

**Joint Submission to the UN Special Rapporteur for Myanmar: conference paper on
accountability and justice for Myanmar**

***Ensuring urgent access to reparation for survivors of conflict-related sexual violence in
Myanmar through asset repurposing***

January 2026

I. Introduction

1. The Global Survivors Fund (GSF) and REDRESS submit this note to the UN Special Rapporteur on Myanmar as a contribution to his conference paper on “Accountability for grave human rights violations in Myanmar”. Drawing on GSF and REDRESS’ [Myanmar reparation study](#) and other work on Myanmar, including consultations with conflict-related sexual violence survivors of Myanmar, as well as expertise from other relevant reparations contexts, it addresses the Special Rapporteur’s questions 10, 12, 13, and 16. This note is complemented by GSF’s recent policy paper on repurposing perpetrator-linked assets to finance reparations for conflict-related sexual violence survivors and other victims of grave human rights violations in Myanmar ([link](#)).
2. GSF was established in 2019 by Denis Mukwege and Nadia Murad, Nobel Peace Prize laureates 2018. Its mission is to enhance access to reparations for survivors of conflict-related sexual violence around the globe and ensure they receive comprehensive reparative measures addressing their urgent needs in the meantime. GSF’s work is grounded in its unique co-creation model and survivor-centric approach¹.
3. [REDRESS](#) is an international human rights organisation that delivers justice and reparation for survivors of torture, challenges impunity for perpetrators, and advocates for legal and policy reforms to combat torture and provide effective reparations. As part of its work, REDRESS uses litigation and policy advocacy to develop and [implement](#) national legal frameworks that deliver reparations to both individuals and communities. This work includes a project on asset recovery and sanctions as a way to deliver reparation, in the contexts of core international crimes in Myanmar, Syria, and Ukraine, among others.
4. GSF and REDRESS make three main calls to action, each detailed further in the recommendations for the Special Rapporteur in Section II.
 - 1) Call on States and the broader international community to urgently provide interim reparative support for survivors of conflict-related sexual violence and other grave human rights violations in Myanmar – given the absence of near-term prospects for State-led reparations – and to support the establishment of a dedicated reparations mechanism or fund. (Question 16)
 - 2) Call for States, regional bodies, and international organisations to systematically direct assets linked to serious violations into survivor-centred reparations mechanisms for

¹ Global Survivors Fund Annual Report (2024)

Myanmar. This includes (i) frozen, confiscated, forfeited, or otherwise immobilised private or sovereign assets associated with perpetrators, corporate enablers, sanctions breaches, or any proceeds derived from such assets; and (ii) corporate remedy outcomes secured through judicial and other mechanisms where corporate conduct contributed to harm. (Questions 12 and 10)

- 3) Urge States, UN entities, civil society, and pro-democracy actors to ensure survivors, as rights holders, can co-create or otherwise meaningfully participate in all stages of the reparations process, including in the design and delivery of interim reparative measures, development of reparations laws and policies, and design of future survivor-centred reparations mechanisms or funds. (Question 13)

II. Recommendations

Recommendation 1) for States and the broader international community: urgently provide interim reparative support for survivors of Myanmar's conflict-related sexual violence and other grave human rights violations and establish a dedicated reparations mechanism/ fund

5. As rights holders, victims of conflict-related sexual violence and other gross human rights violations are entitled to adequate, prompt, and effective reparation through judicial and administrative remedies². Too often, the only path to reparation is through judicial proceedings, which exclude many survivors and leave others waiting for decades. However, administrative reparation mechanisms can provide timely survivor-centered reparation to large numbers of victims, including children, through accessible, streamlined processes, without awaiting formal justice proceedings.
6. In Myanmar, urgent reparation needs to be provided as survivors of conflict-related sexual violence have consistently highlighted immediate needs for reparation to address the harms they have suffered – a call that has long remained unmet. Displaced survivors have stressed their urgent needs for psychological care, shelter, livelihoods, and medical assistance to live independently with dignity³, with Rohingya survivors also underscoring the need for restoration of property and recognition of citizenship⁴. Survivors inside Myanmar have

² For instance: article 8 of the Universal Declaration of Human Rights; article 2 of the International Covenant on Civil and Political Rights; article 14 of the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; article 39 of the Convention on the Rights of the Child; article 7 of the African Charter on Human and Peoples' Rights; article 25 of the American Convention on Human Rights; article 13 of the Convention for the Protection of Human Rights and Fundamental Freedoms; article 7 of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women; articles VIII and XI of the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in African.

