Joint Submission to the Human Rights Council of the United Nations for the Universal Periodic Review (UPR) on Cambodia

The Rights of Khmer Krom People in Cambodia

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1. **Introduction**

1. Joint submission for the Fourth Universal Periodic Review on Cambodia prepared by Khmer Kampuchea Krom for Human Rights and Development Association (KKKHRDA), Cambodian Center for Human Rights (CCHR), Alliance for Conflict Transformation (ACT), and 6 other Khmer Krom human rights organizations based in Cambodia.

1.1 **History of the Khmer Krom**

2. The Khmer Krom are indigenous peoples living in the southern part of Cambodia and the Mekong Delta of Vietnam. Historically, this area was called Kampuchea Krom (meaning lower Cambodia). Research shows that Cambodians have been living in this area since the beginning of the first century BC. Cambodian people continued to occupy Kampuchea Krom until the 17th century, before it was gradually intruded by the Vietnamese. In the 1880s, France officially colonized Kampuchea Krom. That was the beginning of a period of stable and co-existing relations between the Vietnamese and the Khmer Krom. After France transferred the governing of Kampuchea Krom to Vietnam in 1949, Kampuchea Krom became part of the new Vietnamese state.

3. During the Ngô Đình Diệm’s Republic of Vietnam from 1955-1963, which ruled southern Vietnam, the regime forced the Khmer Krom and Vietnamese to live together. The regime passed regulations to confiscate thousands of hectares of Khmer Krom farmland and distributed them to the Vietnamese migrants. The regime also forced the Khmer Krom to use Vietnamese names and languages.

4. Under the Nguyễn Văn Thiệu’s government from 1967-1975, the regime issued Decree No. 14/69 on October 14, 1969, removing the Khmer Krom from the Council of Minorities, claiming that the Khmer Krom already had the same social status as the Vietnamese majority. This government continued to pursue a policy similar to that of the Ngô Đình Diệm’s regime. On March 26, 1970, Nguyễn Văn Thiệu issued Decree No. 003/60 entitled "Plowman" (Người Cày Có Ruộng). As a result of this decree, the Vietnamese government took most of the land owned by the Khmer Krom and distributed about 1,300,000 hectares to about 800,000 Vietnamese families.

5. In Cambodia, during the Khmer Rouge regime in the mid 1970s, the Khmer Krom were often referred to as people with “Khmer Body but Vietnamese Head”, and were treated badly by the regime. At that time, most Khmer Krom fled to Vietnam, and came back to Cambodia after the fall of the Khmer Rouge in 1979. Unable to survive due to human rights abuses committed by the Vietnamese regime, especially the implementation of Vietnam's land policy from the Ngô Đình Diệm to Nguyễn Văn Thiệu, and to the communist regimes under Lê Duẩn and Nguyễn Văn Linh, many more Khmer Krom have fled to Cambodia. As for the Khmer Krom who did not flee to Cambodia, they continued to live under the oppressive rule of the Vietnamese government. Khmer Krom’s literature, culture, religion, rights and freedoms were violated.

1.2. **The Khmer Krom Vietnam Today**
6. Khmer Krom and Cambodia have close cultural ties. Most Khmer Krom speak Khmer language and respect Theravada Buddhism as Khmer people in Cambodia. Attempts to separate the Khmer Krom culture from Vietnamese rule caused the Khmer Krom to come under pressure from the Vietnamese government. The Vietnamese have tried to abolish Khmer Krom culture and integrate it into Vietnamese culture. Vietnamese authorities violently crack down on Khmer Krom’s protests over land grabbing or restrictions on Khmer Krom’s political freedom, including such as the interference with religious observances, and the crackdown on protests organized by the Khmer Krom. A large number of Khmer Krom monks are decapitated by local authorities for their protest activities, and some are imprisoned or put under house arrest (imprison in pagoda), while other Khmer Krom were summoned for questioning, charges of various offenses, and placement under surveillance and fines.  

7. The Vietnamese government has officially declared that Vietnam promotes and supports the Khmer Krom by granting them the right to study the Khmer language and respect their right to religion. But contrary to this promise, the Khmer Krom did not have the same rights and opportunities as other ethnic groups in Vietnam, which led many Khmer Krom to flee to Cambodia. 

