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Follow-up to the resolution concerning the measures recommended by the Governing Body under article 33 of the ILO Constitution on the subject of Myanmar

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► I. Introduction

1. At its 355th Session (November 2025), having recalled the [resolution for a return to democracy and respect for fundamental rights in Myanmar](#) adopted by the International Labour Conference at its 109th Session (2021) and the [resolution concerning the measures recommended by the Governing Body under article 33 of the ILO Constitution on the subject of Myanmar](#), adopted by the Conference at its 113th Session (2025) (see Appendix I), and having noted with utmost concern the continued absence of any concrete action towards the implementation of the recommendations formulated by the Commission of Inquiry in its 2023 report, which emphasized the urgency of the national situation, the Governing Body:
 - (a) as regards the 2021 resolution:
 - (i) deplored once again the continued absence of progress towards respecting the will of the people and restoring democratic institutions and processes over four years since the military coup, and expressed deep concern over the announcement of military-organized general elections;
 - (ii) called on the military authorities to end immediately all acts of violence, and the arbitrary arrest, detention and torture of trade unionists, labour activists and others, including the Rohingya, in the exercise of their human rights and ensure the immediate and unconditional release of those detained without resorting to section 401 of the Code of Criminal Procedure;
 - (b) as regards the recommendations of the Commission of Inquiry and the 2025 resolution:
 - (i) called on the military authorities to:
 - immediately cease all violations identified by the Commission of Inquiry and ensure that employers' and workers' organizations be able to exercise their rights in a climate of freedom and security, free from violence, arbitrary arrest and detention, and revoke without delay any military orders, legislative or other measures, decreed since February 2021 and identified as restricting freedom of association and the basic civil liberties of trade unionists;
 - take immediate action to put an end, in law and in practice, to any forced recruitment into the military contrary to the Forced Labour Convention, 1930 (No. 29), including the forced recruitment of children;
 - provide the necessary guarantees and assurances at the highest level which would allow an ILO mission to visit the country and to carry out its mandate in full independence and security, with no retaliation, sanction or prejudice to any person being in contact with it;
 - submit to the Director-General by 15 January 2026 any relevant information for transmission to the Governing Body at its 356th Session (March–April 2026);
 - (ii) invited the Organization's constituents to continue taking steps to ensure an effective follow-up to the 2025 resolution, including a review of their relations with the military authorities to ensure that they do not enable, facilitate or prolong, the violations of workers' rights in respect of freedom of association and forced labour,

and respect for the principle of non-refoulement, and provide information to the Director-General on any measures taken and other developments;

(iii) called on the Director-General to:

- continue taking steps to implement the 2025 resolution, including through direct support to Myanmar workers, employers and their organizations in line with the United Nations Country Team programmatic engagement guidelines, and through increased collaboration within the United Nations system to ensure coordinated action on the implementation of the recommendations of the Commission of Inquiry;
- continue to closely monitor the situation in Myanmar with regard to the exercise of freedom of association and the prohibition of forced or compulsory labour, including through the development of a monitoring mechanism for the confidential and credible documentation of ongoing violations and a plan of action for the implementation of the 2025 resolution;
- submit to the Governing Body at its 356th Session (March–April 2026) a document providing an update on relevant developments in the country and progress made by Myanmar regarding compliance with the recommendations of the Commission of Inquiry, including an update on the monitoring mechanism for documentation of ongoing violations and a plan of action for the implementation of the 2025 resolution; and

(c) called once again on the military authorities to continue to ensure, in accordance with the provisions of the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, that no restrictions be placed on the operation of the ILO's bank account, to approve all international staff visa extensions requested and to facilitate the ILO's continued operations to bring benefit to the people of Myanmar despite the expiry of the Memorandum of Understanding on the Decent Work Country Programme in September 2022.

2. This document reports on follow-up action undertaken in response to the 2025 resolution as well as on continued follow-up to the 2023 recommendations formulated by the Commission of Inquiry in its 2023 report *Towards Freedom and Dignity in Myanmar* and the two resolutions concerning Myanmar adopted by the International Labour Conference, respectively, at its 102nd (2013)¹ and 109th (2021) Sessions. The document provides an overview of the latest developments in the country, including information received from the social partners and other relevant actors, and examines communications submitted by the military authorities regarding the recommendations of the Commission of Inquiry.

¹ ILO, *Resolution concerning remaining measures on the subject of Myanmar adopted under article 33 of the ILO Constitution*, International Labour Conference, 102nd Session, 2013.

► II. Latest developments in follow-up to the resolutions concerning Myanmar adopted by the International Labour Conference at its 102nd (2013) and 109th (2021) Sessions

A. General developments

3. This section provides an update on the situation in Myanmar and covers developments up to the end of February 2026. The overall political, security and human rights situation in Myanmar continues to be characterized by instability and heightened uncertainty. There has been no discernible progress towards the restoration of democratic governance or the re-establishment of conditions conducive to the effective exercise of fundamental rights and civil liberties. The authorities have continued to pursue political and administrative measures that consolidate military control.
4. In particular, armed conflict in Myanmar has persisted and, in several areas, intensified. Reports indicate continued clashes between the armed forces and various non-state armed groups, including ethnic armed organizations and resistance forces, resulting in significant civilian harm. According to the Office of the High Commissioner for Human Rights (OHCHR), the use of heavy weaponry, aerial bombardments and security operations in populated areas has reportedly led to civilian casualties, destruction of infrastructure and further displacement.² Ceasefire announcements, where made, have generally not translated into sustained reductions in violence or improved protection of civilians.
5. The humanitarian situation has continued to deteriorate markedly. The compounding effects of armed conflict, economic disruption and recurrent natural hazards have placed a severe strain on already limited coping capacities. Indeed, recent natural disasters have exacerbated existing vulnerabilities. Earthquakes, flooding and related impacts have resulted in loss of life, damage to homes and infrastructure and additional displacement, while also placing further pressure on humanitarian and recovery efforts. Large segments of the population face acute food insecurity, loss of livelihoods and restricted access to basic services, including healthcare, education and social protection. Internal displacement has increased, with many displaced persons living in precarious conditions and facing heightened protection risks. Humanitarian access remains constrained in several regions and although some emergency responses have been initiated, the scale of needs has continued to outpace available resources, with funding gaps undermining the scale and predictability of assistance.
6. The economic situation remains fragile. Ongoing insecurity, supply chain disruptions and macroeconomic instability have contributed to inflationary pressures and declining real incomes. Workers in both formal and informal economies face increasing difficulties in meeting basic living costs. The situation has been particularly acute in labour-intensive sectors, where reports point to reduced employment opportunities, deteriorating working conditions and heightened vulnerability to exploitation. Furthermore, according to the findings of the United Nations Office on Drugs and Crime survey released in December 2025, four years after

² OHCHR, *Background Paper on Myanmar's Military Plans to Hold National Elections*, 28 November 2025.

the military takeover in Myanmar, opium poppy cultivation continues to expand, reaching its highest level since 2015.³

7. Serious concerns persist regarding respect for fundamental labour rights. Information from workers' organizations indicates continued restrictions on freedom of association and expression, including interference in the activities of independent workers' organizations and reprisals against labour leaders and activists. The situation of civil society actors, including human rights defenders and trade unionists, remains particularly precarious. Arbitrary arrests, detention, surveillance and judicial proceedings under broadly framed security-related legislation have been reported. These measures have had a chilling effect on civic space and have further undermined trust in national institutions and legal remedies. Reports also point to practices that may amount to forced or compulsory labour, including in the context of security operations, detention and conscription. Fear of arrest, harassment or other forms of retaliation continues to limit workers' ability to organize, engage in collective action or seek redress for labour rights violations.
8. Between December 2025 and January 2026, the National Defence and Security Council (NDSC) organized general elections in three phases. The first phase was conducted on 28 December in 102 townships, primarily in areas under the effective control of the Myanmar Armed Forces (MAF); the second phase was held on 11 January and the third on 25 January 2026. Of Myanmar's 330 townships, 65 were excluded entirely from the elections, polls were cancelled in more than 3,700 village tracts and partial voting took place in some townships. Overall, polling was conducted in 21,517 polling stations nationwide, representing just over half of the number of stations used in the 2020 general elections.
9. The elections took place in a context marked by continued armed conflict, widespread insecurity and significant political restrictions. Approximately 40 political parties, including the National League for Democracy (NLD), which won the 2015 and 2020 elections, had been dissolved prior to the polls, while elected civilian leaders remained detained alongside more than 20,000 political prisoners. A total of 4,863 candidates from 57 parties contested the three election phases, with only 6 parties running nationwide and the remainder operating at state or regional levels. The elections were accompanied by ongoing violence and security incidents, with armed clashes, airstrikes and attacks involving resistance forces and MAF in multiple regions, including Sagaing, Chin, Mandalay, Kayah, Kayin, Mon and Tanintharyi. These incidents resulted in civilian casualties, destruction of homes and public buildings, as well as further displacement, underscoring the fragile environment and lack of security in which the electoral process unfolded.
10. The election day of the first phase was characterized by heightened security measures, including extensive deployment of military personnel, police, plain-clothed intelligence officers and Pyu Saw Htee militia members around polling stations. Movement was reportedly restricted in many areas and voters described an atmosphere of fear, uncertainty and disengagement. Public participation appeared muted, with limited public expression of engagement, including minimal activity on social media and widespread reports of low voter turnout compared to the 2020 elections, except in selected townships hosting military facilities, including parts of Nay Pyi Taw, Hmawbi and Mingaladon. In several locations, internet connectivity was reported to be slower than usual.

³ United Nations Office on Drugs and Crime, *Myanmar Opium Survey 2025: Cultivation, Production, and Implications*, December 2025.

11. Observers and media reported a number of procedural irregularities during voting, including missing names on voter lists, incorrect voter numbers, technical problems with voting machines and limited familiarity of polling staff with procedures. Difficulties were reported among some voters, particularly elderly persons, in using voting machines or understanding ballot procedures. In certain locations, voters were reportedly allowed to cast ballots using identity cards despite not appearing on voter lists, to compensate for low turnout. In Nay Pyi Taw, where international observers were present, civil servants were said to be under pressure to vote to show proof of participation. International observation was limited and concentrated in Nay Pyi Taw. The Union Election Commission (UEC) reported that international observers and journalists from a number of countries, including Belarus, Cambodia, China, India, Kazakhstan, Nicaragua, the Russian Federation and Viet Nam were present. Election authorities characterized their presence as contributing to transparency and confidence, while expressing expectations of constructive feedback. Diplomats from several Member States of the Association of Southeast Asian Nations (ASEAN) also observed the polls.⁴
12. Official results released in February 2026 point towards an overwhelming victory of the military-backed Union Solidarity and Development Party (USDP). Opposition or regional parties secured only a small number of seats in Rakhine, Mon and Chin States. Following completion of the electoral process, the parliament is expected to convene within 90 days to elect parliamentary leadership and the president, who would then form a government.
13. Political reactions to the elections remain polarized. The Commander-in-Chief publicly described the polls as free and fair and stated that his future role would be determined by parliament. In contrast, the UN Special Rapporteur on the situation of human rights in Myanmar characterized the elections as lacking credibility and called on governments to reject them. He emphasized that the three phases of voting in the junta's election scheme were marked by violence, low turnout and widespread coercion. Voters reported being monitored and pressured by local authorities, with repercussions – explicitly threatened or implied – for those who stayed away. Junta officials were pushing citizens to polling stations even as military jets bombed villages throughout the country. The Special Rapporteur called on States to focus on cutting the flow of weapons, aviation fuel and funds that enable the military's campaign of violence and repression.⁵ According to the OHCHR, the military-controlled election process was deeply flawed and would only deepen the violence and ingrain insecurity without any real prospect for advancing peace or a return to democracy.⁶ In the country, the NLD announced further expulsions of party members who participated in the elections, citing defiance of party decisions and betrayal of the public mandate.
14. The Office also received a communication from the National Unity Government (NUG) tripartite delegation denouncing the military-led elections, as well as the violence, widespread repression, criminalization of electoral criticism, dismantling of 44 political parties and arbitrary detentions that preceded it – around 100 people, including 4 children, were arrested and around 400 were charged for anti-union campaigns under the Election Protection Law introduced in July 2025. The tripartite communication further informs that while amnesties were recently granted to certain pro-democracy activists who had been unlawfully detained, most of the trade unionists were not included, except the MICS-TUSF General Secretary

⁴ As a country bloc, ASEAN did not send a collective team; two individual Member States, Cambodia and Viet Nam sent their observers.