³ Global Survivors Fund, "Asia Regional Survivors' Exchange: Building Solidarity and Shaping Joint Advocacy," July 2025, <https://www.globalsurvivorsfund.org/latest/articles/asia-regional-survivors-exchange-building-solidarity-and-shaping-joint-advocacy/>; internal notes from discussions among Myanmar survivor groups during Asia Regional Survivors' Exchange, 19–20 June 2025, Bangkok, Thailand.

⁴ Consultations undertaken by Global Survivors Fund, in partnership with Asia Justice and Rights, in Cox's Bazar in November 2025 with Rohingya conflict-related sexual violence survivors.

requested safe access to medical and psychological care, financial support for travel to receive care, livelihood support, and legal services⁵.

7. Consequences of delayed reparations are clear, as no survivors have yet accessed any State-led reparation measures despite thorough documentation of conflict-related sexual violence over the last three decades⁶, exacerbating trauma and harm. Many survivors emphasise long-term psychological effects⁷ and are frequently rejected by families and wider communities, forcing many to relocate and lose their livelihoods⁸. Harms are also intergenerational: child survivors and children of survivors have lost access to education by being excluded from school or due to displacement; in some cases, girls in Kachin State who have been raped were reportedly no longer accepted at school⁹.
8. Given the current political and security context, establishing a State-led administrative reparation programme in Myanmar remains elusive in the immediate future. Likewise, judicial reparations that might be ordered by international justice mechanisms such as the International Criminal Court, the International Court of Justice, or even by national courts through universal jurisdiction remain a distant prospect and are inaccessible to many survivors.
9. However, this does not preclude meaningful reparative measures in the interim. In recent years, the practice of *interim reparative measures*, supported by GSF, has been deployed in multiple conflict-affected contexts, including Guinea, the Democratic Republic of Congo, Iraq, Türkiye, Timor-Leste, the Central African Republic, and Ukraine, among others¹⁰. These measures – co-created with survivors and civil society – provide urgent recognition of harm and survivor-centred support where duty-bearers are unwilling or unable to act. They complement (without replacing) the State's reparation obligations by informing the design of future State-led programmes, helping lay foundations for formal reparations¹¹.
10. In Myanmar, GSF and REDRESS' reparation study indicates a feasible opening for interim reparative measures. Many organisations interviewed already support conflict-related sexual violence survivors; while these efforts are not consistently framed in reparative terms, there is a strong interest in receiving training to apply a reparative lens, and, where feasible, deliver interim measures. This indicates survivor demand and civil society actors' readiness to pursue interim reparative measures, potentially alongside pro-democracy actors to strengthen recognition.

11. **The Special Rapporteur is invited to:**

⁵ Global Survivors Fund and REDRESS, *Beyond Survival: Myanmar Study on Opportunities for Reparations for Survivors of Conflict-Related Sexual Violence* (March 2023)

⁶ Same as footnote 5, p.24 - 25

⁷ Same as footnote 5, p.28 - 29

⁸ Same as footnote 5, p.29 - 30; *Unheard Voices – Qualitative Research on Conflict-Related Sexual Violence in Myanmar* (June 2022), 92–95 (social stigma, family and community rejection, forced relocation, and socio-economic impacts)

⁹ Same as footnote 5, p.31 - 32

¹⁰ Refer to Global Survivors Fund Annual Report (2024) for country contexts; Where States are not yet acting to provide reparations, GSF supports "interim reparative measures" – designed, implemented, evaluated and monitored with survivors and civil society – to acknowledge and address the urgent harms suffered by survivors. This is distinct from humanitarian assistance: it centres survivors as rights-holders, not mere beneficiaries, who shape priorities, design, and delivery, grounded in recognition of their agency and the wrongs suffered.

