
- 67 A/HRC/43/59, para. 12.
- ⁶⁸ United Nations country team submission.
- ⁶⁹ For relevant recommendations, see A/HRC/31/13, paras. 143.74–143.76.
- ⁷⁰ CEDAW/C/MMR/CO/4-5, paras. 28–29 (a).
- ⁷¹ Ibid., para. 29 (b).
- ⁷² Ibid., para. 29 (c).
- ⁷³ A/74/342, paras. 48, 50 and 68 (k); and A/HRC/43/18, para. 47 (j).
- ⁷⁴ For the relevant recommendation, see A/HRC/31/13, para. 144.78.
- ⁷⁵ A/HRC/43/59, para. 27.
- ⁷⁶ Ibid., para. 29.
- ⁷⁷ For relevant recommendations, see A/HRC/31/13, paras. 143.5 and 143.9.
- ⁷⁸ A/HRC/43/59, para. 36.
- ⁷⁹ International Labour Organization (ILO), Decent Work Diagnostic Report: Myanmar's Progress and Challenges, p. 26.
- 80 Ibid., p. 57.
- 81 A/HRC/32/18, para. 48.
- ⁸² A/HRC/43/59, para. 36; A/74/342, para. 39; and A/HRC/42/50, para. 48.
- 83 See www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-yangon/documents/publication/wcms_677591.pdf.
- ⁸⁴ For relevant recommendations, see A/HRC/31/13, paras. 143.30, 143.35, 143.86 and 143.108.

- 85 ILO, Decent Work Diagnostic Report: Myanmar's Progress and Challenges, p. 49.
- ⁸⁶ For relevant recommendations, see A/HRC/31/13, paras. 143.22, 143.35–143.37, 143.87, 143.104 and 143.109.
- ⁸⁷ A/HRC/43/59, para. 22; see also para. 26. With regard to progress on the implementation of the 2016 national land use policy, see also A/74/342, para. 15.
- 88 A/HRC/43/59, para. 23.
- 89 A/HRC/43/18, para. 47 (h).
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- Food and Agriculture Organization of the United Nations, "FAO country programming framework for Myanmar 2017–2022", para. 4.
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- ⁹³ For relevant recommendations, see A/HRC/31/13, paras. 143.105–143.112.
- 94 A/71/361, para. 78.
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- ⁹⁶ See the compilation of all recommendations, available from www.ohchr.org/EN/HRBodies/HRC/RegularSessions/session42/Pages/ListReports.aspx, paras. 27 and 67.
- ⁹⁷ CEDAW/C/MMR/CO/4-5, para. 39 (b), (c) and (e).
- ⁹⁸ For relevant recommendations, see A/HRC/31/13, paras. 143.113–143.117.
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- ¹⁰⁰ United Nations country team submission.
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- ¹⁰⁹ Ibid., para. 15 (a).
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- ¹¹¹ United Nations country team submission.
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- See the report on sexual and gender-based violence in Myanmar and the gendered impact of its ethnic conflicts, available from www.ohchr.org/EN/HRBodies/HRC/RegularSessions/session42/Pages/ListReports.aspx, para. 255.

See www.un.org/sexualviolenceinconflict/press-release/one-year-into-the-rohingya-crisis-special-representative-patten-calls-for-accountability-for-sexual-violence-crimes/; A/HRC/43/18, para. 24,

- A/HRC/40/37, para. 15; and CEDAW/C/MMR/CO/EP/1, paras. 36, 42 and 56.
- 117 CEDAW/C/MMR/CO/EP/1, para. 63 (a).118 A/HRC/43/18, para. 23.
- ¹¹⁹ Ibid.
- ¹²⁰ A/HRC/32/18, para. 37.
- ¹²¹ For relevant recommendations, see A/HRC/31/13, paras. 143.15, 143.25, 143.72–143.73, 143.83, 143.109, 144.54, 144.77 and 145.25.
- ¹²² United Nations country team submission.
- 123 CEDAW/C/MMR/CO/EP/1, para. 24.
- ¹²⁴ A/HRC/39/64, para. 39.
- ¹²⁵ A/74/342, para. 4.
- ¹²⁶ ILO, Decent Work Diagnostic Report: Myanmar's Progress and Challenges, p. 30.
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- ¹⁵⁴ A/HRC/32/18, para. 26.
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- ¹⁵⁹ General Assembly resolution 74/246; and Human Rights Council resolution 42/3.
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- ¹⁶¹ Ibid., para. 23.
- A/HRC/39/64, para. 89. For more details on ethnic armed organizations, see also, from the independent international fact-finding mission on Myanmar: A/HRC/42/50, paras. 53 and 61; and A/HRC/32/18, paras. 58–59.
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