⁵ OHCHR, “[Illegitimate Elections Yield Illegitimate Results](#)”: UN Expert Urges Rejection of Myanmar Junta's Sham Poll Results, Press Release, 23 January 2026.

⁶ OHCHR, *Background Paper on Myanmar's Military Plans to Hold National Elections*.

released in October 2025. Military violence against the civilian population and infrastructure has continued – in 2025 alone, more than 1,146 civilians were killed – and such violence was effectively enabled by the import of fuel from certain neighbouring countries. Furthermore, the implementation of the Conscription Law has now evolved into extortion and human trafficking practices, whereby local administrators, under pressure to meet military recruitment quotas, collaborate with brokers to “purchase” substitute recruits and order households to make mandatory financial contributions to fund these practices. It is also reported that scam centres operated by the military regime engage in human trafficking, forced labour, sexual exploitation and other serious violations of human and labour rights. Freedom of association continues to be restricted, with 69 unionists currently detained, and trade unions report widespread labour rights violations, mainly in the garment sector and other industrial supply chains. In this context, the Myanmar Employers Organisation (MEO) has sustained its engagement to advance compliance, accountability and tripartite governance, documenting human and labour rights violations by the military authorities and targeting objections against actors misaligned with the article 33 measures. It is reported that seven leaders of employers’ associations are detained by the military and, in some instances, new leaders were immediately appointed, raising concerns of interference in the internal functioning and self-governance of employers’ associations. In view of the above situation, the tripartite communication calls on ILO Member States to: cease providing military assistance and fuel to the military authorities; stop engaging with yellow unions and employers’ organizations; respect international human and labour rights, including the principle of non-refoulement; and establish the ILO monitoring mechanism and fully fund and implement the necessary action plan.

15. In another communication, the NUG elaborates in detail on the measures it has taken to uphold international labour standards and fundamental rights at work, including in relation to the implementation of the article 33 resolution, and denounces serious and ongoing non-compliance by the military authorities with the Conventions on freedom of association and prohibition of forced labour. In particular, it is reported that the military authorities have intensified forced labour practices using threat of violence, arrest or other retaliation to compel the local population to engage in forced portering, construction and repair of military facilities, land clearing, acting as guides, provision of food and logistics and coercive labour arrangements in agriculture. According to the NUG, these practices, combined with institutionalized coercive enforcement of the Conscription Law demonstrate a systematic policy of forced labour. It further reports that freedom of association continues to be systematically suppressed (raids on offices, arrest of union leaders, coercion to re-elect leadership, blacklisting, criminalization of collective action, surveillance) and asserts that, as a result of these measures, genuine freedom of association has been effectively eliminated in areas under military control. This reflects a deliberate policy by the military authorities to dismantle independent worker representation, thereby removing essential safeguards against forced labour, exploitation and unsafe working conditions. Finally, the NUG emphasizes widespread violence against civilians and systematic human rights violations committed by the military authorities and denounces the elections as illegitimate, citing the absence of the minimum conditions for a free, fair, inclusive and transparent process. It calls on the international community to strengthen the measures under the resolution, condemn the use of forced labour, support independent trade unions and enhance protection mechanisms for Myanmar workers.
16. Against this backdrop, there has been no genuine evidence of meaningful engagement by the authorities to address the underlying drivers of the crisis in the country or to implement the recommendations of the 2023 Commission of Inquiry aimed at restoring fundamental rights,

social dialogue and the rule of law. The prevailing environment remains incompatible with the full and effective realization of freedom of association, the elimination of forced labour and the establishment of conditions for sustainable and inclusive development.

B. United Nations and international response

17. On 30 September 2025, Julie Bishop addressed the UN General Assembly High-Level Conference on the Situation of Rohingya Muslims and other Minorities in Myanmar in her capacity as the UN Secretary-General's Special Envoy on Myanmar. Her remarks focused both on the immediate humanitarian plight of Rohingya refugees and the broader political crisis in Myanmar that continues to block progress towards durable solutions. The Special Envoy emphasized that the Rohingya crisis cannot be resolved in isolation; its root causes are embedded in the broader political and armed conflict across Myanmar. She urged urgent collective international action to ensure safety, equity and an inclusive future for all communities in Myanmar – including Rohingya Muslims and other minorities. She called on the international community to sustain attention, cooperation and action to protect lives, uphold rights and pursue inclusive, lasting peace.
18. At the October 2025 ASEAN Foreign Ministers' meeting in Kuala Lumpur, ASEAN leaders reviewed the implementation of the Five-Point Consensus (5PC) on Myanmar and expressed serious concern over the continuing violence and worsening humanitarian situation in the country. They reaffirmed the 5PC as the primary framework for addressing Myanmar's political crisis and called for an immediate cessation of violence. The leaders stressed the importance of inclusive dialogue ahead of Myanmar's elections and reiterated ASEAN's commitment to facilitating humanitarian assistance. They also confirmed that Myanmar would continue to be represented on a non-political basis until tangible progress on the 5PC is achieved and pledged to strengthen cooperation to address transnational crime linked to the conflict.
19. In October 2025, following his participation in the ASEAN-UN Summit in Kuala Lumpur, the UN Secretary-General issued a statement condemning the ongoing violence in Myanmar and called on all parties to immediately cease hostilities. He underscored the urgent need to end the violence, ensure unhindered humanitarian assistance, release all arbitrarily detained individuals, including elected leaders and restore a path towards democratic governance.
20. On 13 November 2025, the UN General Assembly's Third Committee (Social, Humanitarian and Cultural) revised a resolution expressing serious concern over the ongoing and escalating human rights violations in Myanmar since February 2021, including widespread violence, arbitrary detention, torture, forced recruitment and mass displacement, particularly affecting Rohingya Muslims. The resolution called on the military to end all violence, release arbitrarily detained individuals, ensure full humanitarian access and cooperate with international accountability mechanisms. It also urged amendments to the 1982 Citizenship Law to address statelessness, the creation of conditions for the safe, voluntary and dignified return of Rohingya refugees and the implementation of the ASEAN 5PC.
21. On 11 December 2025, the UN Secretary-General's spokesperson stated that the situation in Myanmar was deeply alarming following the 10 December 2025 airstrike on Myauk-U General Hospital in Rakhine State, which reportedly killed more than 30 civilians. The attack on a protected medical facility was cited as part of a broader pattern of violence against civilian and other protected targets, resulting in severe harm to civilians.
22. On 30 January 2026, the Deputy Spokesperson for the UN Secretary-General made a statement on the five-year mark of the military takeover, stating that he remained deeply concerned by the rapidly deteriorating situation in Myanmar and its serious regional ramifications.

According to the statement, five years since the military seized power and arbitrarily detained members of the democratically elected Government, the suffering of the people of Myanmar has deepened and the cycle of impunity persisted, with widespread violations of international human rights law and international humanitarian law. The Deputy Spokesperson therefore strongly condemned all forms of violence and urged all parties to exercise maximum restraint, uphold international human rights law and international humanitarian law.⁷

23. In January 2026, hearings were under way at the International Court of Justice (ICJ) in the case filed in 2019 by the Gambia against Myanmar, accusing it of breaching the 1948 Genocide Convention in its treatment of the Rohingya Muslim minority in Rakhine State (notably during the 2017 military crackdown). The Gambia's arguments presented a considerable amount of evidence alleging systematic atrocities by Myanmar's military, including mass murder, sexual violence and targeted killing of Rohingya children, which the counsel described as clear indicators of genocidal intent, supported by evidence from NGO and UN fact-finding reports, testimony and descriptions of hate speech promoting violence.⁸

C. Situation of the ILO social partners

24. The information received from workers' and employers' organizations indicates that the operating environment for social partners in Myanmar remains extremely challenging, marked by ongoing insecurity, economic distress and significant constraints on the effective exercise of labour rights. Reports point to continued deterioration of working and living conditions for large segments of the workforce, particularly in rural areas and among informal economy workers, while employers' organizations report efforts to promote compliance with international labour standards and support livelihoods under difficult circumstances.
25. The Agriculture and Farmer Federation of Myanmar–Food Allied Workers (AFFM–FAW) reports that forced conscription practices have continued. According to the information submitted, the authorities commenced training of a further batch of conscripts in October 2025 at regional command headquarters, raising serious concerns among workers and rural communities regarding forced recruitment and related labour rights implications.
26. The AFFM–FAW further highlights the impact of persistently low wages on workers and their families, indicating that inadequate remuneration undermines industrial relations and contributes to a range of adverse social outcomes. These include an increased incidence of child labour, as households resort to supplementary income strategies; irregular migration, exposing workers to exploitation abroad; and heightened corruption risks, particularly where low public-sector wages create incentives for informal payments and abuse of authority. With respect to the informal economy, the AFFM–FAW draws attention to the severe vulnerability of small farmers and agricultural workers to climate-related shocks. The 2025 cultivation season reportedly saw significant crop losses due to extreme weather events, including heavy rainfall, flooding and landslides associated with major storms affecting the region in October 2025. These events devastated farmland during critical periods of cultivation and resulted in widespread losses affecting millions of people. In some areas, including Bago Region, small farmers were forced to sell or abandon their land to service debts arising from reduced yields. The AFFM–FAW also reports that precarious forms of employment remain widespread, particularly among young people and migrants, characterized by low pay, irregular working

⁷ United Nations, "Statement attributable to the Spokesperson for the Secretary-General - on the 5-year mark of the military takeover in Myanmar", 30 January 2026.

⁸ International Court of Justice, Verbatim record of public sitting, CR 2026/16, 22 January 2026.

hours, lack of social protection, forced overtime and verbal abuse, exacerbated by economic downturns, political instability and conflict.

27. The Myanmar Industries, Crafts and Services Trade Unions Federation (MICS-TUsF) reports continued intimidation and repression of workers and trade unionists, systematic criminalization of trade union activity, use of torture and sexual violence as tools of political repression, complete collapse of judicial independence and a deliberate dismantling of freedom of association. Regarding detained unionists, it is reported that although the leader of the Solidarity Trade Union of Myanmar (STUM), arrested in July 2025, was released from Insein Prison in October 2025, charges against her have not been dropped and the case remains under investigation. On 19 February 2026, her daughter and eight other STUM activists, detained since July 2025, were finally released from prison. The situation of the MICS-TUsF General Secretary remains of concern. Although he was released from prison in October 2025, his release was only conditional under section 401(1) of the Code of Criminal Procedure. This means that if he were ever found to have relapsed and were arrested again, he would be required to serve the remainder of his sentence. He was thus forced into exile and his passport has been revoked, restricting participation in international labour forums. The MICS-TUsF General Secretary also provides a detailed account of the ill-treatment and torture he was subjected to in interrogation centres and in prison, including deprivation of sleep for prolonged periods of time, kneeling for hours with hands raised, kicks and severe beatings, sexual assault, forced drinking and vomiting, denial of toilet access, denial of medical care, death threats, denial of family and counsel visits and five months of strict solitary confinement.
28. The MICS-TUsF further highlights widespread and serious challenges faced by workers in industrial zones following the enactment of election-related laws, whereby factory workers in Yangon are experiencing significant pressure and intimidation from ward- and village-level authorities to vote in the elections, as well as the use of threats of conscription to coerce people into voting. Further concerns were raised regarding forced military conscription, risk of conscription particularly affecting workers commuting to and from workplaces, as well as practices of forced labour and widespread labour rights violations. In particular, the MICS-TUsF reports that, in 2025, it received 573 complaints of violations concerning wage-related abuses, excessive overtime, occupational safety and health concerns, forced recruitment conducted in factories and numerous cases of military interference in factories and their involvement in labour disputes. Restrictions on freedom of association and the ability of independent trade unions to operate freely and safely also remain a concern, contributing to a climate of fear and insecurity for workers and their representatives. Despite these challenging circumstances, the MICS-TUsF remains active in monitoring Myanmar's compliance with the article 33 resolution and will continue to implement programmes to ensure safe workplaces and provide legal assistance and educational support programmes to workers, while strengthening efforts to eliminate excessive overtime and forced labour practices. It will also continue implementing forced and child labour monitoring and prevention programmes, as well as humanitarian assistance to imprisoned workers.
29. The Agriculture and Farmers Federation of Myanmar (AFFM) reports widespread and institutionalized practices of coercive conscription, forced labour and suppression of trade union activities. It emphasizes that these are not isolated incidents but rather structural and ongoing non-compliance with fundamental labour standards that led to the invocation of article 33 measures. In particular, reports compiled by the AFFM suggest that forced labour in support of military activities continues in multiple regions, where villagers are compelled to provide labour and material support to the military under coercive conditions, including forced portering of equipment and supplies to military camps and checkpoints, and farmers are

requested to carry materials between locations, deliver agricultural tools upon demand, clear vegetation around military compounds, dig trenches and maintain fortified positions. They are further compelled to provide goods, including livestock and food products, without compensation or to supply food to military personnel. Land confiscation without compensation remains a significant concern, with such land being repurposed for military projects. The AFFM further denounces coercive conscription into the military and extortion practices, whereby villages and urban neighbourhoods are required to pay monthly conscription fees to avoid recruitment, irrespective of the age of individuals, and the failure to pay exposes households to the risk of arrest or inclusion on recruitment lists. In other instances, residents are required to sign written undertakings assuming responsibility for conscription payments which are then shared among local administrative authorities. Individuals are also arrested under various pretexts and forcibly recruited into the military and there are cases where families have lost contact with conscripted individuals. The military conscription law, combined with airstrikes and military incursions, has forced many young people to flee their villages or the country, leaving only elderly residents in numerous villages. Such displacement has significantly decreased agricultural productivity, contributed to food insecurity and economic coercion and heightened vulnerability to forced labour practices.