1.3. The Khmer Krom in Cambodia Today

8. Officially, Khmer Krom can get citizenship if they choose to live in Cambodia. But in practice, the Khmer Krom still face some problems. They face discrimination at the local level because they are considered Vietnamese people, in spite of their ethnic, religious, cultural, and linguistic ties to Cambodia. They live with great patience, without causing any problems in the Cambodian-Vietnamese relationship. However, Cambodian local authorities restrict their freedom. Authorities regularly monitor and take photographs of the Khmer Krom activists when they attend meetings or rallies in forms forums, seminars or other training sessions organized by Khmer Krom NGOs.

1.4 Khmer Krom Identity Card Issues

9. According to estimates, 20-30% of Khmer Krom are living in Cambodia are still facing challenges in obtaining Cambodian identity card. Identity cards are very important for Khmer Krom to get health care, education, land ownership, employment, passport, and other benefits. In addition, they can also exercise their right to vote in Cambodia. Most Khmer Krom do not register birth certificates, so they cannot obtain a marriage certificate. This makes the Khmer Krom in Cambodia unpossessed identification documents from generation to generation. 

10. The issue happens due to the lack of formal administrative procedures for Khmer Krom to obtain an identity card. In addition, the names of Khmer Krom citizens, their speech and pronunciation may be similar to Vietnamese, and they have documents proving their place of birth in Vietnam. Some Khmer Krom live without a clear address or live on land without an official title. All of these problems continue to occur due to the lack of identity card. Without identity card, it is not possible for Khmer Krom to prove residency in Cambodia. They also need an ID card to buy land or use it for various needs in their daily lives.
11. The Khmer Krom have often been asked to change their original name to a "name which sounds like Khmer" or to change their place of birth in Kampuchea Krom to Cambodia, and only so doing that their request to apply for Cambodian identity card was not denied. In this case, the Khmer Krom face a difficult choice between giving up their original identity and the continuing to live without documents in Cambodia. Recent research and media reports that Khmer Krom have been denied access to or renewed ID cards. Responding to this, some government officials said that they had to wait for orders from higher level or the Ministry of Interior before issuing identity cards to the Khmer Krom.

2. Methodology

12. This report was prepared by a group of NGOs working with the Khmer Krom in Cambodia. At least four consultative workshops were held in Phnom Penh in March, April, May, and July 2023 to gather preliminary evidence of the problems the Khmer Krom are facing. Secondary data are getting from the UPR report and recommendations for Cambodia in the first, second and third cycle.

2.1. National UPR Context

In January 2019, the Royal Government of Cambodia (the “RGC”) underwent its third Universal Periodic Review (“UPR”) at the United Nations (“UN”) Human Rights Council (the “HRC”), during which 73 States commented on Cambodia’s human rights situation and made a total of 198 recommendations on a wide variety of issues. Cambodia accepted 173 recommendations and deferred another 23 and among of the 173 recommendations, four state members made five recommendations that were similar to the problems of the Khmer Krom, as mentioned above. In addition, Cambodia is a signatory to most human rights international treaties, including the International Covenant on Civil and Political Rights (ICCPR). In line with the procedure prescribed in the ICCPR, the Royal Government of Cambodia (RGC) submitted a report highlighting its progress in implementing the ICCPR. As a result, from 9 to 11 March 2022, Cambodia was reviewed for the third time by the Human Rights Committee on the implementation of the ICCPR.

Specific recommendations made to Cambodia by the Human Rights Committee addressed thematic human rights issues, including gender equality, women’s rights, fundamental freedoms, access to justice, civic space, corruption, discrimination and these relevant to this concerning thematic.

Furthermore, these recommendations, both from the third UPR review and CCPR human rights committee, are linked to the goals 16 of SDGs. However, it’s noticed that none of these recommendations has been progressed toward completion.

2.2. CERD Mechanism

At the 100th Session of the UN Commission on the Elimination of All Forms of Racial Discrimination at the UN High Commissioner for Human Rights, 25-29 November 2019 in Geneva. The report cites the situation of the Khmer Krom in Cambodia, stating that the information provided by the States Parties on the identification documents for the Khmer Krom is still of concern to the Committee that some Khmer Krom continue to be denied access to
legal documents as a practical matter, putting them at risk of statelessness and leading to discrimination and barriers to access to land rights, education, and access to health and social services. The committee is also concerned that the Royal Government of Cambodia is still unable to record the exact name and place of birth in the Khmer Krom identification documents.

