

Country/entity	Myanmar
Region	Asia and Pacific
Agreement name	Union Accord Part III (Pyidaungsu Accord)
Date	21 Aug 2020
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes
Agreement/conflict level	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 -)

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

Parties

Dr. Tin Myo Win
Representative of the Government Group

Dr. May Win Myint
Representative of the Hluttaw Group

Lt-Gen Tin Maug Win
Representative of the Tatmadaw Group

Lian Hmung Sakhong
Representative of the Ethnic Armed Organization Group

U Thu Wai
Representative of the Political Parties Group

U Htone Phoo Dagon
Ethnic Representative Government Group

U Kyaw Win
Relevant Representative of the Government Group

Kya Sha Mwe
Ethnic Representative Ethnic Armed Organization Group

Daw Khin Ma Ma Myo
Relevant Representative of Ethnic Armed Organization Group

U Zein Khan Ram
Ethnic Representative Political Parties Group

Nang Aye Aye Thwe
Relevant Representative of the Political Parties Group

Third parties

-

Description

This agreement between the government, the military, and ethnic armed organisations sets core principles which the implementation of the National Ceasefire Agreement is to follow, including: democracy, federalism, cultural, religious, and language rights of ethnic groups.

Agreement document

[MM_200821_Union_Accord_Part_III_tr.pdf \(opens in new tab\)](#) | [Download PDF](#)

Agreement document (original language)

[MM_200821_Union_Accord_Part_III.pdf \(opens in new tab\)](#)

Groups

Children/youth No specific mention.

Disabled persons No specific mention.

Elderly/age No specific mention.

Migrant workers No specific mention.

**Racial/ethnic/
national group** Groups→Racial/ethnic/national group→Rhetorical
Page 2:
9. To recognize the diversity of the background history, traditions and culture, literature, languages and national characteristics of the ethnic nationalities residing in the Republic of the Union of Myanmar, and collectively establish an icon of the Union by the citizens through a diversity of ethnics and languages.
Groups→Racial/ethnic/national group→Anti-discrimination
Page 2:
2. To prohibit discrimination based on nationality, religion, culture and gender against all the citizens residing in the Union, while ensuring equal rights.
Groups→Racial/ethnic/national group→Other
.

Religious groups Groups→Religious groups→Anti-discrimination
Page 2:
2. To prohibit discrimination based on nationality, religion, culture and gender against all the citizens residing in the Union, while ensuring equal rights.

Indigenous people No specific mention.

Other groups No specific mention.

**Refugees/displaced
persons** No specific mention.

Social class No specific mention.

Gender

**Women, girls and
gender** Page 2:
2. To prohibit discrimination based on nationality, religion, culture and gender against all the citizens residing in the Union, while ensuring equal rights.

Men and boys No specific mention.

LGBTI No specific mention.

Family No specific mention.

State definition

**Nature of state
(general)**

Page 2:

1. To develop the Republic of the Union of Myanmar into a Union based on democracy and federal system that assures democracy, national equality and self-determination through the outcomes of political discussions, with the aim of the non-disintegration of the Union, non-disintegration of national solidarity and perpetuation of sovereignty, based on freedom, equality and justice, and in accordance with the Panglong spirit.

[...]

3. To establish a nation where there is no misuse of religion for political purpose and where politics and religion are separated from each other.

Page 3:

12. (a) It is agreed to establish a Union based on democracy and federal system towards the realization of sustainable peace through bilateral coordination of the post-2020 stage-by-stage work programmes and step-by-step implementations adopted by the Union Peace Conference – the 21st Century Panglong.

Page 3, Stage by Stage work programmes and step by step implementation [table]

Table column 1: ‘ Establishment of Union based on democracy and federal system; (Stage-1) Formulating principles for Union based on democracy and federal system; (Stage-2) Implementing Union based on democracy and federal system; (Stage-3) Strengthening Union based on democracy and federal system ’

Table column 2: ‘ Democracy and Federal issues; Establishing federal system Administrative reform Economy and development Rights for financial sector Land and resource Developing democracy Social harmony Security reconciliation (in line with paragraph 30 of NCA) ’

Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System

With the aim of the non-disintegration of the Union, non-disintegration of national solidarity and perpetuation of sovereignty, based on freedom, equality and justice, and in accordance with the Panglong spirit, the Republic of the Union of Myanmar will be developed into a Union based on democracy and federal system that assures democracy, national equality and self-determination through the outcomes of political discussions.

Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System

3. (a) Power, resource, tax and finance will be divided between the Union and regions/ states in line with the federal system

(b) The three branches of sovereign pillars— legislative, executive and judiciary pillars— will be shared to the Union, regions/states, and self-administered areas. Legislative powers and joint powers among the Union, regions/states and self-administered areas will be shared in line with the Constitution.

(c) The Union and regions/states shall have the rights to exercise the divided powers on legislative, executive and judiciary sectors.

State configuration Page 2:

1. To develop the Republic of the Union of Myanmar into a Union based on democracy and federal system that assures democracy, national equality and self-determination through the outcomes of political discussions, with the aim of the non-disintegration of the Union, non-disintegration of national solidarity and perpetuation of sovereignty, based on freedom, equality and justice, and in accordance with the Panglong spirit.

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Self determination Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System

With the aim of the non-disintegration of the Union, non-disintegration of national solidarity and perpetuation of sovereignty, based on freedom, equality and justice, and in accordance with the Panglong spirit, the Republic of the Union of Myanmar will be developed into a Union based on democracy and federal system that assures democracy, national equality and self-determination through the outcomes of political discussions.
1. Democracy and federal system will be based on developing the country into a Union.

Referendum No specific mention.

State symbols Page 2:

9. To recognize the diversity of the background history, traditions and culture, literature, languages and national characteristics of the ethnic nationalities residing in the Republic of the Union of Myanmar, and collectively establish an icon of the Union by the citizens through a diversity of ethnics and languages.

Note: The icon of the Union represents the only consolidated Union.

Independence/ secession No specific mention.

Accession/ unification No specific mention.

Border delimitation No specific mention.

Cross-border provision No specific mention.

Governance

Political institutions (new or reformed)	<p>Governance→Political institutions (new or reformed)→General references Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System</p> <p>3. (a) Power, resource, tax and finance will be divided between the Union and regions/states in line with the federal system (b)The three branches of sovereign pillars— legislative, executive and judiciary pillars— will be shared to the Union, regions/states, and self-administered areas. Legislative powers and joint powers among the Union, regions/states and self-administered areas will be shared in line with the Constitution. (c) The Union and regions/states shall have the rights to exercise the divided powers on legislative, executive and judiciary sectors.</p> <p>Governance→Political institutions (new or reformed)→New political institutions (indefinite) Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System</p> <p>2. A separate and independent Constitutional Tribunal will be established to settle disputes related to the Constitution between the Union and the regions/states or among the regions and states.</p>
Elections	No specific mention.
Electoral commission	No specific mention.
Political parties reform	No specific mention.
Civil society	No specific mention.
Traditional/religious leaders	No specific mention.
Public administration	<p>Page 3, Stage by Stage work programmes and step by step implementation [table] Table column 1: ‘ Establishment of Union based on democracy and federal system; (Stage-1) Formulating principles for Union based on democracy and federal system; (Stage-2) Implementing Union based on democracy and federal system; (Stage-3) Strengthening Union based on democracy and federal system ‘ Table column 2: ‘ Democracy and Federal issues; Establishing federal system Administrative reform Economy and development Rights for financial sector Land and resource Developing democracy Social harmony Security reconciliation (in line with paragraph 30 of NCA) ‘</p>
Constitution	<p>Governance→Constitution→Constitutional reform/making Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System</p> <p>5. Fundamental rights of all citizens and their duties shall be included in the Constitution. Every citizen shall have equal rights before the law and shall have equal legal protection. Law must be enacted for the rights of national races to protect their cultures, literature, languages, faiths and traditions.</p>

Power sharing

Political power sharing

No specific mention.

Territorial power sharing

Power sharing→Territorial power sharing→Federal or similar sub-divided government
Page 2:

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1. Democracy and federal system will be based on developing the country into a Union.

Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System

2. A separate and independent Constitutional Tribunal will be established to settle disputes related to the Constitution between the Union and the regions/states or among the regions and states.

Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System

3. (a) Power, resource, tax and finance will be divided between the Union and regions/states in line with the federal system
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(c) The Union and regions/states shall have the rights to exercise the divided powers on legislative, executive and judiciary sectors.

Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System

4. Due respect and equal authority shall be developed among regions/states.

Page 4, Fundamental Principles to Establish a Union Based on Democracy and the

Economic power sharing Power sharing→Economic power sharing→Fiscal federalism
Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System
3. (a) Power, resource, tax and finance will be divided between the Union and regions/ states in line with the federal system

Military power sharing No specific mention.

Human rights and equality

Human rights/RoL general Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System
5. Fundamental rights of all citizens and their duties shall be included in the Constitution. Every citizen shall have equal rights before the law and shall have equal legal protection. Law must be enacted for the rights of national races to protect their cultures, literature, languages, faiths and traditions.