30. Regarding freedom of association, the AFFM reports that trade union members and leaders face systematic interference, repression and surveillance. As a result of serious security concerns, many unionists are unable to reside in their homes and are forced to relocate frequently or go into hiding. Those displaced struggle to secure basic livelihoods, further weakening the ability of workers' organizations to function. Organizing meetings, including online meetings has become extremely difficult as internet access is unavailable in many areas or, where available, communications are widely monitored. The risk of arrest and retaliation and the pervasive climate of fear render the effective exercise of freedom of association impossible in many parts of the country. According to the AFFM, the persistence of forced labour indicators and the structural oppression of freedom of association confirm ongoing non-compliance with Conventions No. 29 and the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), justify measures under article 33 of the ILO Constitution and underscore the need for sustained international engagement to ensure compliance with fundamental labour standards, as well as continued vigilance by ILO constituents to ensure they do not, directly or indirectly, contribute to the perpetuation of these fundamental rights violations.
31. The Industrial Workers' Federation of Myanmar (IWFM) reports having documented 112 cases of labour rights violations affecting approximately 73,700 workers between November 2025 and February 2026. Most of the violations occurred in the garment and apparel factories located in industrial zones and involved, among others, restrictions on freedom of association, workplace harassment and forced overtime. The IWFM highlights persistent interference in workers' organizing efforts, including pressure not to raise collective demands, intimidation of workers' representatives and retaliation for raising labour concerns. According to the IWFM, these cases reflect recurring patterns of violations, indicating persistent obstacles to the exercise of the right to representation and collective dialogue. Furthermore, workplace grievance mechanisms are reported to lack the independence necessary to address labour concerns effectively. The IWFM stresses that these findings underscore the need for strengthened labour rights due diligence and meaningful engagement with workers and their representatives and the establishment of accessible grievance mechanisms free from retaliation. These measures align with the requirements of the article 33 resolution, which calls on ILO constituents to review their relations with Myanmar to ensure that it does not contribute to the continuation of labour rights violations.

32. The International Trade Union Confederation (ITUC) indicates that the military authorities have not taken any steps to implement the recommendations of the Commission of Inquiry. In particular, the ITUC reports that, as of 2025, 157 trade unionists were arrested, 69 of whom remain in detention (32 from the railway sector, 26 from the educational sector, 2 from the agricultural sector and 9 from various services). CTUM leaders and other labour activists, charged under section 124(A) of the Penal Code for high treason, remain either in detention, where they are subject to severe ill-treatment and torture, or in forced exile, as is the case of, the MICS-TUsF General Secretary. The ITUC further reports that although the military authorities recently pardoned around 7,300 political prisoners under the condition that they would not repeat the crimes committed, these pardons did not include CTUM leaders. Furthermore, such conditional amnesty creates a chilling effect on labour activism and places individual unionists, as well as the broader labour movement under continued threat.
33. The ITUC also reports that the independent labour movement continues to face repression, including dismissals, arrests and imprisonment. The military intervenes in factory disputes, arrests workers and uses yellow unions it has formed or sponsored to undermine freedom of association and genuine worker representation. Concrete examples include the previously reported creation of a fake CTUM and recent military efforts to supplant the AFFM by the AFFM-FAW, which was expelled from the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF) after the military coup, as it had aligned itself with the military propaganda. Furthermore, following the implementation of military conscription law, forced recruitment significantly increased in industrial zones. The ITUC further denounces the sham military-organized elections that were accompanied by widespread electoral irregularities, coercion, intimidation, false voting, military supervision and surveillance, threats of administrative penalties and manipulation of voting machines, suggesting that the process was neither voluntary nor transparent and was conducted in an atmosphere of fear and military control. It is further reported that around 300 individuals were arrested under the Election Protection Law for criticizing the elections, workers' mobility was further reduced and citizens were intimidated, including with threats of conscription. According to the ITUC, these elections effectively keep the military in power, contrary to the 2021 Conference resolution calling for a return to democracy and respect for fundamental rights in Myanmar.
34. The Union of Myanmar Federation of Chambers of Commerce and Industry (UMFCCI) reports a range of activities undertaken to promote responsible business conduct and adherence to international labour standards, particularly Conventions Nos 29 and 87. Following the soft launch of the *Employers Guidebook on Preventing and Addressing Forced Labour in the Private Sector* in early 2025, the UMFCCI has continued on validating it with experts and stakeholders and incorporating technical input from the ILO, with a view to its finalization and formal launch. The UMFCCI also elaborates on its initiatives aimed at promoting the elimination of child labour and broader decent work principles in the food service sector. These include the launch of the Myanmar Ethical Teashops and Tablespace Alliances (METTA) in October 2025, under the Myanmar Employers Decent Work Initiative, to raise awareness of relevant ILO Conventions among employers and management and to discourage the employment of children. It also reiterates its support for the Voluntary Labour Compliance Assessment conducted by the Myanmar Garment Manufacturers Association.
35. The UMFCCI further reports on the ongoing advocacy and awareness-raising activities among employers, including targeted sessions provided in Mandalay in November 2025 for small and medium-sized enterprises and regional chamber executives. These sessions focused on responsible business practices and dissemination of guidance on the elimination of forced

labour and child labour. The UMFCFI has also engaged with local authorities, labour unions and labour activists to advocate for the right to peaceful protest by workers in line with local regulations and to support bipartite dialogue aimed at resolving workplace disputes and safeguarding livelihoods. It has continued to mediate industrial disputes and supported the establishment and functioning of Workplace Coordination Committees in factories to address enterprise-level industrial relations issues. It has also continued facilitating discussions in multiple workplaces and liaising with labour organizations to seek viable solutions to labour rights concerns raised by workers.

36. In relation to humanitarian response and recovery, the UMFCFI reports engagement in livelihood support and vocational training activities in earthquake-affected areas, notably Mandalay and Sagaing, implemented in collaboration with the ILO and regional chambers of commerce. These activities include vocational skills training in areas such as motorbike repair, computer skills, tailoring and garment production, reaching over 120 participants, with reported positive employment outcomes following training. The UMFCFI indicates its plans to expand such initiatives, including advanced training under the ILO's Start Your Business framework, to further support local economic recovery and employment creation.

D. ILO operations in Myanmar

37. The Office continued to implement activities benefiting the Myanmar population in line with the 2025 resolution and the United Nations Country Team programmatic engagement guidelines, without providing any direct support to the military authorities. ILO operations remained focused on conflict- and disaster-affected areas and were delivered through workers' and employers' organizations, civil society organizations and community-based partners. All interventions were designed to ensure that assistance directly benefits the workers, employers and communities, while mitigating operational, security and reputational risks in a highly constrained operating environment.
38. Following the destructive earthquake in March 2025, the ILO Liaison Office delivered urgent assistance to social partners – the CTUM, MICS-TUsF, AFFM-FAW and UMFCFI – and to community-based organizations to directly support affected communities across Myanmar. The Office initiated the “Enhanced Livelihood Recovery and Community Resilience Project” in earthquake-affected areas, initially funded through the Director-General's reserve Regular Budget Supplementary Account (RBSA) and subsequently strengthened by additional resources from the ILO/Japan Fund for Building Social Safety Nets in Asia and the Pacific (SSN Fund). Activities focused on restoring essential community infrastructure – such as educational facilities, multi-purpose community buildings, footpaths, rural access roads, small bridges, water infrastructure and over 150 latrines – while injecting liquidity into local supply chains and strengthening local contractor and worker capacity. All interventions integrated gender equality, grievance redress mechanisms and robust environmental and social safeguards. To ensure sustainability and inclusivity, the project emphasizes vocational training and on-the-job learning, strengthens community institutions, such as Village Development Committees, and expands women's access to income-generating opportunities through targeted skills training, with selected participants progressing to Start Your Business (SYB) training.
39. This approach aims to address the root causes of conflict and instability in Myanmar, which is done especially through the Early Recovery Cluster at both national and sub-national levels, providing strategic leadership on employment-intensive recovery, livelihoods restoration and local economic revitalization. The ILO is a leading agency for both the UN Early Recovery Cluster and the UN Working Group on Livelihood, Employment and Decent Work. By the end of March 2026, through employment-intensive and local resource-based approaches, the

project will have rehabilitated 30 infrastructure assets including a skills centre, a community centre, roads, sanitary installations, etc., provided direct income support to more than 1,200 poor and vulnerable households and generated over 27,300 decent workdays. It will have also provided income generating and vocational skills training to 330 people, introduced the SYB training and provided in-kind entrepreneurship support to 80 beneficiaries.

40. The Office further continued implementing the “Achieving Reduction of Child Labour in Support of Education (ARISE) – Phase II” project, addressing the worst forms of child labour in agricultural and rural communities through a community-based and systems-strengthening approach. Activities during 2025 included preparatory work for a situational analysis on child labour, establishment of partnerships with local implementing organizations, provision of education support to children at risk and capacity-building of local stakeholders on child labour identification, referral and monitoring. Community consultations were conducted to strengthen awareness, local ownership and readiness for expanded interventions in 2026.
41. With respect to labour migration, the Office continued collaboration with civil society organizations and trade unions under the “TRIANGLE in ASEAN and Ship to Shore Rights South-East Asia” programmes. Through migrant worker resource centres and partner networks, inclusive and gender-responsive services were provided to migrant workers and returnees across conflict- and migration-prone regions, including safe migration information, legal assistance and reintegration support.
42. The Office also continued to manage operational constraints, including those related to banking arrangements, staff visas and movement, while maintaining programme delivery and coordination with partners and preparing for subsequent phases of engagement. Regarding bank transactions, the ILO Liaison Office received two transfers for the replenishment of funds for programming activities and operation into the local ILO bank account. With respect to visa extensions, while the Liaison Officer received a visa valid until December 2026, the Office was informed that the visa application for one individual who was expected to become project manager on the employment-intensive investment programme was not approved.
43. Finally, regarding the recommendations of the Commission of Inquiry, the Liaison Officer has been communicating with the Ministry of Labour of the military authorities to press for a good faith implementation of these recommendations, as well as those of the ILO supervisory bodies, the decisions of the Governing Body and the 2025 resolution.

► III. Follow-up to the article 33 resolution

44. As mandated by the article 33 resolution, the Office continued to provide support to Myanmar workers and employers, including through the implementation of the “Enhanced Livelihood Recovery and Community Resilience Project” in earthquake-affected areas in Myanmar, channelling support to the Myanmar people through independent trade unions, employers’ and community-based organizations. Further measures and projects implemented by the Liaison Office in support of the local population are detailed above in paragraphs 38–42.
45. The Office has also continued to make progress on the development of a monitoring mechanism for the confidential and credible documentation of ongoing fundamental rights’ violations within the scope of the resolution. The mechanism seeks to respond to the particularities of a tightly controlled environment hampering a regular flow of verifiable information. The Office has so far reviewed the technical, practical and security requirements

foundational to operation and has begun taking steps to consult the social partners on their role in the mechanism before it enters its operational phase.