The Committee also recommended that States Parties (Cambodia) ensure that the National Strategic Plan for Identification (2019-2026) addresses specific challenges facing ethnic minorities, including the Khmer Krom, in obtaining identification. The Committee also recommended that States Parties take steps to ensure that identification documents to be provided to the Khmer Krom recognize their nationality and allow the Khmer Krom to record their actual name and place of birth in their identity documents. The Committee further recommended that the State Party guarantee equal rights by the Khmer Krom for the right to land ownership, the right to education and social services.

3. Rights of the Khmer Krom

3.1. Citizenship Rights

13. For the past 30 years, the Royal Government of Cambodia has repeatedly and publicly stated that the Royal Government of Cambodia considers the Khmer Krom who are living in Kampuchea Krom (southern Vietnam) and then relocate to Cambodia as Khmer citizens and as likewise in response to the UN Committee on the Elimination of All Forms of Racial Discrimination in 2010 and 2019. But in practice Cambodia has no legal or administrative procedure in which the Khmer Krom can get access to this right. As a result, there is still a gap between the statements of the Royal Government’s leaders and the implementation at the local levels, where the Khmer Krom often still difficult to obtain Cambodian citizenship.

14. The Constitution of the Kingdom of Cambodia states that Cambodian citizens cannot be deprived of their citizenship. However, the criteria for which a person can be qualified to become a Cambodian citizen are mentioned in the Constitution, but only states that the acquisition of Cambodian citizenship shall be determined by law.

15. In fact, restrictive conditions are set out in the Law on Nationality and related provisions for individuals wishing to obtain a Cambodian identity card. According to this law, most Khmer Krom are not eligible to obtain identification documents and do not access to the rights that citizens should possess. Often, Khmer Krom who were born outside of Cambodia and do not have a permanent address in Cambodia find it difficult to meet these strict legal criteria to obtain an identity card. Without an ID card, the Khmer Krom cannot buy land, protect their job security and get an education. In addition, they are unable to register to vote (a right related to the national election mechanism in July 2018 and more recently in July 2023).

16. Khmer Krom who do not possess ID cards continue to face difficulties in living in Cambodia, such as the discrimination, the lack of housing and lack of recognition from the authorities. According a survey, 60.6% of Khmer Krom considered discrimination as one of the major difficulties and challenges they face in Cambodia.
17. Even worse, most Khmer Krom lack an understanding of their rights under Cambodian laws and procedures to obtain Cambodian identity card. In a survey conducted by CCHR, KKKHRDA and ACT and partners in 2016 in the Khmer Krom communities living in Cambodia, 91.6% of respondents said they had no understanding of civil rights under the Cambodian Constitution and the Law on Nationality. The study found that 59.5% of respondents had never applied for an ID card, of which 25.95% explained that they did not receive information on how to apply for an ID, while 16.03% did not know who can help them in the application of an ID. A Lack of clarity and legitimacy created by contradictions between the Royal Government of Cambodia's statement that the Khmer Krom are Khmer citizens and the lack of clear legal and administrative means to allow them access to these civil rights are creating obstacles for Khmer Krom who are eager for these rights.  

18. Some local authorities continue to delay the process of obtaining citizenship for the Khmer Krom and refuse to renew ID cards for the Khmer Krom whose IDs have expired, and the Khmer Krom Association has always requested to sub-national and especially national authorities like the Ministry of Interior for intervention. It is not uncommon for local authorities to require the Khmer Krom to pay money to obtain legal documents or to require the Khmer Krom to change their original name and place of birth in order to obtain an identity card.

**Recommendations**

i. By 2025 issue a clear restatement of the RGC’s position that Khmer Krom are Khmer citizens, and the reform enjoy the rights and protections accorded to all citizens under the Constitution and domestic law;

ii. By 2025 issue a legal instrument clarifying that the Law on Nationality applies to Khmer Krom and confirming that if an individual of Khmer Krom origin can show Khmer nationality by way of Khmer Krom ethnicity/parentage, they are eligible for identity documentation;

iii. By 2025 establish a public program to tackle and reduce discrimination against the Khmer Krom and ethnic minorities including the eradication of discriminatory legislation.

iv. By 2025 the Royal Government of Cambodia must ensure that the implementation of the National Strategic Plan on Identification 2017-2026 takes into account the needs of the Khmer Krom and addresses the specific issues they face in obtaining identification documents.

