

<b>Country/entity</b>	Myanmar
<b>Region</b>	Asia and Pacific
<b>Agreement name</b>	Union Accord Part I (Pyidaungsu Accord)
<b>Date</b>	29 May 2017
<b>Agreement status</b>	Multiparty signed/agreed
<b>Interim arrangement</b>	Yes
<b>Agreement/conflict level</b>	Intrastate/intrastate conflict

### Myanmar Conflict (1948 - )

Internal conflict, mostly along ethno-political fault lines, has been a constant feature of Myanmar since its independence in 1948. The conflict has two distinct dynamics. First a struggle between an authoritarian government and a pro-democracy opposition which has the characteristics of authoritarian conflicts; and second a struggle between the government and ethnic armed groups which has the characteristics of an identity conflict. The two oldest and strongest militias fighting the government are the Karen National Union (KNU), which has remained active since the late 1940s, and the Kachin Independence Organisation, which was formed in the early 1960s. In total, there are more than a dozen mostly ethnic-based guerrilla groups active throughout the country. Especially in the period of junta dictatorship that lasted until 2011 the government attempted to crush the rebellions, which led to numerous human rights violations. With the start of democratic reforms in the aftermath of the 2010 elections, peace negotiations have taken place and resulted in the signing of various agreements, although conflicts remain active.

Close  
Myanmar Conflict (1948 - )

<b>Stage</b>	Framework/substantive - partial
<b>Conflict nature</b>	Government/territory
<b>Peace process</b>	Myanmar 21st Century Panglong Process

**Parties** Signatories transcribed from original:

Dr Tin Myo Win, Government Coalition Representative

U Tun Tun Hein, Hluttaw Representative

Lieutenant General Maung Win, Representative of the Army

Pado Saw Kw Htoo Win, EAO representative

U Thu Wai, representative of political parties

**Third parties** Witnesses (transcribed from original):

U Hton Phu Da Gon, representative of ethnic groups

U Kyaw Win, representative of government coalition

(reverend?) Sayadaw Talun Kye O, EAO representative

Khun Than Myint, EAO representative

U Tun Aung Kyaw, representative of ethnic political parties

Ming Tun Myaing, representative of political parties

**Description** This agreement was reached as part of the 21st Century Panglong Conference. It sets out broad principles for institutional arrangement of Myanmar: federalism, democracy, and sharing of competences in economic development. The agreement also puts forward principles of equality and non-discrimination, and affirms gender equality in land ownership and management.

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**Agreement document** [MM\\_170529\\_Union Accord Part I.pdf \(opens in new tab\)](#) | [Download PDF](#)

**Agreement document (original language)** [MM\\_170529\\_37 Basic Federal Principles of Union Accord Part 1\\_BU.pdf \(opens in new tab\)](#)

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## **Groups**

### **Children/youth**

Groups→Children/youth→Rhetorical  
Page 3:

Social Sector Agreement  
(May 29,2017)

[...]

(3) To boost the socioeconomic condition and to effectively safeguard the rights and privileges of the aged, the disabled, women and children regardless of the race, religion and wealth.

### **Disabled persons**

Groups→Disabled persons→Rhetorical  
Page 3:

Social Sector Agreement  
(May 29,2017)

[...]

(3) To boost the socioeconomic condition and to effectively safeguard the rights and privileges of the aged, the disabled, women and children regardless of the race, religion and wealth.

### **Elderly/age**

Groups→Elderly/age→Rhetorical  
Page 3:

Social Sector Agreement  
(May 29,2017)

[...]

(3) To boost the socioeconomic condition and to effectively safeguard the rights and privileges of the aged, the disabled, women and children regardless of the race, religion and wealth.

### **Migrant workers**

No specific mention.

**Racial/ethnic/  
national group**

Groups→Racial/ethnic/national group→Anti-discrimination  
Page 3:

Social Sector Agreement  
(May 29,2017)

[...]

(3) To boost the socioeconomic condition and to effectively safeguard the rights and privileges of the aged, the disabled, women and children regardless of the race, religion and wealth.