46. In line with the 2025 resolution, the primary role of the mechanism will be to collect, on a confidential basis, credible documentation of ongoing violations of fundamental rights in Myanmar, with particular attention to the areas examined by the Commission of Inquiry – namely the prohibition of forced labour, freedom of association and related civil liberties. To this end, a combination of IT communication tools, digital platforms and end to end encrypted databases are being put in place to provide for a secure communication channel with the Office, enabling the submission of relevant documentation of ongoing fundamental rights violations, including complaints. It intends to invite submissions from individuals, workers’ and employers’ organizations and other direct stakeholders across all regions of Myanmar, whether under military control or under the control of armed groups or non-state actors. It is imperative that these tools guarantee strict confidentiality of all information submitted, with access strictly limited to designated ILO staff. Such ethical imperatives require that the precise nature and configuration of these tools is not publicly disclosed to mitigate the risk of retaliation against individuals, their families or their organizations for being in contact with the Office. To ensure the mechanism operates in a responsible manner, prior to its launch, the Office must foresee the provision of simple guidance on digital safety, data handling and communication risks.
47. The assessment of information and complaints received will be guided by clear criteria grounded in the normative framework on forced labour and freedom of association under Conventions Nos 29 and 87. Standard templates should be developed to record incidents, patterns, witnesses and contextual elements, while retaining sufficient flexibility to accommodate ad-hoc situations. Where documentation or complaints are submitted by workers’ or employers’ organizations, the Office intends to be responsible for confirming the validity of the organizations concerned within the monitoring system. In doing so, the Office will coordinate, according to modalities determined following consultations, with the ITUC and the International Organisation of Employers (IOE) – acting as secretariats of the Workers’ and Employers’ groups in order to ensure that submissions originate from genuine and freely established workers’ and employers’ organizations and that the reputation of enterprises is adequately safeguarded. The technical assessment of the content submitted should remain the exclusive prerogative of the Office.
48. Information received through the mechanism should be compiled and periodically reported to the Governing Body for its consideration and further action. The identity of the authors submitting information will not be disclosed unless they explicitly give consent to do so. Workers’ and employers’ organizations submitting information will be requested to indicate whether they wish the information to be shared with the ILO supervisory mechanisms. With the consent of the authors, the information collected will also be shared with relevant entities within the UN system, bearing in mind their respective mandates, giving effect to the 2025 resolution calling for enhanced collaboration across the UN system. In order to ensure full operational functionality of the monitoring mechanism, the Office will need to secure the necessary resources to enable the recruitment of one additional Bangkok-based staff member at P3 level. Depending on the number of complaints received, additional resources may be required.
49. Beyond its documentation role, the Office is also assessing the feasibility and financial implications of expanding the scope of the monitoring mechanism with a view to supporting accountability and delivering expeditious and effective redress to the victims, as envisaged by the 2025 resolution. ILO constituents are invited to provide further guidance in this respect, in

particular on steps and measures that would strengthen avenues for accountability and redress in the current high-risk environment, including options to support the fulfilment of responsible sourcing requirements, human rights due diligence obligations and the functioning of existing business-based grievance mechanisms. By strengthening these avenues for accountability and redress, the mechanism will help ensure that businesses avoid involvement in practices that could expose them to serious reputational harm and undermine stakeholder trust.

Proposed action plan

50. Building on the measures already initiated and in line with the decision of the Governing Body requesting the Director-General to set up a plan of action for the implementation of the resolution, the Office proposes to take the following steps:
 - (a) continue to provide direct support to Myanmar employers, workers and their organizations in line with its institutional mandate and pursuant to the United Nations Country Team programmatic engagement guidelines;
 - (b) with a view to strengthening collaboration across the United Nations system and ensuring coordinated action on the implementation of the recommendations of the Commission of Inquiry and the 2025 resolution, engage with:
 - (i) the entities within the wider UN system referenced in the resolution, including the UN Secretary-General's Special Envoy on Myanmar, the Special Rapporteur on the situation of human rights in Myanmar, the Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression, the Special Rapporteur on the rights to freedom of peaceful assembly and of association, the Independent Investigative Mechanism for Myanmar (IIMM), as well as with the Inter-Agency Working Group on Myanmar (IAWG); and
 - (ii) the Office of the United Nations High Commissioner for Refugees (UNHCR);

to identify areas for action within their respective mandates and explore concrete avenues for coordinated follow-up;
 - (c) with the aim of exchanging information on matters relevant to the situation of freedom of association and prohibition of forced labour in the country, including the obstacles to implementing the recommendations of the Commission of Inquiry, as well as reflecting on possible action to facilitate and encourage the implementation of these recommendations and the 2025 resolution, participate in high-level round-tables along with representatives of the above-mentioned entities and other relevant and interested stakeholders, including ASEAN;
 - (d) continue to closely monitor the situation in Myanmar with regard to the exercise of freedom of association and the prohibition of forced or compulsory labour, including through the operationalization of a monitoring mechanism for the confidential and credible documentation of ongoing violations and reporting back to the Governing Body, subject to available resources; and
 - (e) continue to collect information provided by tripartite constituents on the implementation of the measures adopted under article 33 of the ILO Constitution and update the Governing Body in this regard at its October–November sessions.

► IV. Follow-up to the Commission of Inquiry's recommendations

A. Communications from the military authorities

51. On 15 January 2026, the military authorities submitted a report on progress made by Myanmar following the report of the Commission of Inquiry (see Appendix II). The military authorities provide an update on general labour-related matters, including increases in the minimum wage, skills-development among the workforce, provision of social security benefits and educational allowances, creation of new job opportunities, arrangements to facilitate labour migration, factory inspections and complaints mechanisms to resolve labour disputes. They also provide information on the holding of general elections, with phase one conducted on 28 December 2025 in 102 townships, phase two on 11 January 2026 covering 100 townships and phase three on 25 January 2026, covering 63 townships. They report that the voter lists were publicly displayed, educational programmes were conducted for specific categories of voters, international observers were present to ensure that the elections are orderly and free and an electronic voting method was used to prevent fraud in 21,517 polling stations nationwide. A total of 57 political parties and 4,863 candidates contested in the elections and the necessary amendments and supplements were made to electoral laws, rules and procedures to facilitate the participation of all citizens.
52. Regarding the implementation of the recommendations of the Commission of Inquiry, the military authorities state that Myanmar has been implementing labour-related recommendations in accordance with existing domestic laws, rules, policies and procedures.
53. With regard to Convention No. 87, the military authorities reiterate that the Ministry of Labour allows employers and workers to form and operate organizations freely in accordance with the Labour Organization Law: up to December 2025, 3,129 workers' and employers' organizations have been certified. Furthermore, invitations were extended to those Disloyalty Civil Service (DCS) personnel who are currently away from their duties and recognize their past mistakes, to return to their respective workplaces and resume their service.
54. Concerning the situation of detained unionists, the military authorities reiterate previously provided information that: (i) Ah Htaw (also known as Mogyi), former executive member of the CTUM, who was charged under section 124-A of the Penal Code and sentenced to two years imprisonment, was granted a pardon in August 2023 and released; and (ii) the MICS-TUSF General Secretary, who was convicted in November 2023 and sentenced to seven years' imprisonment for recruitment to a terrorist organization, was granted a pardon on humanitarian and benevolent grounds as per section 401(1) of the Code of Criminal Procedure in October 2025. They further indicate that: (i) the legal proceedings against Myo Myo Aye, the STUM Director, were withdrawn on humanitarian and benevolent grounds under section 494 of the Code of Criminal Procedure in October 2025 and proceedings against the remaining nine STUM members at Insein prison were withdrawn and they were discharged under section 494(a) of the Code of Criminal Procedure prior to the filing of charges on 19 February 2026; (ii) in November 2025, Naing Lin Aung was released, together with 724 prisoners who were serving sentences under section 505-A of the Penal Code; (iii) the cases against the former Vice-Chairman U Than Swe and former Executive Committee member Daw Myint Hnin Thet were withdrawn in February and June 2025, respectively; and (iv) former CTUM Executive Committee member Thein Naing Aung Wai is currently campaigning as a political candidate in the Kachin State and his request for the extension of his ordinary passport is under consideration. According to the military authorities, these measures present a significant and

constructive step towards fostering cooperation with the international community and the ILO. They show that Myanmar pays careful attention to the complaints raised by the ILO and that individuals who return to the legal fold and benefit from pardons have been exercising their fundamental civil and political rights.

55. The military authorities further report on monthly awareness-raising activities for employers and workers on the right to form and operate labour organizations and reiterate previously provided information on the settlement of labour disputes through workplace coordination committees, tripartite township conciliation bodies, arbitration bodies and the Arbitration Council and provide the relevant statistics in this regard. The military authorities also indicate that 36 labour complaints were received in 2025 referring to breaches of labour contracts, workplace injuries and termination of employment, most of which were resolved or sent for legal coordination. Similarly, strikes of workers in two garment factories were resolved through an agreement between the workers and the employers.
56. Regarding Convention No. 29, the military authorities indicate that: (i) out of 387 cases transferred to the National Complaints Mechanism (NCM) by the ILO Liaison Office in October 2020, 2 were closed, 152 contained complete and verifiable information and the remaining 233 cases lacked sufficient information and additional information was requested from the Liaison Office in March and November 2025; (ii) out of the 152 cases containing complete information, 42 cases were resolved, which includes cases closed between March and December 2025, 108 remain to be resolved and information on 2 cases will be notified to the Liaison Office; and (iii) in October 2024, the National Committee for the Implementation of the NCM received a case of a minor being recruited, which led to his discharge; the Liaison Office was informed of this in November 2025. The authorities add that, in response to complaints from the ILO, a Committee for Responding to ILO Allegations (Office of the Adjutant General) was established to investigate military-related complaints of forced labour and forced recruitment and take disciplinary action against military personnel involved. As of December 2025, a total of 383 personnel were penalized.
57. Concerning the People's Military Service Law which entered into force in February 2024, the military authorities indicate that the Central Body for Summoning People's Military Servants has established criteria for reductions in the mandatory service term, in line with section 32 of the Law, allowing 119 people to benefit from reduced military service. Furthermore, in August 2025, a Committee on Employment Management for Persons Who Have Completed People's Military Service was established to facilitate employment opportunities for citizens who have completed their military service.
58. Regarding underage recruitment, the military authorities reiterate that the Committee for the Prevention of Underage Recruitment has implemented measures to prevent children from being recruited into military service, including bone examination during medical screenings to determine the age of individuals. Underage individuals are formally discharged and systematically handed over to their guardians in ceremonies attended by UN entities, including the United Nations Country Task Force on Monitoring and Reporting, and the ILO. From 2012 to December 2025, a total of 23 handover ceremonies were conducted, returning 1,152 underage individuals to their families (527 individuals were returned between 2022 and November 2025, despite having joined the military on a voluntary basis). From 2006 to August 2025, disciplinary action was taken against 619 personnel due to erroneous recruitment.
59. The military authorities further assert that to prevent forced labour, the Department of Factories and General Labour Laws Inspection verifies overtime requests based on operational requirements and worker consent, ensuring payment of any overtime worked. In 2025,

20 factories were prosecuted for having used unlawful overtime. The military authorities also indicate that the opening and closing of factories is handled strictly in accordance with the law without unlawful interference from the authorities, and business owners maintain the freedom to manage operations based on commercial circumstances, in line with the law.

60. Regarding prison labour, it is reported that both the International Committee of the Red Cross (ICRC) and the Myanmar National Human Rights Commission (MNHRC) conduct field visits to prisons and detention centres. In 2025, the ICRC visited 13 prisons and 2 detention centres, whereas the MNHRC visited 9 prisons, 1 detention centre and 11 camps.
61. The military authorities further indicate that proactive measures are being taken to combat human trafficking, including interception and repatriation of 630 individuals who attempted to work illegally abroad, prosecuting and sentencing 164 individuals under the Anti-Trafficking in Persons Law and prosecuting 125 individuals under the Law Relating to Overseas Employment in 2025. In addition, awareness is being raised through educational seminars and distribution of pamphlets.
62. Information was also provided on various awareness-raising activities and military trainings, including monthly lectures integrated into the curriculum on matters related to forced labour. In 2025, 434 awareness sessions were held for 24,057 military personnel. Measures are also being taken to raise awareness among the broader population, as well as employers and workers, through educational sessions, courses, leaflets and flyers.
63. Finally, the military authorities highlight continued collaboration with the ILO and the support provided to the Liaison Office, including coordination and facilitation of visa and residency permits for ILO staff, tax exemptions and the smooth operations of the ILO bank account. This facilitation has been ongoing even though the technical assistance requested was not provided by the ILO, which continued to suspend its cooperation with Myanmar. The military authorities reiterate the invitation for the ILO Liaison Officer to visit factories in the Yangon Region with a day's notice and reiterate the invitation for an ILO high-level mission to visit the country, indicating that the discussion on its modalities is in progress.
64. In a communication addressed to the ILO Director-General dated 8 January 2026, the military authorities reiterated the invitation for a delegation from the ILO to visit Myanmar to observe the developments in the country in connection with the labour-related recommendations of the Commission of Inquiry. It should be recalled that the Office previously indicated that it was essential to receive full guarantees and assurances at the highest level, without caveat, that there would be no retaliation, sanction or prejudice as a consequence of any person, or their families and organizations being in contact with the ILO, including with the possible country visit, and that the delegation would have unhindered access to all stakeholders. Such full guarantees and assurances at the highest level are yet to be received. The Office therefore continues its discussion with the military authorities in respect of a possible country mission, including with regard to its modalities and the necessary guarantees and assurances.