¹¹ In Ukraine, a State-backed initiative with the Global Survivors Fund and civil society in 2024 provided interim compensation while shaping national legislation and developing trauma-sensitive survivor registration models, illustrating how urgent interim measures can lay the groundwork for eventual State-led comprehensive reparations.

- **Call on States, regional bodies, UN entities, and civil society actors to treat interim reparative measures as an urgent priority for survivors of conflict-related sexual violence and other gross violations in Myanmar, recognising that prolonged absence of reparations has exacerbated harm, including intergenerational harms.**
- **Call on States, UN entities, and relevant regional bodies to support the prompt establishment of a dedicated, survivor-centred reparations mechanism/fund for Myanmar to finance and deliver interim reparative measures for survivors in Myanmar and in displacement.**

**Recommendation 2) for States, regional bodies, and international organisations:
Systematically repurpose perpetrator-linked assets and associated monies to finance reparations for victims and survivors**

12. In Myanmar, the use of State budgets for administrative reparations programmes is implausible in the current context, and international financing is constrained given suspended engagement with the junta¹² and a shrinking aid environment¹³. Yet significant perpetrator and enabler-linked resources sit outside Myanmar and remain under-utilised for victim-centred purposes, including assets and proceeds of perpetrators and enablers of human rights abuse that are identified, frozen, and confiscated through sanctions enforcement and corporate accountability proceedings¹⁴.
13. This approach reflects a victim-centred logic embedded in the UN Basic Principles and Guidelines on the Right to a Remedy and Reparation (GA resolution 60/147), which affirm States' duties to secure victims' equal and effective access to justice – "irrespective of who may ultimately be the bearer of responsibility for the violation" – and to provide adequate, effective and prompt reparation¹⁵. In contexts like Myanmar, where perpetrators' assets and enforcement capacity are dispersed across borders, third-State and regional measures become essential to translating that entitlement into practice.
14. Recent European Union (EU) reforms strengthen this pathway. While past Myanmar-related sanctions violations have not been adequately enforced, or their confiscated assets and fines flowing into State accounts rather than to victims, EU's new Directives 2024/1226 and 2024/1260 require Member States to criminalise sanctions breaches, improve tracing and confiscation, and enable the public-interest use of confiscated property. These tools could support victim-oriented mechanisms linked to Myanmar sanctions enforcement. Myanmar's frozen sovereign assets also constitute a significant pool of funds that could, where legally permissible, be channeled toward victim-centred mechanisms. About 1 billion USD of

¹² World Bank, "Developments in Myanmar" (Statement, 19 February 2021); World Bank, *Myanmar Overview* (updated 8 October 2024)

¹³ OCHA Myanmar Humanitarian Update No. 50, 17 November 2025 (stating that the 2025 Humanitarian Needs and Response Plan is only 15 per cent funded)

¹⁴ UN Special Rapporteur on Myanmar, "The Billion Dollar Death Trade: The International Arms Networks that Enable Human Rights Violations in Myanmar," Conference Room Paper A/HRC/53/CRP.4, 17 May 2023.

¹⁵ UN General Assembly Resolution 60/147 (16 December 2005) annex, Basic Principles and Guidelines

Myanmar's government reserves are immobilised in the United States¹⁶ and hundreds of millions of euro payments reportedly kept in restricted accounts in the EU¹⁷, while emerging precedents in the US and EU for directing immobilised Russian sovereign assets or their profits/interests for Ukraine's recovery (including the 2024 REPO Act and the EU) points to a potential model.