**Religious groups**

Groups→Religious groups→Anti-discrimination  
Page 3:

Social Sector Agreement  
(May 29,2017)

[...]

(3) To boost the socioeconomic condition and to effectively safeguard the rights and privileges of the aged, the disabled, women and children regardless of the race, religion and wealth.

**Indigenous people**

No specific mention.

**Other groups**

No specific mention.

**Refugees/displaced persons** Groups→Refugees/displaced persons→Substantive  
Page 2:

Social Sector Agreement

(May 29,2017)

- (1) To lay the program systematically that can forge the durable solution for the internally displaced people and refugees due to natural disasters, human activities and armed conflicts without discrimination by following the international norms of human rights.
- (2) To create the conditions for the internally displaced people and refugees due to natural disasters, human activities and armed conflicts to be able to settle and live in their home land or at any other place safely and with due regards.

**Social class** Groups→Social class→Anti-discrimination  
Page 3:

Social Sector Agreement

(May 29,2017)

[...]

- (3) To boost the socioeconomic condition and to effectively safeguard the rights and privileges of the aged, the disabled, women and children regardless of the race, religion and wealth.
-

**Gender**

**Women, girls and gender**

Page 3:

Social Sector Agreement  
(May 29,2017)

[...]

(3) To boost the socioeconomic condition and to effectively safeguard the rights and privileges of the aged, the disabled, women and children regardless of the race, religion and wealth.

Page 3:

Social Sector Agreement  
(29 May 2017)

[...]

3. Defend the fundamental rights of the old, handicapped, women and children without discriminating in race, religion, rich or poor and to work for the development of their social life.

Page 3-4:

Land and natural environmental sector agreement  
(29 May 2017)

[...]

Ownership Right

7. All nationals have a right to own and manage a land in accordance with the land law. Women and men have equal rights.

Management Right

8. Both women and men have equal rights to manage the land ownership matters in accordance with the land law.

**Men and boys**

Gender→Men and boys→Other

Page 3-4:

Land and natural environmental sector agreement  
(29 May 2017)

[...]

Ownership Right

7. All nationals have a right to own and manage a land in accordance with the land law. Women and men have equal rights.

Management Right

8. Both women and men have equal rights to manage the land ownership matters in accordance with the land law.

**LGBTI** No specific mention.

**Family** No specific mention.

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## **State definition**

### **Nature of state (general)**

Page 1-2:

Appendix (A)

Agreement of Principle on Political Sector

(29th May 29, 2017)

Principles to be based in Federalism

1/ The Sovereign Power— The Sovereign Power of the Union is derived from the citizens and is in force in the entire country.

2/ Exercise of Sovereignty— The 3 branches of the sovereign power of the State, namely legislative power, executive power and judicial power are separated to the extent possible, and exert reciprocal control, check and balance among themselves.

3/ Equality— Each ethnic national race is must have equality in politics and race, and simultaneously must have the right to keep, protect and upgrade their languages, literatures, traditions and cultures.

4/ Principle on Federal Union (Organization & Division of Power)

(A) The State must be set up as the Union based on democracy and federalism.

(B) The Union based on democracy and federalism must be formed by Regions and States.

NB Regions and States must have equality. As regards naming, it will be discussed later.

### **State configuration** Page 1-2:

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Agreement of Principle on Political Sector

(29th May 29, 2017)

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(A) The State must be set up as the Union based on democracy and federalism.

(B) The Union based on democracy and federalism must be formed by Regions and States.

NB Regions and States must have equality. As regards naming, it will be discussed later.

**Self determination** Page 1:

1/ Looking forward to non-disintegration of the Union, non-disintegration of national solidarity and perpetuation of the sovereignty, based on freedom, equality and justice, the Union Peace Conference—21st Century Panglong 2nd session was held at Nay Pyi Taw from 24th May 2017 to 29th May 2017 for building up the Union in harmony with the Panglong spirit, based on democracy and federalism which guarantee democracy, national equality and self-determination, in accord with the outcomes of the political dialogues.