3.2. Freedom of Expression and Surveillance

19. Khmer Krom human rights activists and individuals say that they are under surveillance and taking photos from local authorities while conducting research on the Khmer Krom issues. Authorities have interfered in the activities of the Khmer Krom Association at the offices of the Khmer Krom Association and at the pagodas of the Khmer Krom monks, as well as on social media and other online forums. Such interference often occurs through surveillance, taking photographs, sound recording and asking activists questions. These activities restrict
their freedom of expression, cause danger to activists, and pose a legal threat to their personal and family safety.

**Recommendations**

v. Create and maintain, in law and in practice, a safe and enabling environment in which human rights defenders, including those promoting the rights and freedoms of Khmer Krom and other minorities, can operate free from hindrance and insecurity, in accordance with Human Rights Council resolutions 22/6 and 27/31;

vi. Starting from June 2024, stop the practice of sending civilian police to surveil the legitimate activities of Khmer Krom activists.

**3.3 Freedom of Peaceful Assembly**

20. Every year, the Khmer-Krom people living in Cambodia organize a ceremony to commemorate June 4, which is the date their homeland was transferred by the French colonial rulers to Vietnam on June 4, 1949, without the consent of the Khmer Krom people. This event is regularly subject to extra-legal interference and / or prohibition every year. Although permission for peaceful assemblies is not required according to Cambodia’s Law on Peaceful Assembly, the relevant authorities often ban the event on the grounds that it has not been granted permission. Instead of encouraging the Khmer-Krom people to commemorate this historical event, the Cambodian government uses various tactics to delay or deny approval of the event. If the Cambodian government decides to allow the event, they apply restrictions to limit the number of participants and the event is only allowed to be organized indoors in a location that the government approves of. Such restrictions illegitimately reduce the impact of this event, which is so important to the identity of the Khmer Krom people.

21. In June 2017, Khmer-Krom people in Cambodia sought to organize a peaceful procession to the National Assembly and Ministry of Foreign Affairs of Cambodia in order to submit a petition calling for respect for the rights of Khmer Krom people. The Phnom Penh City Hall banned the planned event and threatened to arrest people if they proceeded to march.

22. In August 2023, the Khmer Krom Association in Cambodia notified the Phnom Penh municipal Administration to request a petition to the Vietnamese Embassy, the Ministry of Foreign Affairs of Cambodia and the other foreign embassies to submit a petition calling for respect the rights of Khmer Krom people who were violated by the Vietnamese government and imprisoned by Khmer Krom activists. However, Phnom Penh municipal authority did not allow the Khmer Kampuchea Krom Association to submit a petition as scheduled. The disqualification is the Phnom Penh Municipal Authority on the pretext that it is contrary to the Constitution of the Kingdom of Cambodia and also against the Chapter of the Association of Southeast Asian Nations none interference in the internal affairs of ASEAN Member States is allowed.
23. When participating in Khmer Krom cultural activities, for example, in the commemoration of the loss of the Kampuchea Krom or non-violent demonstrations, participants report worrying about their security and safety when returning to their homes, as local authorities accuse them of protesting against the government or participating in political activities.

**Recommendations**\(^{36}\)

vii. By 2025 ensure that the Phnom Penh and provincial authorities in the mid-term of the 7\(^{th}\) Legislature of the National Assembly (2023-2026) facilitate the gathering and peaceful activities organized by the Khmer Krom Association in accordance with the Law on Peaceful Demonstration.

viii. By 2025 fully adhere to the freedom of peaceful assembly for the Khmer Krom people to exercise these rights peacefully.

ix. By 2025 ensure that the Phnom Penh and provincial authorities in the mid-term of the 7\(^{th}\) Legislature of the National Assembly (2023-2026) allow Khmer Krom people and associations to hold ceremonies at places and at timely and that do not affect their activities in accordance with the Law on Peaceful Demonstrations.