B. Assessment of progress made regarding compliance with the Commission's recommendations

65. As with previous communications from the military authorities, it may be observed that although the military authorities consider that they have been implementing the "labour-related" recommendations of the Commission of Inquiry, the information provided does not demonstrate that specific action was taken on the 11 concrete recommendations addressed to the military authorities, besides information on the release of several detained unionists,

some of which had already been previously reported. Rather, the report constitutes an update on labour-related matters, dispute resolution, awareness-raising and inspection activities, areas for which the military authorities do not have competence, especially in the light of the findings of the Commission of Inquiry concerning the serious violations of freedom of association, use of forced labour and intimidation by the military authorities. It should be further recalled that the 11 recommendations that the Commission of Inquiry addressed to the military authorities are self-explanatory in and of themselves and that even though the Office provided, on several occasions, the requested clarification regarding certain recommendations (detained unionists, decrees to be revoked), no further information has been received from the military authorities on concrete action taken at the ground level towards a genuine implementation of these recommendations. Instead, the military authorities provide details on the modalities of the general elections that took place in December 2025 and January 2026, while disregarding the gravity of the situation on the ground in terms of the broadly reported violence and repression of basic civil liberties, widespread labour rights abuses, continued repression and surveillance of trade unionists, intense fear and harassment and the use of forced labour by the military, a situation that in practice prevents free and safe elections from taking place.

Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)

66. The military authorities continue to assert that workers and employers are allowed to freely form and operate their organizations in line with national law and provide statistics on the number of workers' and employers' organizations established up to December 2025. However, they once again fail to address the concrete recommendation of the Commission of Inquiry urging them to cease all forms of violence against persons exercising legitimate worker or employer activities, whether during protests, at the time of arrest and in detention, as well as military attacks against civilian infrastructure, all of which continue to be reported and undermine the effective exercise of freedom of association.
67. Regarding detention of trade unionists, the military authorities reiterate information provided previously on the release of Ah Htaw (also known as Mogyi) in August 2023 and the conditional release of the MICS-TUSF General Secretary in October 2025. They also put forward the withdrawal of criminal proceedings against the STUM Director, the release in February 2026, prior to the filing of criminal charges, of the other nine STUM members and the release in November 2025 of Naing Lin Aung, the youth activist detained under section 124-A of the Penal Code for having organized demonstrations calling for the adoption of measures under article 33 of the ILO Constitution. While these steps constitute a positive development, information received by the Office from different sources is at times inconsistent as to whether all criminal charges were effectively withdrawn against these individuals. In addition, there is no further progress reported by the military authorities on specific steps taken regarding the recommendation of the Commission of Inquiry to ensure the withdrawal of criminal charges and unconditional release of all other trade unionists arrested and detained in relation to the exercise of their civil liberties and legitimate trade union activities, whereas information from trade unions suggests that numerous unionists still remain in detention. This is despite the Office having previously recalled that the list of names of some persons concerned was included in the recommendations of the Commission of Inquiry, the reports of the Committee on Freedom of Association and Governing Body documents. For others, confidentiality of their details must be maintained due to security risks, until the Office receives full guarantees and assurances at the highest level that no retaliation, sanction or prejudice of any sort to any

person, or their families and organizations, would occur as a consequence of their being in contact with the ILO to ascertain their right to full freedom of association and civil liberties. No such guarantees have been received. Instead, the military authorities highlight the release of some individuals whose union membership had been previously cancelled due to their allegiance to the military regime following the coup d'état. Furthermore, the military authorities fail to reply to the serious reports of ill-treatment in detention.

68. While the military authorities further point to numerous awareness-raising activities conducted among workers and employers on the right to form and operate labour organizations, as well as the supposedly functioning dispute settlement mechanisms, they fail to provide any information on the measures taken to implement the Commission's recommendations to immediately stop all forms of intimidation, threats, stigmatization, harassment and surveillance of trade unionists and their families, as well as attacks against, and destruction of, trade union premises and property. Furthermore, there is no mention of any measures taken to address the Commission's recommendation that the military authorities revoke the withdrawal of citizenship and return travel documents to the trade union leaders and members concerned without delay, except for pointing to one former unionist whose request for a passport extension is being considered, asserting that this shows that individuals who return to legality can exercise their fundamental civil and political rights.
69. Besides pointing to the certification of 3,129 workers' and employers' organizations up to December 2025 and to the resolution of two disputes in garment factories, the military authorities do not address the Commission's recommendation to stop any form of interference in the establishment, administration and functioning of trade unions at all levels. They simply state in general terms that the Ministry of Labour allows employers and workers to form and operate organizations freely.
70. With regard to the recommendation to cease all disproportionate or arbitrary punitive measures against those peacefully exercising their civil liberties in calling for a return to democratic rule in which their freedom of association rights could be fully exercised, the military authorities state that invitations were extended to those DCS personnel who are currently away from their duties and recognize their past mistakes, to return to their respective workplaces and resume their service.
71. As in its previous reports, no information at all is provided on any steps taken to revoke the military orders and other measures decreed since February 2021, identified by the Commission of Inquiry as restricting freedom of association and the basic civil liberties of trade unionists, despite the Office having previously pointed to various ILO sources providing full details as to the laws, orders or other measures not complying with the Convention and despite having provided further explicit guidance in this respect.
72. Contrary to the above information provided by the military authorities, asserting that employers and workers are allowed to freely form and operate organizations in Myanmar, reports received by the Office document that the operating environment for social partners in Myanmar remains extremely challenging. Information received highlights ongoing insecurity in the context of an escalating conflict, violence against the civilian population, economic distress and a complete collapse of judicial independence, resulting in a deteriorating human and labour rights situation and significant constraints on the effective exercise of freedom of association. Repression of the independent trade union movement, fear of arrest, retaliation and harassment, surveillance of trade unionists, reprisals and judicial proceedings under broadly framed security-related legislation, as well as monitoring of communications continue to limit workers' ability to organize, engage in collective action or seek redress for labour rights

violations. Large numbers of unionists and labour rights activists remain in detention and are subject to severe ill-treatment, sexual violence and torture. Serious security concerns and threats of re-arrest have forced many to relocate or to go into hiding, weakening the ability of unions to function. Reports were also received of continued military interference in the activities of independent workers' organizations, including involvement in labour disputes, arrests of workers, use of yellow unions and other restrictions on the ability of independent unions to operate freely, which contribute to a climate of fear and insecurity for workers and their representatives. Information received by the Office also suggests that adoption of new electoral laws led to further repression and intimidation of workers and trade unionists by local authorities, including numerous arrests and threats of conscription. Despite the challenging environment, trade unions strive to monitor Myanmar's compliance with the article 33 resolution, provide assistance to their members and implement programmes to ensure respect for labour rights. Employers' organizations report considerable efforts to promote compliance with international labour standards, including on freedom of association, and support livelihoods under difficult circumstances. The above situation attests to an environment in which the recommendations of the Commission of Inquiry have not been genuinely implemented, and the exercise of freedom of association and related civil liberties continues to be seriously restricted.

Forced Labour Convention, 1930 (No. 29)

73. In relation to the recommendation of the Commission of Inquiry to end the exaction of all forms of forced or compulsory labour by the army, as well as forced recruitment, the military authorities indicate that in response to complaints from the ILO, a Committee for Responding to ILO Allegations (Office of the Adjutant General) was established to investigate military-related complaints of forced labour and forced recruitment and to take disciplinary action against military personnel involved. The military authorities report that, as of December 2025, a total of 383 personnel were penalized. They also report various awareness-raising activities and military trainings, including monthly lectures integrated into the curriculum, on matters related to forced labour. Regarding underage recruitment, the military authorities claim that measures are in place to prevent recruitment of children, including bone examination to determine the age of individuals and provide statistics on the number of underage recruits returned to their guardians, as well as the number of military personnel disciplined for having mistakenly recruited children. However, the military authorities have yet to clearly respond to the specific conclusions and recommendations of the Commission of Inquiry in respect of the exaction of forced labour by the army, including from ethnic, religious and other minorities, and forced recruitment into the armed forces.
74. While the military authorities further assert that prisons and detention centres are monitored by both the ICRC and the MNHRC, no concrete information was provided regarding the Commission's recommendation to cease the exaction of prison labour as a consequence of a criminal conviction imposed since 1 February 2021 through proceedings manifestly lacking independence, impartiality and due process guarantees. It should also be reiterated in this respect that the Global Alliance of National Human Rights Institutions decided to revoke the membership and remove the accreditation status of the junta-controlled MNHRC, since it has not demonstrated compliance with the minimum requirements of the Paris Principles.
75. Regarding the recommendation to cease any interference with the freedom of businesses to open and close their establishments, the military authorities simply indicate that the opening and closing of factories is handled strictly in accordance with the law, without unlawful

interference from the authorities, and business owners maintain the freedom to manage operations based on commercial circumstances, in line with the law.

76. Contrary to the above affirmations of the military authorities which emphasize awareness-raising efforts and assert that any individual instances of forced labour are addressed in accordance with the legal procedures, information received by the Office indicates a broader, systemic pattern of violations, including continued practices of coercive conscription, including through arrest, extortion practices (payment of monthly fees to avoid recruitment), the use of threats of conscription to coerce individuals into voting in the elections and abduction of workers for conscription while commuting to and from work or in their residential areas. Reports received also point to practices that may amount to forced or compulsory labour, including in the context of security operations and in support of military activities (forced portering of equipment and supplies, agricultural work, confiscation of land for military projects, maintenance of military posts, provision of goods and livestock without compensation), as well as forced labour in detention and numerous instances of overtime work without consent or compensation. The above situation shows that the military authorities have yet to give effect to the concrete recommendations of the Commission of Inquiry regarding Convention No. 29.

► V. Next steps

77. The Governing Body may wish to continue to be informed of any steps taken by the military authorities to implement the 11 recommendations of the Commission of Inquiry, as well as of any other developments regarding measures and initiatives taken by the Organization's constituents and other relevant actors to contribute to the full implementation of the Commission's recommendations and the June 2025 resolution. The Office will continue to collect this information and report back to the Governing Body to inform future discussions, as may be requested. In line with the above proposed plan of action, the Office will also pursue its work on the operationalization of a monitoring mechanism for the confidential and credible documentation of ongoing fundamental rights' violations in the country, subject to available resources, as mandated by the Conference resolution. The Director-General will reinforce engagement with organizations within the UN system to ensure a coordinated action on the recommendations of the Commission of Inquiry, and the Conference Committee on the Application of Standards will hold its first special sittings on the issue of Myanmar in June 2026.