**Referendum** No specific mention.

**State symbols** No specific mention.

**Independence/  
secession** No specific mention.

**Accession/  
unification** No specific mention.

**Border delimitation** No specific mention.

**Cross-border  
provision** No specific mention.

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**Governance**

**Political institutions (new or reformed)**

Governance→Political institutions (new or reformed)→General references  
Page 1-2:

Appendix (A)

Agreement of Principle on Political Sector

(29th May 29, 2017)

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(A) The State must be set up as the Union based on democracy and federalism.

(B) The Union based on democracy and federalism must be formed by Regions and States.

NB Regions and States must have equality. As regards naming, it will be discussed later.

(C) Self-administered Regions and self-administered areas are must be organized with the names of national races' names.

(D) The 3 branches of the sovereign power of the State, namely legislative power, executive power and judicial power must be divided and entrusted to the Union, Regions, States and Self-administered Regions and areas. The Constitution must divide legislative powers and associated powers among the State, Regions, States and Self-administered Regions and Areas.

(E) Legislature power, executive power and judicial power must be entrusted to Regions & States. Region and State Hluttaws must be allowed to be set up for exercising legislative power, with Region & State Cabinets for exercising executive power and Region & State Supreme Courts for exercising judicial power in accordance with the authorities conferred upon by the Union Constitution.

(F) Union Government, Region and State Cabinets must have the right of enjoying taxes collected and development projects and resources, according to laws.

(G) Separate and independent tribunal on State Constitution must be set up for dealing with disputes on Constitution among Union and Regions and States or among Regions and States.

(H) Multi-Party Democracy

(A) Multi-Party democratic system must be practised.

(B) Free and fair elections must be held in accord with the prescriptions included in the Constitution.

Governance→Political institutions (new or reformed)→New political institutions  
(indefinite)

Page 2:

Appendix (A)

Agreement of Principle on Political Sector

(29th May 29, 2017)

Principles to be based in Federalism

**Elections**

Page 2:

Appendix (A)

Agreement of Principle on Political Sector

(29th May 29, 2017)

Principles to be based in Federalism

[...]

4/ Principle on Federal Union (Organization & Division of Power)

[...]

(H) Multi-Party Democracy

(A) Multi-Party democratic system must be practised.

(B) Free and fair elections must be held in accord with the prescriptions included in the Constitution.

**Electoral  
commission**

No specific mention.

**Political parties  
reform**

Governance→Political parties reform→Other political parties reform

Page 2:

Appendix (A)

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(29th May 29, 2017)

Principles to be based in Federalism

[...]

4/ Principle on Federal Union (Organization & Division of Power)

[...]

(H) Multi-Party Democracy

(A) Multi-Party democratic system must be practised.

(B) Free and fair elections must be held in accord with the prescriptions included in the Constitution.

**Civil society**

No specific mention.

**Traditional/  
religious leaders**

No specific mention.

**Public  
administration**

No specific mention.

**Constitution**

No specific mention.

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**Power sharing**

**Political power sharing**

No specific mention.



**Territorial power sharing**

Power sharing→Territorial power sharing→Federal or similar sub-divided government  
Page 1:

1/ Looking forward to non-disintegration of the Union, non-disintegration of national solidarity and perpetuation of the sovereignty, based on freedom, equality and justice, the Union Peace Conference—21st Century Panglong 2nd session was held at Nay Pyi Taw from 24th May 2017 to 29th May 2017 for building up the Union in harmony with the Panglong spirit, based on democracy and federalism which guarantee democracy, national equality and self-determination, in accord with the outcomes of the political dialogues.

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(B) The Union based on democracy and federalism must be formed by Regions and States.

NB Regions and States must have equality. As regards naming, it will be discussed later.

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(D) The 3 branches of the sovereign power of the State, namely legislative power, executive power and judicial power must be divided and entrusted to the Union, Regions, States and Self-administered Regions and areas. The Constitution must divide legislative powers and associated powers among the State, Regions, States and Self-administered Regions and Areas.