3.5 **Specific case studies affecting Khmer Krom**

24. During January 2023, before the July 2023 Cambodia national elections, at least three key Khmer-Krom activists, including Thach Setha, the president of the Khmer Kampuchea Krom community and vice-president of the Candlelight Party\(^{37,38}\), Mr. Touch Theung, Secretary General of the Khmer Kampuchea Krom Community and Executive Chairman of the Candlelight Party in Kampong Cham Province and Mr. Khoeun Virath, Khmer Krom activist and President of the Youth Movement of the Candlelight Party were arrested and imprisoned for expressing their views on political activities and commenting on Cambodian-Vietnamese history. Some of them have so far been sentenced to one year, six months and two years and six months on charges of issuing cashless securities, inciting social security unrest, inciting racism and forgery, and using documents public fake.

**Recommendation**

x. By 2025, the Royal Government of Cambodia in the seventh mandate must ensure that Khmer Krom activists have political leanings, they must be fully free to participate in their favorite political activities in accordance with national and international law, without restricting this freedom.

**Advanced questions**

1.1 Representatives of the Royal Government of Cambodia have repeatedly stated that Khmer Krom from southern Viet Nam to Cambodia are legally Cambodian citizens. Does the Ministry of Interior plan to ensure that sub-national authorities know and implement this policy? When is the government planning on including these statements in enforceable legal instruments?
1.2 Khmer Krom are Khmer citizens, but when they organize any workshops, training courses and other celebrations, why do police officers in civilian dress regularly surveil and record such events? How is the Ministry of Interior of Cambodia going to stop this practice?

1.3 The Cambodian Constitution guarantees freedom of assembly, and Khmer Krom are Khmer citizens. Why is it that in some provinces of Cambodia, such as Takeo, Siem Reap, Kandal and Phnom Penh, activities undertaken by the Khmer Krom population and Khmer Krom activists are stopped by local authorities, even when registered and acting in compliance with all relevant laws?

1Peter Scott and Khmer Kampuchea-Krom Federation ‘A Brief History of the Kampuchea Krom: The Khmer-Krom Journey to Self-Determination’, Khmers Kampuchea-Krom Federation, 2009, https://khmerkrom.org/history. (Archeologists have found the site of a city which "provides evidence that the Khmer civilization lived in 1st century B.C., or during the Nokor Phnom (Funan Kingdom) period").

2Laura Marcia Kirchner, ‘Living on the margins: On the Status and Standing of Minorities and Indigenous Peoples in Cambodia’, Heinrich Böll Foundation, 2015, https://kh.boell.org/sites/default/files/hbs_living-on-the-margins_a5_3_rz-online-with-publishing-date.pdf (hereafter referred to as "Laura Marcia Kirchner, 2015").


5Khmer Kampuchea Krom Federation: Where is Khmer Krom? 2009, Page 19 in Khmer Version


10Human Rights Watch, 2009 (refers to a letter written by King Norodom Sihanouk, dated 22 December 1992 upon which the following statement is based: "the Cambodian government has repeatedly and publicly stated that it considers Khmer Krom from Vietnam who move to Cambodia to be Cambodian citizens"). See also, Letter from the Deputy Prime Minister and Minister of Foreign Affairs to Minister of Justice, Letter No. 7725, November 21, 2006.

11Laura Marcia Kirchner, 2015, p.23; See also, Human Rights Watch, 2009.


17. https://undocs.org/es/CERD/C/KHM/CO/14-17


25. Khmer Krom cases in Sangkat Ksam of Kampong province, authorities denied to re-new ID card, MIRO report www.mirocambodia.org


27. In line with the supported recommendation UPR on the 3rd cycle by state members: Togo, Spain and Mexico. UNIVERSAL HUMAN RIGHTS INDEX - Human Rights Recommendations (ohchr.org)
In line with the recommendation by CERD 219. https://undocs.org/es/CERD/C/KHM/CO/14-17

In line with UNSDG 16.9 by 2030 provide legal identity for all including free birth registrations

In line with the supported recommendation made by Colombia in the 2nd cycle: https://s.upr-info.org/2wul1MH.

In line with the supported recommendation made by Switzerland in the 3rd cycle of UPR UNIVERSAL HUMAN RIGHTS INDEX - Human Rights Recommendations (ohchr.org)


In line with the supported recommendation made by Colombia in the 2nd cycle: https://s.upr-info.org/2wVUHvr.

https://www.khmertimeskh.com/501364544/court-jails-thach-setha-over-dud-cheques/