Bill of rights/similar No specific mention.

Treaty incorporation No specific mention.

Civil and political rights No specific mention.

Socio-economic rights No specific mention.

Rights related issues

Citizenship No specific mention.

Democracy Page 2:
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developed into a Union based on democracy and federal system that assures democracy,
national equality and self-determination through the outcomes of political discussions.
1. Democracy and federal system will be based on developing the country into a Union.

**Detention
procedures** No specific mention.

**Media and
communication** No specific mention.

Mobility/access No specific mention.

**Protection
measures** No specific mention.

Other No specific mention.

Rights institutions

NHRI No specific mention.

Regional or international human rights institutions No specific mention.

Justice sector reform

Criminal justice and emergency law No specific mention.

State of emergency provisions No specific mention.

Judiciary and courts Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System
2. A separate and independent Constitutional Tribunal will be established to settle disputes related to the Constitution between the Union and the regions/states or among the regions and states.

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3. [...]
(b) The three branches of sovereign pillars— legislative, executive and judiciary pillars— will be shared to the Union, regions/states, and self-administered areas. Legislative powers and joint powers among the Union, regions/states and self-administered areas will be shared in line with the Constitution.
(c) The Union and regions/states shall have the rights to exercise the divided powers on legislative, executive and judiciary sectors.

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:

6. To strive for the safety of life, property and wealth of the entire people of the Republic of the Union of Myanmar, and the uplifting of their lives.

Page 3, Stage by Stage work programmes and step by step implementation [table]

Table column 1: ‘ Establishment of Union based on democracy and federal system; (Stage-1) Formulating principles for Union based on democracy and federal system; (Stage-2) Implementing Union based on democracy and federal system; (Stage-3) Strengthening Union based on democracy and federal system ’

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National economic plan No specific mention.

Natural resources Page 3, Stage by Stage work programmes and step by step implementation [table]
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International funds No specific mention.

Business No specific mention.

Taxation Socio-economic reconstruction→Taxation→Power to tax
Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System
3. (a) Power, resource, tax and finance will be divided between the Union and regions/ states in line with the federal system

Banks No specific mention.

Land, property and environment

Land reform/rights No specific mention.

**Pastoralist/
nomadism rights** No specific mention.

Cultural heritage Land, property and environment→Cultural heritage→Intangible
Page 2:
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Page 4, Fundamental Principles to Establish a Union Based on Democracy and the Federal System

5. Fundamental rights of all citizens and their duties shall be included in the Constitution. Every citizen shall have equal rights before the law and shall have equal legal protection. Law must be enacted for the rights of national races to protect their cultures, literature, languages, faiths and traditions.

Environment No specific mention.

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

Security sector

Security Guarantees

Page 2,

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(b) The Government, the Hluttaw, the Tatmadaw and NCA-S EAOs must continue their endeavours with responsibility and accountability for the successful realization of the Union Accord. For the faithful pursuance the original consents of the Union Accord and the basic principles, objectives and visions of the NCA, while setting up a mechanism for the realization of the Union Accord through bilateral coordination.

(c) As for the restoration of sustainable peace, bilateral negotiations for the security reconciliations (in accordance with the para 30 of NCA) in the Union based on democracy and federalism, the discussions on work programmes, the bilaterally agreed preparatory undertakings, and the formation of a mechanism for security reconciliations are agreed.

13. The realization of the points stipulated in the Union Accord and the security reconciliations shall be in accordance with the Road Map of the para 20 of NCA.

14. The realization of the accords of NCA shall be conducted through bilateral agreements of the regular meetings of the different levels of the JMCs legally formed under the NCA and the UPDJC, and the bilateral negotiations shall be held in parallel.

Page 2, Stage by Stage work programmes and step by step implementation [table]

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Ceasefire

No specific mention.

Police

No specific mention.

Armed forces

No specific mention.

DDR

No specific mention.

Intelligence services

No specific mention.

Parastatal/rebel and opposition group forces

No specific mention.

Withdrawal of foreign forces No specific mention.

Corruption No specific mention.

Crime/organised crime No specific mention.

Drugs No specific mention.

Terrorism No specific mention.

Transitional justice

Transitional justice general No specific mention.

Amnesty/pardon No specific mention.

Courts No specific mention.

Mechanism No specific mention.

Prisoner release No specific mention.

Vetting No specific mention.

Victims No specific mention.

Missing persons No specific mention.

Reparations No specific mention.

Reconciliation No specific mention.

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.

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