

IMMEDIATE

No. 52101/247



PERMANENT MISSION OF THAILAND
GENEVA

24 June B.E. 2569 (2026)

Dear Sir/ Madam,

I have the honour to refer to the joint communication ref. AL THA 3/2026 dated 23 April 2026, concerning the alleged internal displacement of civilians, and the precarious humanitarian and human rights situation of internally displaced persons in the context of the 2025 Cambodia–Thailand border conflict, and our Note No. 52101/141 dated 28 April 2026 acknowledging receipt of the said joint communication.

In light of the sensitivity and complexity of the cases requested for clarification, Thailand is currently consolidating information in consultation with relevant authorities. In this regard, I wish to transmit herewith the preliminary responses by the Royal Thai Government concerning the aforementioned communication. I hope the response will provide you with more information and clarification regarding the principal issues raised in the joint communication.

Thailand wishes to reiterate the importance of the independence, impartiality, objectivity, and integrity of the Special Procedures and Mandate Holders of the Human Rights Council. Thailand is deeply disappointed that the allegations contained in the joint communication is one-sided as they do not comprehensively reflect facts and circumstances surrounding the matter and, therefore, considers it imperative that all relevant and available information including the one provided by the State concerned, be carefully considered in order to ensure an accurate, balanced, and objective assessment of the matter.

In reassuring you of Thailand's continued commitment to cooperating with the Special Procedures under the Human Rights Council, I remain,

Yours sincerely,

(Usana Berananda)

Ambassador and Permanent Representative

Ms. Paula Gavia,

Special Rapporteur on the human rights of internally displaced persons,

Ms. Farida Shaheed,

Special Rapporteur on the right to education,

Mr. Morris Tidball-Binz,

Special Rapporteur on extrajudicial, summary or arbitrary executions,

Mr. Michael Fakhri,

Special Rapporteur on the right to food,

Ms. Tlaleng Mofokeng,

Special Rapporteur on the right of everyone to the enjoyment of the highest attainable standard of physical and mental health,

Mr. Balakrishnan Rajagopal,

Special Rapporteur on adequate housing as a component of the right to an adequate standard of living, and on the right to non-discrimination in this context,

Ms. Reem Alsalem,

Special Rapporteur on violence against women and girls, its causes and consequences,

Mr. Pedro Arrojo-Agudo,

Special Rapporteur on the human rights to safe drinking water and sanitation

Ms. Claudia Flores,

Chair-Rapporteur of the Working Group on discrimination against women and girls, Office of the United Nations High Commissioner for Human Rights,

GENEVA.

**Preliminary Response by the Royal Thai Government
to the Joint Communication
from Special Procedures under the Human Rights Council (HRC)
on the Thailand-Cambodia Situation
Ref.: AL THA 3/2026 of 23 April 2026**

1. Overview of the Situation of the Thailand-Cambodia Border Situation and Thailand's Principled Positions

- Thailand attaches importance to the protection of rights, life and safety of civilians, in adherence to international law, including the United Nations Charter, international human rights law, and international humanitarian law.
- Thailand wishes to clarify that it did not start this conflict from the beginning. On 24 July 2025 at 08:20 hrs., Cambodia initiated an attack across four border provinces between Thailand and Cambodia. Subsequently, at 11:54 hrs. on the same date, the Cambodian side launched rocket attacks targeting Thai community areas, including civilian infrastructure, objects, and hospitals, which disrupted medical services and resulted in casualties among Thai civilians, including eight children and youths.
- Thereafter on 7-8 December 2025, the Cambodian side launched attacks across many areas in Thailand using various types of weaponry, including BM-21 rocket launchers, impacting both military and civilian targets. Given that Thailand was subjected to prior attacks by Cambodia in both instances, Thailand had to exercise its right to defend its sovereignty and territorial integrity in accordance with Article 51 of the United Nations Charter.
- From July to December 2025, 19 Thai civilians lost their lives as a direct result of Cambodian indiscriminate attacks, with another 57 indirect fatalities, including patients who died from a heart attack during evacuations.