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(F) Union Government, Region and State Cabinets must have the right of enjoying taxes collected and development projects and resources, according to laws.

(G) Separate and independent tribunal on State Constitution must be set up for dealing with disputes on Constitution among Union and Regions and States or among Regions and States.

(H) Multi-Party Democracy

(A) Multi-Party democratic system must be practised.

(B) Free and fair elections must be held in accord with the prescriptions included in the Constitution.

**Economic power sharing**

Power sharing→Economic power sharing→Sharing of resources  
Page 2:

Policy and Agreement on Economic Sector  
(29 May 2017)  
Basic principles for Federal Economy

[...]

4. To allocate the national budget in a fair and equitable manner in accordance with the Constitution between the Union Government and Regions and States Governments and Governments of Self-administered Regions/ Zones.

Power sharing→Economic power sharing→Fiscal federalism  
Page 2:

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Agreement of Principle on Political Sector

(29th May 29, 2017)  
Principles to be based in Federalism

4/ Principle on Federal Union (Organization & Division of Power)

(F) Union Government, Region and State Cabinets must have the right of enjoying taxes collected and development projects and resources, according to laws.

Page 2:

Policy and Agreement on Economic Sector  
(29 May 2017)  
Basic principles for Federal Economy

1. Effective implementation of market economy

(a) To draw firm policy, law , by-law, rules and regulations at every level such as Union, Regions and States and Self-administered Regions/Zones and promulgate them in order to be able to implement the market economy effectively.

Remark: The governing body of self-administered Regions and Zones has to carry out if there appears policy, laws, by-laws, rules and regulations which they have rights to draw and promulgate.

[...]

3. To take necessary actions to provide equal opportunities for the economic development in the respective Union, Regions and States and self-administered Regions/ Zones.

4. To allocate the national budget in a fair and equitable manner in accordance with the Constitution between the Union Government and Regions and States Governments and Governments of Self-administered Regions/ Zones.

5. To share the management rights in economic affairs among the Union Government, Regions and States Governments and Governments of Self-administered Regions/ Zones in accordance with the Constitution.

**Military power sharing**

No specific mention.

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## Human rights and equality

### Human rights/RoL general

Land and natural environmental sector agreement  
(29 May 2017)

[...]

4. Include human rights, international, democracy and federal system norms in drawing up land policy.

**Bill of rights/similar** No specific mention.

**Treaty incorporation** No specific mention.

**Civil and political rights** No specific mention.

**Socio-economic rights** Human rights and equality→Socio-economic rights→Property  
Page 3-4:

Land and natural environmental sector agreement  
(29 May 2017)

[...]

Ownership Right

7. All nationals have a right to own and manage a land in accordance with the land law. Women and men have equal rights.

Management Right

8. Both women and men have equal rights to manage the land ownership matters in accordance with the land law.

Human rights and equality→Socio-economic rights→Cultural life

Page 1:

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(29th May 29, 2017)

Principles to be based in Federalism

[...]

3/ Equality— Each ethnic national race is must have equality in politics and race, and simultaneously must have the right to keep, protect and upgrade their languages, literatures, traditions and cultures.



**Rights related issues**

**Citizenship**

No specific mention.

**Democracy**

Page 1:

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Principles to be based in Federalism

4/ Principle on Federal Union (Organization & Division of Power)

(A) The State must be set up as the Union based on democracy and federalism.

(B) The Union based on democracy and federalism must be formed by Regions and States.

Page 3:

Land and natural environmental sector agreement

(29 May 2017)

[...]

4. Include human rights, international, democracy and federal system norms in drawing up land policy.

**Detention procedures** No specific mention.

**Media and communication** No specific mention.

**Mobility/access** No specific mention.

**Protection measures** No specific mention.

**Other** Page 2:

Social Sector Agreement  
(May 29,2017)

(1) To lay the program systematically that can forge the durable solution for the internally displaced people and refugees due to natural disasters, human activities and armed conflicts without discrimination by following the international norms of human rights.