► Draft decision

78. **Recalling the resolution for a return to democracy and respect for fundamental rights in Myanmar adopted by the International Labour Conference at its 109th Session (2021) and the resolution concerning the measures recommended by the Governing Body under article 33 of the ILO Constitution on the subject of Myanmar, adopted by the Conference at its 113th Session (2025), and noting with utmost concern that, while certain limited steps have been taken to release some detained unionists, those isolated measures fall short of demonstrating genuine engagement or credible progress towards full implementation of the recommendations formulated by the Commission of Inquiry in its 2023 report, which emphasized the urgency of the national situation, the Governing Body:**

(a) as regards the 2021 resolution:

- (i) deplored once again the continued absence of progress towards respecting the will of the people and restoring democratic institutions and processes over five years since the military coup, and expressed deep concern over the military-organized general elections;**
- (ii) called on the military authorities to end immediately all acts of violence, and the arbitrary arrest, detention and torture of trade unionists, labour activists and others, including the Rohingya, in the exercise of their human rights and ensure the immediate and unconditional release of those detained without resorting to section 401 of the Code of Criminal Procedure;**

(b) as regards the recommendations of the Commission of Inquiry and the 2025 resolution:

- (i) called on the military authorities to:**
 - **immediately cease all violations identified by the Commission of Inquiry and ensure that employers' and workers' organizations be able to exercise their rights in a climate of freedom and security, free from violence, arbitrary arrest and detention, and revoke without delay any military orders, legislative or other measures, decreed since February 2021 and identified as restricting freedom of association and the basic civil liberties of trade unionists;**
 - **take immediate action to put an end, in law and in practice, to any forced recruitment into the military contrary to the Forced Labour Convention, 1930 (No. 29), including the forced recruitment of children;**
 - **provide the necessary guarantees and assurances at the highest level which would allow an ILO mission to visit the country and to carry out its mandate in full independence and security, with no retaliation, sanction or prejudice to any person being in contact with it, and continue to engage with the Office to determine the modalities of a possible mission;**
 - **submit to the Director-General all information on the measures taken to implement the recommendations of the Commission of Inquiry by 24 April 2026 for transmission to the Committee on the Application of Standards for its special sitting and any relevant information on further developments by 21 September 2026 for transmission to the Governing Body at its 358th Session (November 2026);**
- (ii) invited the Organization's constituents – governments, employers and workers – to continue taking steps to ensure an effective follow-up to the 2025 Conference resolution, including a review of their relations with the military authorities to ensure that they do not enable, facilitate or prolong, the violations of workers' rights in respect of freedom of association and forced labour, and respect for the principle of non-refoulement, and provide information to the Director-General on any measures taken and other developments by 21 September 2026 for transmission to the Governing Body at its 358th Session (November 2026);**
- (iii) took note of the Office's plan of action to implement the Conference resolution and called on the Director-General to:**

- continue taking steps to implement the 2025 Conference resolution, including through direct support to Myanmar workers, employers and their organizations in line with the United Nations Country Team programmatic engagement guidelines, and through increased collaboration within the United Nations system to ensure coordinated action on the implementation of the recommendations of the Commission of Inquiry;
 - continue to closely monitor the situation in Myanmar with regard to the exercise of freedom of association and the prohibition of forced or compulsory labour, including through the finalization of the preparatory phase of the proposed monitoring mechanism, in consultation with the International Organisation of Employers and the International Trade Union Confederation, for the confidential and credible documentation of ongoing violations, subject to the identification of available resources under Part I of the programme and budget for the current biennium or, failing that, through the use of the provision for unforeseen expenditure under Part II given that the necessary financial and human resources were not budgeted in the Programme and Budget for 2026–27;
 - submit a report on the latest developments in the country to inform the special sitting of the Committee on the Application of Standards at the 114th Session (2026) of the Conference;
 - submit to the Governing Body at its 358th Session (November 2026) a document providing an update on relevant developments in the country, including progress made by Myanmar regarding compliance with the recommendations of the Commission of Inquiry and measures taken by the Organization's constituents to implement the 2025 Conference resolution, as well as an update on the operationalization of the monitoring mechanism for documentation of ongoing violations of fundamental rights;
- (c) called once again on the military authorities to continue to ensure, in accordance with the provisions of the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947, that no restrictions be placed on the operation of the ILO's bank account, to approve all international staff visa extensions requested and to facilitate the ILO's continued operations to bring benefit to the people of Myanmar despite the expiry of the Memorandum of Understanding on the Decent Work Country Programme in September 2022.

► Appendix I

Resolution concerning the measures recommended by the Governing Body under article 33 of the ILO Constitution on the subject of Myanmar (5 June 2025)

The General Conference of the International Labour Organization meeting in Geneva at its 113th Session, 2025,

Considering the proposals by the Governing Body of the International Labour Office, under the twelfth item of its agenda, with a view to the adoption, under article 33 of the ILO Constitution, of actions to secure compliance with the recommendations of the Commission of Inquiry established in accordance with article 26 of the ILO Constitution to examine the non-observance by Myanmar of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Forced Labour Convention, 1930 (No. 29),

Having taken note of the additional information provided by the military authorities which does not indicate any sign of meaningful acknowledgement of the recommendations formulated by the Commission of Inquiry in its 2023 report *Towards Freedom and Dignity in Myanmar*, or demonstrate any action taken for their implementation,

Expressing concern over the repeated extension of the state of emergency under military rule, preventing the restoration of a democratically elected government called for in the resolution for a return to democracy and respect for fundamental rights in Myanmar adopted by the International Labour Conference at its 109th Session (2021),¹

Recalling the overall operative framework for engagement in Myanmar set out in the United Nations Country Team programmatic engagement guidelines and its focus on delivery of principled, rights and needs-based humanitarian assistance and activities that result in benefits that accrue directly to people or local communities,

Observing with deep concern the continuing egregious violations of the fundamental rights to freedom of association and freedom from forced labour and the basic civil liberties of the people of Myanmar, as well as the manifest efforts to fully transplant the free and independent trade union movement in the country,

1. Decides to hold at its future sessions a special sitting of the Committee on the Application of Standards for the purpose of discussing the application of Conventions Nos 87 and 29 by Myanmar and the implementation of the recommendations of the Commission of Inquiry, so long as this Member has not been shown to have fulfilled its obligations;
2. Invites the Organization's constituents – governments, employers and workers – to:
 - (a) engage, at the national, regional and international level, with a view to coordinating comprehensive and strategic action to contribute to the implementation of the Commission of Inquiry's recommendations, including all steps that can support the creation of a climate that promotes freedom of association and the elimination of all forms of forced labour in the country;

¹ ILC.109/Resolution II.

- (b) enable continuing support for activities that benefit directly the Myanmar people and their communities and, in particular, through independent and confidential monitoring and reporting systems that provide avenues for complaints of violations to be rapidly and effectively addressed to ensure accountability where freedom of association and forced labour violations occur;
 - (c) review, in the light of the conclusions of the Commission of Inquiry, the relations they may have with Myanmar military authorities and take appropriate measures to ensure that such relations in no way enable, facilitate or prolong the violations of workers' rights in respect of freedom of association and forced labour. In particular, any relations that may contribute or enable the perpetuation of ongoing harm or violence or acts of repression and intimidation of workers and employers peacefully exercising their fundamental rights through the support or supply of military equipment or means, including jet fuel, or the free flow of funds to the military authorities, should be comprehensively reviewed with the aim to disable all means that have abetted or empowered the perpetuation of the above-mentioned egregious violations;
 - (d) ensure that the principle of non-refoulement is respected in line with international law, given that trade union and human rights defenders fleeing Myanmar are at serious risk of irreparable harm, including persecution, ill-treatment and other grave human rights violations;
 - (e) report to the Director-General on any initiatives or steps taken, or other relevant developments, for transmission to the Governing Body;
3. Invites the Director-General to:
- (a) accelerate and intensify with all relevant actors all necessary support to the trade unions and workers of Myanmar as well as employers so that they may be able to exercise fully their fundamental rights addressed in the report of the Commission of Inquiry;
 - (b) develop relevant and appropriate monitoring mechanisms for the confidential and credible documentation of ongoing fundamental rights' violations in the country with a view to transparent reporting, ensuring accountability and delivering expeditious and effective redress to the victims;
 - (c) call on the relevant bodies of international organizations referred to in article 12(1) of the ILO Constitution to continue to keep under review, within their terms of reference and in the light of the conclusions of the Commission of Inquiry, any engagement with the Myanmar military authorities and report any activities that may be found in the course of their work to have the effect of directly or indirectly enabling or abetting the practice of forced labour or compulsory labour or violations of freedom of association in the country;
 - (d) reinforce engagement and collaboration with the United Nations (UN), including the UN Secretary-General's Special Envoy on Myanmar, the Special Rapporteur on the situation of human rights in Myanmar and other specific thematic special rapporteurs relevant to the Commission of Inquiry's recommendations, such as the Special Rapporteur on freedom of opinion and expression and the Special Rapporteur on freedom of peaceful assembly and of association, with a view to ensuring coordinated action on the recommendations of the Commission of Inquiry and the implementation of this resolution;

- (e) explore further within the UN system the support and assistance that may be provided to Myanmar trade union activists and their families who have been displaced or have fled their country;
 - (f) explore additional avenues of collaboration between the ILO and the Independent Investigative Mechanism for Myanmar established by the UN Human Rights Council within their respective mandates;
 - (g) engage with other relevant regional bodies, in particular the Association of Southeast Asian Nations, special envoys and others with a view to exploring possible frameworks for coordinated action towards the full implementation of the recommendations of the Commission of Inquiry in Myanmar;
 - (h) submit to the Governing Body a periodic report on the outcome of the measures set out in subparagraphs (a)–(g) above;
4. Urges the Myanmar military authorities to engage without further delay in good faith implementation of the recommendations of the Commission of Inquiry and subsequent recommendations of the supervisory bodies of the ILO, with a view to securing a climate promoting freedom of association and the elimination of all forms of forced labour.

► Appendix II

Communications from the military authorities of Myanmar

1. Communication of 15 January 2026



Permanent Mission of the Republic of the Union of Myanmar to the
United Nations Office and other International Organizations

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Note No. 20 /31/03-23/39

The Permanent Mission of the Republic of the Union of Myanmar to the United Nations Office and other International Organizations in Geneva presents its compliments to the International Labour Office and has the honour to refer to the latter's Note dated 19 December 2025 regarding the decisions taken by the Governing Body at its 355th Session.

In this regard, the Permanent Mission of Myanmar has further the honour to enclose herewith the document on progress made by Myanmar following the report of the Commission of Inquiry on Myanmar (Col) received from the Ministry of Labour.

The Permanent Mission of the Republic of the Union of Myanmar to the United Nations Office and other International Organizations in Geneva avails itself of this opportunity to renew to the International Labour Office the assurances of its highest consideration.

Geneva, 15 January 2026

International Labour Office,
GENEVA.



**Progress made by Myanmar following the report of the Commission of Inquiry on
Myanmar (Col)**

1. Myanmar has been implementing the labour-related recommendations of the ILO Commission of Inquiry on Myanmar (Col) regarding Conventions Nos. (87) and (29) in accordance with the existing domestic laws, rules, notifications and, directives by setting up policies, and conducting in line with the procedures, and will keep on implementing those which will benefit workers.

Implementation on Convention No. (87)

2. The progress made related to Convention No. (87) is stated as follows:

(a) Formation of Organizations

(1) The Ministry of Labor allows employers and workers to form and operate organizations freely in accordance with the Labor Organization Law (2011), as of December 29th 2025, recognition certificates have been issued to a total of 3,129 organizations, categorized as follows;

- i. basic labor Organizations: 2,903,
- ii. township worker Organizations: 161,
- iii. region/state labor Organizations: 26,
- iv. labor Federations: 9,
- v. Myanmar labor Confederation: 1,
- vi. basic employers' Organizations: 27,
- vii. township employer Organization: 1, and
- viii. employer Federation: 1

During 2025, the number of newly formed organizations increased up to 64, including 59 basic labor organizations, 2 township labor organizations, 1 region labor organization, and 1 basic employer organization. Upon the request of 1 basic labor organization to be dissolved, a cancellation permit was issued on August 18th, 2025 after

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the verification whether the request is in compliance with the Labor Organization Law (2011) and the Rules of Procedure.

(b) Raising awareness to comply with labour laws

- (1) The Ministry of Labour has been conducting awareness raising activities on the Labour Organization Law and Rules (2011) monthly since December 2023, to ensure that employers and workers are aware of the legal right to form labour organizations in accordance with the Labour Organization Law (2011), and that recognized organizations can also practice their rights and benefits for workers in accordance with the law. Starting from December 2023 until November 2025, monthly awareness activities have been conducted for 126, 227 workers from (2678) factories and workshops.

(c) Release of individuals mentioned by the ILO

3. Myanmar has reviewed the cases of individuals mentioned by the ILO in its reports and communications. Nonetheless, Myanmar is not in a position to verify the so-called arrested trade unionists vaguely mentioned by the ILO without meaningful facts to substantiate. The updated information of those interested by the ILO are as follows:

(1) Thet Hnin Aung: He was sentenced to seven years' imprisonment on 15 November 2023, under section 52(A) of the Counter-Terrorism Law. The charge was for his involvement in terrorist activities. Thet Hnin Aung, who was serving his prison terms at the Insein Prison, was granted a pardon on humanitarian and benevolent considerations on October 19, 2025 as per Section 401(1) of the Code of Criminal Procedure.