15. Accountability should extend to corporate actors whose business activities contributed to atrocities, including through negligence or failures in human rights due diligence. International standards, including the United Nations Guiding Principles on Business and Human Rights (2011), increasingly expect States to enable remedies where corporations within their jurisdiction cause or contribute to harms¹⁸. The OECD Guidelines likewise require States to maintain State-based grievance mechanisms to handle complaints and facilitate remedies¹⁹. The pending OECD complaint against Meta in the US illustrates these links; Meta has itself acknowledged it did not do enough²⁰ to prevent its platform from being used to incite offline violence. Where responsibility is established, remedial outcomes may include reparative measures such as compensation, rehabilitation, apologies, and guarantees of non-repetition.
16. **The Special Rapporteur is invited to:**
 - **Call on States and regional bodies to (i) systematically identify, trace, freeze or seize for the purpose of eventual confiscation/forfeiture Myanmar-linked assets and proceeds linked to perpetrators, associates, corporate enablers, or sanctions breaches; and (ii) operationalise existing lawful pathways or design such pathways so confiscated assets and income derived from them can be channelled into survivor-centred reparations mechanisms rather than absorbed into general revenues.**
 - **Encourage the EU and its Member States to implement the strengthened sanctions enforcement frameworks so that confiscated Myanmar-linked assets and proceeds can be put to public-interest, victim-centred use, including through contributions to survivor-centred reparations.**
 - **Call on States and regional bodies to strengthen corporate accountability pathways, including through national courts and non-judicial mechanisms, to secure remedy for corporate links to human rights abuses in Myanmar, channelling outcomes into survivor-centred reparations mechanisms.**

Recommendation 3) for States, UN entities, civil society, and pro-democracy actors: to ensure survivors, as rights-holders, can co-create or otherwise meaningfully participate in all aspects of transitional justice and reparations processes

¹⁶ The White House 2021, "Fact Sheet: Biden–Harris Administration Actions in Response to the Coup in Burma," 11 February 2021.

¹⁷ UN Special Rapporteur on Myanmar, "The Billion Dollar Death Trade: The International Arms Networks that Enable Human Rights Violations in Myanmar," Conference Room Paper A/HRC/53/CRP.4, 17 May 2023.

¹⁸ United Nations, "Guiding Principles on Business and Human Rights," 2011, Principle 22.

¹⁹ OECD 2018, "OECD Guidelines for Multinational Enterprises," General Policies, paras. 12–13

²⁰ Meta, "An Independent Assessment of the Human Rights Impact of Facebook in Myanmar," November 2018, <https://about.fb.com/news/2018/11/myanmar-hria/>.

17. Any efforts to develop transitional justice and reparations frameworks or interim reparative measures for Myanmar – including by pro-democracy actors – must ensure structured avenues for meaningful survivor participation. As reaffirmed by the UN General Assembly (2024) and demanded by survivors themselves through the Kinshasa Declaration (2014), survivors, as rights-holders, should not only be consulted but instead be considered co-creators of all policies and laws that affect them²¹. Survivors’ perspectives are particularly essential in shaping a comprehensive reparation policy that reflects the full range of harms suffered, adopting an inclusive definition of victims, and establishing accessible, secure, and non-discriminatory victim registry processes for survivors inside Myanmar and in displacement.
18. A dedicated, survivor-centered reparation mechanism is paramount. Where such mechanisms or funds are envisaged, survivors must have the opportunity to meaningfully input into the design and implementation of the fund’s administration structure to ensure legitimacy and effectiveness. These administrative structures - together with transparency and the meaningful inclusion of survivors in shaping them - significantly affect survivors’ trust in reparation mechanisms, as reflected in GSF’s consultations in Cox’s Bazar, Ukraine, and Syria. Their meaningful involvement at every step of the process has also reparative value in itself.
19. **The Special Rapporteur is invited to:**
- **Make an explicit recommendation to States, UN entities, civil society, and pro-democracy actors that any laws, policies, or mechanisms that affect survivors including interim reparative measures, reparations policy development, or future mechanism/fund for Myanmar, must allow survivors to co-create or otherwise meaningfully participate at every stage (design, implementation, monitoring, and evaluation), involving survivors inside Myanmar and in displacement.**

²¹ UN General Assembly, ‘Torture and other cruel, inhuman or degrading treatment or punishment: Note by the Secretary-General’ UN Doc A/79/181 (18 July 2024); and Kinshasa Declaration on Ending Sexual Violence in Conflict and Gender-Based Violence, adopted at the Global Summit to End Sexual Violence in Conflict, Kinshasa, 4 December 2014.