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Land and natural environmental sector agreement  
(29 May 2017)

[...]

4. Include human rights, international, democracy and federal system norms in drawing up land policy.

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## **Rights institutions**

**NHRI** No specific mention.

**Regional or international human rights institutions** No specific mention.

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## **Justice sector reform**

**Criminal justice and emergency law** No specific mention.

**State of emergency provisions** No specific mention.



**Judiciary and courts**

Page 2:

Appendix (A)

Agreement of Principle on Political Sector

(29th May 29, 2017)

Principles to be based in Federalism

[...]

4/ Principle on Federal Union (Organization & Division of Power)

[...]

(G) Separate and independent tribunal on State Constitution must be set up for dealing with disputes on Constitution among Union and Regions and States or among Regions and States.

**Prisons and detention**

No specific mention.

**Traditional Laws**

No specific mention.

**Socio-economic reconstruction**

**Development or socio-economic reconstruction**

Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development

Page 2:

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(29th May 29, 2017)

Principles to be based in Federalism

4/ Principle on Federal Union (Organization & Division of Power)

(F) Union Government, Region and State Cabinets must have the right of enjoying taxes collected and development projects and resources, according to laws.

Page 2:

Policy and Agreement on Economic Sector

(29 May 2017)

Basic principles for Federal Economy

1. Effective implementation of market economy

(a) To draw firm policy, law, by-law, rules and regulations at every level such as Union, Regions and States and Self-administered Regions/Zones and promulgate them in order to be able to implement the market economy effectively.

Remark: The governing body of self-administered Regions and Zones has to carry out if there appears policy, laws, by-laws, rules and regulations which they have rights to draw and promulgate.

(b) To target to alleviate the poverty, to raise the living standard of the people, to narrow down the socioeconomic gap between the rich and the poor and finally aim to achieve sustainable development in promoting the private sector of national economy in line with the policy, law and by-law already set before.

(c) To deter economic transactions that will shed bad effect on the national interests in accordance with the law.

2. To promulgate the law that will deter the monopolization of economy by a person or an organization.

3. To take necessary actions to provide equal opportunities for the economic development in the respective Union, Regions and States and self-administered Regions/Zones.

4. To allocate the national budget in a fair and equitable manner in accordance with the Constitution between the Union Government and Regions and States Governments and Governments of Self-administered Regions/ Zones.

5. To share the management rights in economic affairs among the Union Government, Regions and States Governments and Governments of Self-administered Regions/ Zones in accordance with the Constitution.

6. To formulate and implement short-term, medium-term and long-term economic projects with transparency, accountability and responsibility.

Page 3:

Principles for Regional Development

(1) To draw and implement the Regional Comprehensive Development Plans by coordinating among the Union Government and Regions and States Governments and Governments of Self-administered Regions/ Zones for the development of human

**National economic plan** No specific mention.

**Natural resources** Page 3-4:

Land and natural environmental sector agreement  
(29 May 2017)

[...]

Preventive Program

10. To aim toward protecting and maintaining the natural environment and preventing damage and destruction of lands that were social, cultural, historical heritages and treasured by ethnic nationals.

**International funds** No specific mention.

**Business** No specific mention.

**Taxation** Socio-economic reconstruction→Taxation→Power to tax  
Page 2:

Appendix (A)

Agreement of Principle on Political Sector

(29th May 29, 2017)

Principles to be based in Federalism

4/ Principle on Federal Union (Organization & Division of Power)

(F) Union Government, Region and State Cabinets must have the right of enjoying taxes collected and development projects and resources, according to laws.

**Banks** Socio-economic reconstruction→Banks→International finance  
Page 3:

Principles for Regional Development

[...]

(2) To draw the suitable plans and programs that can attract domestic and international investment in compliance with the prevailing law and implement it for the socioeconomic development of Regions and States and Self-administered Regions/ Zones.