(2) Myo Myo Aye: The charge against her was filed by the relevant aggrieved party in July 2025. Legal proceedings against Myo Myo Aye have been withdrawn under Section 494 of the Code of Criminal Procedure on October 19, 2025 on humanitarian and benevolent considerations.

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(3) Naing Lin Aung : Pursuant to Order No. 10/2025 on November 26, 2025, of the National Defense and Security Council, 724 male and female prisoners serving sentences under **Section 505-A** of the Penal Code were released. As per the order, Naing Lin Aung was released, among others.

(4) Former Executive Members of the CTUM: Former members of the CTUM Central Executive Committee, Ah Htaw (aka Mogyi), was charged under Section 124-A of the Penal Code and sentenced to two years' imprisonment on December 30, 2022. He was then granted a pardon on 1 August 2023. The case against former Vice Chairman U Than Swe was withdrawn on 27 February 2025. The case against former Executive Committee member Daw Myint Hnin Thet was withdrawn on June 10, 2025, under **Section 494(a)** of the Code of Criminal Procedure. Additionally, former CTUM executive member Thein Naing Aung Wai is currently campaigning as a candidate for the Tain Lai (Shan-ni) National Development Party in the Mohnyin constituency, Kachin State. Request made by U Aung Kyaw Myint for the extension of his ordinary passport is under consideration.

4. It clearly demonstrates that Myanmar pays careful attention to the complaints raised by the ILO, and due consideration was given without undermining national security and law and order of the general public. Similarly, individuals who communicate with the Government to constructively contribute to nation-building tasks are allowed to do so. Those who return to the legal fold and enjoy the pardons have now been exercising their fundamental rights in their political and civic lives, such as participating in political parties and expressing opinions through media interviews.

(d) Labor Dispute Settlement via Tripartite Mechanism

(1) Workplace Coordination Committees (WCC): The Settlement of Labor Dispute Law (2012), 3,034 WCCs were established by December 20, 2025, to facilitate collective bargaining in enterprises with 30 or more

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employees. Between January 1 and December 20, 2025, 228 cases were received, of which 214 were resolved.

(2) **Higher-Level Arbitration:** Disputes unresolved by the WCC are referred to tripartite bodies. Labor activists are not restricted from representing workers during these processes. During the same period in 2025:

- **Township Conciliation Bodies:** Received 177 disputes; settled 161.
- **Arbitration Bodies:** Received 16 disputes; awarded 15.
- **Arbitration Council:** Received and awarded 9 disputes.

(3) **Benefits:** Through these processes, 149 workers were reinstated, and 129.315 million kyats and USD 806.40 in cash benefits were awarded to 343 workers.

(4) **Appointments:** Employers and workers have the right to freely elect the members of these bodies in accordance with the 2012 Law.

(5) **Inclusive Dialogue:** Annual tripartite seminars are held in Upper and Lower Myanmar to bring together government, employer, and labor representatives for open discussion.

(e) Settlement of Labor Complaints

(1) **Complaint Statistics:** Between January 1 and December 20, 2025, 36 complaints were received. Eleven were from garment factories, involving contract breaches, workplace injury claims, and termination. Most were resolved or referred for legal coordination.

(2) **Strike Resolution (Sen Yu Clothing):** A strike at Sen Yu Clothing Co., Ltd, over production quotas was settled on November 5, 2025. Following negotiations involving management, WCC members, and 25 worker representatives, an agreement was reached to ensure labor rights without discrimination between daily and monthly workers.

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- (3) **Myanmar Wide Garment Case:** Workers at this factory requested wage increases in December 2025. Following negotiations involving the CTUM Chairman and IWFM representatives, the employer agreed to a uniform wage increase starting December 2025. A five-point Collective Bargaining Agreement was subsequently signed.

Implementation on Convention No. (29)

5. Progress and developments regarding the implementation of the Convention No. (29) are as follows:

(a) Actions taken against Forced Labor complaints

- (1) Regarding the 387 cases transferred by the ILO Yangon Office on October 28, 2020: the Ministry of Labour was informed via a letter from the ILO dated January 13, 2022, that Cases No. 3714 and 5067 were closed. Of the remaining 385 cases, 152 contained verifiable facts, personal identification numbers, ranks, names, and units. As the other 233 cases lacked sufficient supporting information, the Ministry requested the ILO Liaison Office (via letters dated March 18 and November 18, 2025) to provide the necessary documentation.
- (2) Of the 152 cases, 42 cases have been resolved and the ILO Liaison Office has been notified. This includes cases closed between March and December 2025. Additionally, updates on two additional cases will be notified to the ILO Liaison Office. Currently, 108 cases remain to be resolved, and the Ministry of Labour is coordinating with relevant Ministries to address them.
- (3) In October 2024, the National Committee for the Implementation of the National-Level Complaint Mechanism on Forced Labour received the case of Lance Corporal Zaw Lin Aung, who was recruited before age 18. He was discharge accordingly and Myanmar shared the information with the ILO Liaison Office on November 24, 2025.

(b) Enforcement to prevent forced labor in factories and workplaces

- (1) To prevent forced labor, the Department of Factories and General Labour Laws Inspection verifies overtime requests based on operational requirements and worker consent. The department ensures overtime wages of overtime hours worked in excess of the specified daily or weekly are paid in accordance with laws, rules and directives. From January to November 2025, legal actions were taken against unlawful overtime practices, resulting in the prosecution of 20 factories.

(c) Measures to prevent and protect underage recruitment into military service

- (1) The Committee for the Prevention of Underage Recruitment has implemented measures to prevent children from being recruited into military service. In accordance with Tatmadaw procedures, underage individuals have been formally discharged and systematically handed over to their parents or legal guardians. These handover ceremonies were conducted in an orderly manner in the presence of representatives from the UNRCO, UNICEF, UNHCR, and the ILO. Representatives of the United Nations Country Task Force on Monitoring and Reporting (UNCTFMR) also attended. From 2012 to December 2025, a total of 23 handover ceremonies were conducted, during which 1,152 underage individuals were returned to their families.
- (2) From 2006 to August 2025, disciplinary actions against 619 personnel (159 officers and 460 soldiers) were taken in accordance with military regulations due to erroneous recruitment.
- (3) From 2022 to November 2025, bone X-ray age verification tests were included in medical screenings for new voluntary recruits at recruitment units, training schools, and military hospitals. During this period, 527 recruits suspected of being under 18 years of age were

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rejected and returned to their families, despite having joined the military of their own accord.

- (4) In response to complaints from the International Labour Organization (ILO), the Committee for Responding to ILO Allegations (Office of the Adjutant General) was established to investigate military-related complaints of forced labor and forced recruitment. Under this mechanism, disciplinary action against officers and other ranks involved in cases were taken. As of December 2025, a total of 383 personnel (64 officers and 319 other ranks) have been penalized.

(d) Prison Visits of the ICRC and MNHRC in 2025

- (1) The International Committee of the Red Cross (ICRC) visited a total of 13 prisons and 2 detention centers in 2025: Pathein Prison, Tharyarwady Central Prison, Kengtung Prison, Taunggyi detention center, Sittwe Prison, Yamethin Prison, Hpa-an Prison, Myitkyina Prison, Kyaikmaraw Central Prison, Magway Central Prison, Daik Oo Central Prison, Nay Pyi Taw detention center, Nyaung Shwe Prison, Mandalay Central Prison and Insein Central Prison.
- (2) The Myanmar National Human Rights Commission (MNHRC) conducted its visits to 9 prisons, 1 detention center, and 11 camps in 2025: Tawgyi Tan Camp, Mandalay Central Prison, Kyaikmaraw Central Prison, Aung Chan Thar Camp, Htonebo (1)/Htonebo (2)/ Htonebo (Women) Camp, 24 Mile Camp, Pyapon Prison, Nyaung Shwe Prison, Taunggyi detention center, Taung La Lone Camp, Dawei Prison, Belin (1)/Belin (2) Camp, Pathein Prison, Yamethin Prison, Kintha (1)/Kintha (2) Camp, Kengtung Prison, Taungoo Prison. The Department of Prison has been followed up and implemented the recommendations of MNHRC.

(e) Raising awareness for the elimination of Forced Labor

- (1) The Ministry of Labour has distributed pamphlets and conducted awareness programs for employers and workers across all Regions, States, and Union Territories. As of November 2025, these activities reached 34,491 workers from 1,126 factories. The pamphlets were updated to include hotline numbers and were translated into seven ethnic languages to enhance public access to the National Complaint Mechanism.
- (2) Under the supervision of the Office of the Judge Advocate General, the Ministry of Defence provides monthly legal education lectures to battalions and units. These lectures, including the prevention of forced labour, delivered by senior military legal officers, are integrated into the curriculum of training schools. From January to November 2025, 434 awareness sessions were held across 722 units for 24,057 officers and soldiers.
- (3) The Ministry of Home Affairs distributed pamphlets in seven ethnic languages through the General Administration Department (GAD). Definitions of forced labor are provided to ward and village administrators during monthly meetings. Between April and December 2025, specialized trainings were also provided at the Administrative Development Training School in Yangon.

(f) Opening and closing of factories and workplaces

- (1) Under the Factories Act (1951), owners must notify the Director General at least 15 days before commencing operations and one month prior to closing. The Department conducts inspections strictly according to these mandates without unlawful interference.
- (2) Foreign and domestic investors may commence, suspend, or exit operations in accordance with the Myanmar Companies Law (2017) or the Myanmar Investment Law (2016). Businesses in Special Economic

Zones (SEZ) must comply with the Myanmar Special Economic Zone Law (2014). Business owners maintain the freedom to manage operations based on commercial circumstances according to the law.

- (3) Pursuant to Section 15(b) of the Private Industrial Enterprise Law, entrepreneurs must obtain department approval for commencing, changing, transferring, suspending temporally or closing business operations.

(g) Measures to Safeguard the Socio-Economic Welfare of Personnel Who Have Completed People's Military Service and Their Families

- (1) To facilitate employment opportunities for citizens who have honorably completed their military service, the **Committee on Employment Management for Persons Who Have Completed People's Military Service** was established via Notification No. 59/2025 by the Office of the National Defence and Security Council on August 14, 2025. The committee is chaired by the Union Minister of Defence and comprises 18 members.
- (2) To implement its assigned duties and responsibilities, the Management Committee has established the following five working committees:
 - The Working Committee for Training
 - The Working Committee for Domestic Employment
 - The Working Committee for Overseas Employment
 - The Working Committee for Investment Loans for the Practical Application of Vocational Skills
 - The Working Committee for Administration and Logistics
- (3) To ensure that personnel do not face socio-economic hardships when transitioning to civilian life, the Committee has coordinated with relevant entities to facilitate the reinstatement of personnel into the positions they held prior to their service. Efforts are also being made to

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prioritize appropriate employment opportunities for them in local factories and ensure their recruitment in private companies. Additionally, the Department issues necessary Letters of Recommendation for overseas employment, collaborates with relevant agencies for job placement services, and partners with various institutions to organize vocational training courses.

(4) Under the authority of **Section 32 of the People's Military Service Law**, the Ministry of Defence issued provisions on May 26, 2024, concerning exemptions, deferments, and reductions of military service; these provisions are currently being implemented. The Central Body for Summoning People's Military Servants has established the following criteria for **reductions in the mandatory service term**:

- Personnel whose parents are both currently serving, or have served, as civil servants for a minimum of 20 years and have reached full retirement, are eligible for a reduction of up to **one-half** of the standard service term.
- Personnel with one parent meeting the above criteria are eligible for a reduction of up to **one-third** of the standard service term.
- Personnel who sustain injuries during their service are eligible to have the remaining service term waived, subject to verification in accordance with applicable regulations.
- In accordance with these provisions, a total of **119 personnel** from People's Military Training Batches (1) to (5) who met the requirements for service reduction—either by one-half (1 year) or one-third (8 months)—have been granted formal discharge.

(h) Data on Anti-Trafficking in Persons

(1) From November 1 to 30, 2025, a total of **630 individuals** (288 males and 342 females) attempting to travel abroad for illegal employment were intercepted. Authorities conducted educational briefings to warn them

about the risks of human trafficking associated with illegal migration, the potential loss of labor rights, and the scarcity of legitimate job opportunities. Following these sessions, they were safely repatriated to their respective home regions.

