

Country/entity	Myanmar
Region	Asia and Pacific
Agreement name	Union Accord Part I (Pyidaungsu Accord)
Date	29 May 2017
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	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
Description	Ming Tun Myaing, representative of political parties
	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.

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 \(opens in new tab\)](#)

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.



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:

Appendix (A)

Agreement of Principle on Political Sector

(29th May 29, 2017)

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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.

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.

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)

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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

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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.

Civil society

No specific mention.

**Traditional/
religious leaders**

No specific mention.

**Public
administration** No specific mention.

Constitution No specific mention.

Power sharing

Political power sharing

No specific mention.

Territorial power sharing

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

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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:

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.

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.

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:

Appendix (A)

Agreement of Principle on Political Sector

(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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(29th May 29, 2017)

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(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	<p>Page 2:</p> <p>Social Sector Agreement (May 29,2017)</p> <p>(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.</p> <p>Page 3:</p> <p>Land and natural environmental sector agreement (29 May 2017)</p> <p>[...]</p> <p>4. Include human rights, international, democracy and federal system norms in drawing up land policy.</p>

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 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.

Development or socio-economic reconstruction

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

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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.

Page 2:

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(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	<p>Land, property and environment→Cultural heritage→Tangible Page 3-4:</p> <p>Land and natural environmental sector agreement (29 May 2017)</p> <p>[...]</p> <p>Preventive Program</p> <p>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.</p> <p>Land, property and environment→Cultural heritage→Other Page 1:</p> <p>Appendix (A)</p> <p>Agreement of Principle on Political Sector</p> <p>(29th May 29, 2017)</p> <p>Principles to be based in Federalism</p> <p>[...]</p> <p>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.</p>
Environment	<p>Page 3-4:</p> <p>Land and natural environmental sector agreement (29 May 2017)</p> <p>[...]</p> <p>Preventive Program</p> <p>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.</p>
Water or riparian rights or access	No specific mention.
<hr/>	
Security sector	
Security Guarantees	No specific mention.
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	<p>Page 3:</p> <p>Social Sector Agreement (May 29,2017)</p> <p>[...]</p> <p>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.</p>
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.
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Other international signatory	No specific mention.
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Referendum for agreement	No specific mention.
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International mission/force/ similar	No specific mention.
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Enforcement mechanism	No specific mention.
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Related cases	No specific mention.
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Source	<p>Original language version can be found at: https://www.ncaseao.org/book-detail/union-accord-part-1-and-part-2</p> <p>Translation was accessed from: https://www.gnlm.com.mm/37-points-signed-as-part-of-pyidaungsu-accord/</p> <p>Also available at: https://www.burmalibrary.org/sites/burmalibrary.org/files/obl/docs23/GNLM2017-05-30-red.pdf (accessed on June 2nd 2022).</p>
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