## **Land, property and environment**

**Land reform/rights** Land, property and environment→Land reform/rights→Land reform and management  
Page 3-4:

Land and natural environmental sector agreement  
(29 May 2017)

1. A countrywide land policy that is balanced and support people centered long-term durable development.
2. Based on justice and appropriateness
3. A policy that reduce central control
4. Include human rights, international, democracy and federal system norms in drawing up land policy.
5. Policy on land matter should be transparent and clear.
6. In setting up policy for land development, the desire of the local people is a priority and the main requirements of the farmers must be facilitated.

Ownership Right

7. All nationals have a right to own and manage a land in accordance with the land law. Women and men have equal rights.

Management Right

8. Both women and men have equal rights to manage the land ownership matters in accordance with the land law.
9. If the land right granted for an original reason is not worked on in a specified period, the nation can withdraw the granted right and concede it to a person who will actually do the work.

Preventive Program

10. To aim toward protecting and maintaining the natural environment and preventing damage and destruction of lands that were social, cultural, historical heritages and treasured by ethnic nationals.

**Pastoralist/  
nomadism rights**

No specific mention.

**Cultural heritage** Land, property and environment→Cultural heritage→Tangible  
Page 3-4:

Land and natural environmental sector agreement  
(29 May 2017)

[...]

Preventive Program

10. To aim toward protecting and maintaining the natural environment and preventing damage and destruction of lands that were social, cultural, historical heritages and treasured by ethnic nationals.

Land, property and environment→Cultural heritage→Other  
Page 1:

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[...]

3/ Equality— Each ethnic national race is must have equality in politics and race, and simultaneously must have the right to keep, protect and upgrade their languages, literatures, traditions and cultures.

**Environment** Page 3-4:

Land and natural environmental sector agreement  
(29 May 2017)

[...]

Preventive Program

10. To aim toward protecting and maintaining the natural environment and preventing damage and destruction of lands that were social, cultural, historical heritages and treasured by ethnic nationals.

**Water or riparian rights or access** No specific mention.

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**Security sector**

**Security Guarantees** No specific mention.

**Ceasefire** No specific mention.

<b>Police</b>	No specific mention.
<b>Armed forces</b>	No specific mention.
<b>DDR</b>	No specific mention.
<b>Intelligence services</b>	No specific mention.
<b>Parastatal/rebel and opposition group forces</b>	No specific mention.
<b>Withdrawal of foreign forces</b>	No specific mention.
<b>Corruption</b>	No specific mention.
<b>Crime/organised crime</b>	No specific mention.
<b>Drugs</b>	Page 3:  Social Sector Agreement (May 29,2017)  [...]  4. Setup programs as national duty to effectively prevent and eradicate matters relating to narcotic considered to be a national, political, security and rule of law problem.
<b>Terrorism</b>	No specific mention.

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## **Transitional justice**

<b>Transitional justice general</b>	No specific mention.
<b>Amnesty/pardon</b>	No specific mention.
<b>Courts</b>	No specific mention.
<b>Mechanism</b>	No specific mention.

<b>Prisoner release</b>	No specific mention.
<b>Vetting</b>	No specific mention.
<b>Victims</b>	No specific mention.
<b>Missing persons</b>	No specific mention.
<b>Reparations</b>	No specific mention.
<b>Reconciliation</b>	No specific mention.

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## **Implementation**

**UN signatory** No specific mention.

**Other international signatory** No specific mention.

**Referendum for agreement** No specific mention.

**International mission/force/similar** No specific mention.

**Enforcement mechanism** No specific mention.

**Related cases** No specific mention.

**Source** Original language version can be found at: <https://www.ncaseao.org/book-detail/union-accord-part-1-and-part-2>

Translation was accessed from: <https://www.gnlm.com.mm/37-points-signed-as-part-of-pyidaungsu-accord/>

Also available at: <https://www.burmalibrary.org/sites/burmalibrary.org/files/obl/docs23/GNLM2017-05-30-red.pdf> (accessed on June 2nd 2022).

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