(2) From January 1 to November 30, 2025, the following sentences were handed down against perpetrators under the **Anti-Trafficking in Persons Law**:

- **Imprisonment for Life**: 14 defendants
- **Up to 20 years**: 45 defendants
- **Up to 15 years**: 15 defendants
- **10–13 years**: 73 defendants (combined total of listed categories)
- **3–8 years**: 17 defendants

(3) Between January 1 and November 30, 2025, 57 cases were prosecuted under the Law Relating to Overseas Employment. Legal action was initiated against a total of 125 perpetrators (52 males and 73 females).

(4) Regarding awareness-raising activities conducted by the Anti-Trafficking Police Force from January 1 to July 31, 2025: the Myanmar Police Force, in collaboration with relevant departments and civil society organizations, organized 599 educational seminars. These seminars reached a total of 115,233 attendees (46,967 males and 68,266 females). Additionally, 2,796 distribution sessions were held, during which 267,459 pamphlets were distributed. Furthermore, 58 anti-trafficking billboards were erected across Nay Pyi Taw and various Regions and States, and 83 awareness stickers featuring hotline numbers were affixed to highway buses and at bus terminals.

General Developments

Provision of Additional Allowances on Daily Wages

6. The National Committee for Setting the Minimum Wage established a minimum wage of 4,800 kyats for an eight-hour workday for enterprises with ten or more employees. Additionally, an extra allowance of 1,000 kyats was granted on three separate occasions: October 9, 2023; August 9, 2024; and October 14, 2025. Consequently, a total daily wage of 7,800 kyats (seven thousand eight hundred kyats only) is currently granted for actual working days, in accordance with the Leave and Holidays Act (1951).

7. The Ministry of Labour continues to implement measures to promote workforce skills development under the Employment and Skills Development Law (2013). The Myanmar National Skills Standards Authority (NSSA) is managing the development of occupational competency standards, competency-based training, and skills assessment and certification. These initiatives aim to provide low-skilled workers with access to decent employment opportunities.

8. The NSSA has established 16 occupational competency standards development committees. Between 2014 and December 2025, the NSSA approved 104 competency standards for 71 occupations, comprising:

- Level 1: 46 standards
- Level 2: 47 standards
- Level 3: 11 standards

9. Since 2014, the NSSA has certified 31,179 skilled workers. Currently, 914 Assessors, 135 Inspectors, and 305 Assessment Centers are accredited to execute NSSA skills assessment processes.

Provision of Social Security Benefits

10. The Social Security Board (SSB) provides healthcare and cash benefits to workers covered under the Social Security Scheme. As of November 2025, there are 1,356,085 insured workers from 35,990 establishments. Between February 2021 and November

2025, a total of 114,667.941 million kyats was paid in cash benefits across 2,020,021 cases.

11. Regarding Myanmar migrant workers in Malaysia, the SSB collaborates with the Social Security Organization (PERKESO) of Malaysia under a Memorandum of Collaboration (MoC) renewed on December 16, 2024. As of November 2025, PERKESO and the SSB have coordinated to support dependent benefits for the families of 62 workers who died in work-related accidents. To date:

- a. Dependent families of 45 workers have received 1,441.246 million kyats and 74,359.83 Malaysian Ringgits.
- b. Permanent disability benefits totaling 64.802 million kyats have been received for three permanently disabled workers.

Family Support and Education Allowances

12. Following the Mandalay earthquake on March 28, 2025, insured workers in affected regions (Naypyidaw, Mandalay, Sagaing, Bago, Magway, and Shan State) received a 40% Family Support Benefit. A total of 10,943.051 million kyats was disbursed via online payment to 133,702 workers. Additionally, for the 2025-2026 fiscal year, education allowances totaling 3,575.295 million kyats were disbursed to 89,761 children of insured workers.

Employment

13. Domestic Job Creation: According to Labor Exchange Office records, 4,151,545 new workers (1,359,223 males and 2,792,322 females) registered between February 2021 and November 2025. Employment opportunities were successfully created for 834,910 of these registrants.

14. Job Fairs: To connect job seekers with employers, 15 job fairs were conducted across Yangon, Bago, and Mandalay between 2021 and 2025, facilitating employment for 840 individuals through one stop service.

Migration

15. **Migrant Workers:** Under the Law Relating to Overseas Employment (1999), the Ministry has dispatched **3,118,248 workers** abroad between 1990 and December 2025 through both individual arrangements and licensed agencies.

16. **Complaints Mechanism:** Complaints Mechanism Centers in Nay Pyi Taw and Yangon operate 24 hours a day to resolve labor issues. From 2013 to November 2025, **6,349 cases** were resolved through the facilitation provided by relevant embassies, labour attaches, agencies, migrant workers resource centers and media covering issues such as unpaid wages, contract violations, human trafficking, and repatriation requests.

Occupational Safety and Health (OSH)

17. Between January and November 2025, the Factories and General Labour Laws Inspection Department (FGLLID) conducted inspections at **7,739 factories** and **18,477 shops**. Investigations for 52 reportable incidents, including 8 fatalities and follow-up inspections were carried out.

18. Two factories were prosecuted under Section 85 of the Factories Act (1951) for failing to notify the department of occupational hazards within the stipulated timeframe.

19. **OSH Awareness:** Monthly sessions reached **75,069 workers** from 5,193 workplaces and, raising awareness by mobile training bus was carried out for 3025 workers from 121 workplaces in 2025. The National OSH Training School, inaugurated in December 2024, has trained 748 individuals across 19 courses.

Civil Service Personnel returning to their workplaces

20. It is observed that some civil servants have been absent from their workplace due to the instigation, incitement, and coercive pressure exerted by the CRPH and NUG terrorist groups, whose motives are to cause the total ruin of the State. Currently, the Government is making concerted efforts to ensure the all-round development of the Nation, including the economic, social, education, and health sectors. To prevent the unnecessary loss of human resources, the State extends invitations to those Disloyalty

Civil Service (DCS) personnel who are currently away from their duties to return to their respective workplaces and resume their service in the interest of the country.

21. With great generosity, the heads of respective Ministries have been inviting those staff members who recognize their past mistakes and possess a sincere desire to reform, to return to their workplaces as soon as possible. Furthermore, as the State is continuously extending invitations to Myanmar citizens who have reached various regions to return home, DCS personnel who truly wish to serve the national interest are now progressively returning their respective workplaces.

General Elections

22. The Ministry would like to brief about the General Elections. In order to ensure the security and administrative matters are managed systematically; the general elections have being held in three separate phases. Phase (1) was held on 28 December 2025, covering 102 townships. A total of 139 people, including members of the international election observation missions and representatives of the diplomatic community, were present to observe and monitor the orderly and free casting of ballots by the general public during the phase (1) of Myanmar's 2025 Multiparty Democracy General Elections on 28 December 2025. The results of Phase I were announced transparently on 2 January 2026. Moreover, phase (2) of the General Elections was also held on 11 January 2026, covering 100 townships. Similarly, the Phase (2) included international observers, with over 100 representatives from embassies based in Myanmar. And the result of Phase II will be announced in due course. Phase (3) will be held on 25 January 2026, covering the remaining 63 townships.

23. In order to prevent electoral fraud, the ballots are casted by using Myanmar Electronic Voting Machines (MEVM). The utilization of MEVMs offers significant benefits, such as being time-efficient, eliminating invalid votes, and enabling the rapid release of election results.

24. The voter lists were publicly displayed three separate times for verification. To ensure inclusive participation, educational programs were conducted specifically targeting first-time voters, internally displaced persons (IDPs), and persons with

disabilities (PWDs). Furthermore, necessary amendments and supplements to electoral laws, rules, and procedures were carried out to facilitate the participation of all citizens.

25. A total of 57 political parties and 4,863 candidates contested in the election. All political parties and parliamentary candidates have been granted equal opportunities to conduct election campaigning in accordance with the existing laws, rules, and regulations. There are 21,517 polling stations nationwide. Arrangements have been made to ensure that voters can cast their ballots freely, transparently, and conveniently at these polling stations.

Cooperation with the ILO

26. Since joining the ILO in 1948, Myanmar has consistently paid its annual contributions in full. Despite the current challenges for Myanmar regarding international financial transactions, Myanmar has been making concerted efforts to ensure the smooth transfer of annual membership contributions.

27. The Government continues to support the ILO Liaison Office in Yangon. From January 2025 to January 2026, the Ministry of Labour facilitated and cooperated with the other relevant Ministries to allow the entry visas and stay permit extensions for (9) ILO international staffs including ILO Liaison Officer in Yangon, although ILO technical assistance requested by Myanmar has not been reciprocated and continued suspension of cooperation with the Government.

28. Regarding the import, sale, and exchange of ILO office vehicles and equipment, including tax exemptions for equipment imported in October 2025, the Ministry has been coordinating with the line Ministries to facilitate the request of the ILO Liaison Office in Yangon. Moreover, regarding the domestic travel access for ILO Liaison Officer and its staff, the Ministry has been facilitating and granting the travel permissions in the country.

29. Following the March 2025 earthquake, the Ministry facilitated the withdrawal of USD 495,000 from the ILO headquarters' supplementary fund to support recovery and capacity training for employees in the Mandalay Region and Shan State. Furthermore, the Ministry of Labour has been coordinating with the relevant authorities in facilitating for the operations of the ILO bank account smoothly.

30. The Ministry will continue to work with the ILO Liaison Officer, Mr. Yutong Liu, to implement the labour-related recommendations of the Commission of Inquiry (Col). Moreover, the Ministry reiterates its invitation to the ILO Liaison Officer for the field visits to factories in the Yangon Region, provided one day's prior notice is given for coordination.

ILO high-level visit to Myanmar

31. Regarding the visit of the ILO High-Level Mission, a request for travel details was sent to the ILO Liaison Officer in Yangon on 22 December 2025 by the Ministry of Labour, and subsequently, a delegation led by Director-General of the Ministry discussed with the Liaison Officer on 6 January 2026 regarding the High-Level Mission to Myanmar. Myanmar has invited the ILO to visit the country before March 2026 and the discussion on the modalities of the visit is in progress.

2. Communication of 23 February 2026



Permanent Mission of the Republic of the Union of Myanmar to the
United Nations Office and other International Organizations

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Note No. 67 /31/03-23/39

The Permanent Mission of the Republic of the Union of Myanmar to the United Nations Office and other International Organizations in Geneva presents its compliments to the International Labour Office (ILO) in Geneva.

The Permanent Mission of Myanmar has the honour to inform the Office that proceedings against the nine STUM members have been withdrawn as per Section 494 of the Code of Criminal Procedure and, they have been discharged prior to the filing of charges, in accordance with Section 494 (a) of the Code of Criminal Procedure on 19 February 2026.

In this connection, the Permanent Mission has further the honour to enclose herewith the note from the Ministry of Labour of Myanmar addressed to the International Labour Office for necessary action.

The Permanent Mission further requests the Office to kindly reflect the positive development when the forthcoming 356th Session of the Governing Body considers the agenda on Myanmar.

The Permanent Mission of the Republic of the Union of Myanmar to the United Nations Office and other International Organizations in Geneva avails itself of this opportunity to renew to the International Labour Office in Geneva the assurances of its highest consideration.

Geneva, 23 February 2026

International Labour Office

GENEVA.

Email: ilo@ilo.org



Restricted



Government of The Republic of the Union of Myanmar
Ministry of Labour
Nay Pyi Taw

No. 116/Ala/Div (5) 2026 (2371)

The Ministry of Labour of the Republic of the Union of Myanmar presents its compliments to the International Labour Office regarding the release of the nine members of Solidarity Trade Unions of Myanmar (STUM).

In this regard, the Ministry has the honour to inform that the proceedings against the nine STUM members at Insein Central Prison have been withdrawn pursuant to Section 494 of the Code of Criminal Procedure. Accordingly, they have been discharged prior to the filing of charges, in accordance with Section 494 (a) of the Code of Criminal Procedure in order to continue the cooperation with the ILO.

It represents a significant and constructive step towards a fostering cooperation with the international community and the ILO. Therefore, the Ministry of Labor would like to request the ILO to kindly consider positively upon Myanmar, one of the ILO members, for the sake of the welfare and interests of employers and employees of Myanmar.

The Ministry of Labour of the Republic of the Union of Myanmar avails itself of this opportunity to renew to the International Labour Office the assurances of its highest consideration.

Nay Pyi Taw 20 February 2026

International Labour Office,
Geneva.



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