- Furthermore, 45 military personnel were killed and 1,148 wounded. Critical infrastructures were destroyed, including 20 hospitals and over 240 Sub-district Health Promoting Hospitals.
- This conflict has never been in Thailand's interest. Thailand believes that rebuilding confidence and trust must be achieved through dialogue and bilateral mechanisms, alongside concrete actions and good faith. Thailand is ready to start a new chapter, as reflected in our efforts in achieving mutual understanding on a ceasefire and in resolving the conflict as follows:
 - (1) The Special Meeting between Thailand-Cambodia on 28 July 2025 in Kuala Lumpur,
 - (2) The Extraordinary Cambodia-Thailand General Border Committee (GBC) Meeting on 4-7 August 2025 in Kuala Lumpur,
 - (3) The 1st Thailand-Cambodia GBC Special Meeting on 10 September 2025 in Koh Kong Province,
 - (4) The 2nd Thailand-Cambodia GBC Special Meeting on 23 October 2025 in Kuala Lumpur,
 - (5) The 3rd Thailand-Cambodia GBC Special Meeting on 27 December 2025 in Chanthaburi Province, and
 - (6) The repatriation of Cambodian prisoners of war on 31 December 2025.
- However, Cambodia has never demonstrated such good faith. Cambodian forces continue to engage in provocative actions against Thai forces. Between 16 July 2025 and 11 February 2026, Thai soldiers suffered casualties from landmines along the Thailand-Cambodia border in Ubon Ratchathani, Sisaket, Surin and Trat provinces. These incidents resulted in sustained permanent disabilities of 13 Thai soldiers.
- Following each incident, Thailand conducted a survey of the area on the same day and found traces of PMN-2 landmines at the explosion site, as

well as additional PMN-2 landmines in the nearby area. All landmines were in new condition with clearly visible markings and serial numbers. The sites where these mines were found had no signs of vegetation or root systems, indicating their recent placement.

- Moreover, on 20 November 2025, the ASEAN Observer Team-Thailand (AOT-TH) reported verified results confirming that the landmines discovered in the area of Huay Ta Maria, Sisaket Province, were newly laid. It is also important to stress that Thailand does not possess any PMN-2 landmines.
- Meanwhile, Cambodia continues to disseminate false and distorted information to attack Thailand in international fora and on social media, consistently escalating tensions. Such acts have been previously observed by the High Commissioner for Human Rights as actions that may amount to war propaganda, which is prohibited under Article 20(1) of the International Covenant on Civil and Political Rights (ICCPR).
- Thailand reaffirms its commitment to uphold and implement the Joint Statement (JS) of the 3rd GBC Special Meeting on 27 December 2025, as mutually agreed upon by both sides.

2. Situation of Internally Displaced Persons (IDPs)

- The Royal Thai Government designated Ban Nong Chan and Ban Nong Ya Kaew in Khok Sung District, Sa Kaeo Province in the eastern region of Thailand (adjacent to Banteay Meanchey Province of Cambodia) as temporary shelters for Cambodians fleeing civil war and conflict in the late 1970s. All displaced Cambodians underwent screening by the Office of the United Nations High Commissioner for Refugees (UNHCR) pending resettlement in third countries. The influx of hundreds of thousands of Cambodian displaced persons generated a massive demand for humanitarian provision. The Royal Thai Government

provided humanitarian assistance to these displaced Cambodians through cooperation with international organizations, such as relief programs under the United Nations Children's Fund (UNICEF) and the International Committee of the Red Cross (ICRC). Assistance was also coordinated through the United Nations Border Relief Operation (UNBRO) to assist Cambodian refugees in various border camps. These actions reflect Thailand's long-standing humanitarian tradition.

- Following the end of the civil war in Cambodia in the late 1980s, the Royal Thai Government closed the temporary shelters. However, these displaced Cambodians did not return to Cambodia. Some remained in the area and expanded their settlements. During the recent Thailand-Cambodia situation, the Cambodian government has continuously incited and provoked Cambodian civilians to encroach upon Thai territory in the said area, despite Thailand repeatedly issuing protests to assert its sovereign rights.
- The 1998 United Nations Guiding Principles on Internal Displacement defines Internally Displaced Persons (IDPs) as “persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.”
- The situation regarding IDPs in Thailand can be categorized as follows:
 - (1) Cambodians residing in areas that Thailand previously opened as temporary shelters in the late 1970s This group of individuals are encroachers on Thai territory, despite the Thai side having protested to the Cambodian side on multiple occasions. Therefore, the fleeing or movement of Cambodians out of the said areas does not correspond with the definition of IDPs.

(2) Groups of individuals residing in areas where the boundary remains unclear Such groups can return to their residences once the survey and demarcation of the boundary have been conducted in accordance with Paragraph 3 of the Joint Statement, in which Thailand and Cambodia agreed to propose the matter to the Joint Boundary Commission (JBC) to resume the survey and demarcation of the boundary at the earliest opportunity.

- As for Cambodians affected from the conflicts resulting in internal displacement within Cambodia, the Cambodian Government has the responsibility to care for and protect this group of individuals, particularly concerning their right to life and safety. Cambodia has an obligation to ensure that such groups, especially the vulnerable ones, have access to adequate shelter, an adequate standard of living, food, clean water, sanitation, and essential public health services.

3. Cambodia's Violations of International Law

Thailand wishes to draw the attention of the Special Procedures to the damage and adverse impacts suffered by Thailand as a result of Cambodia's actions, which constitute violations of international law, including international human rights and international humanitarian law. Thailand further requests that the Special Procedures take note of these issues and seek accountability from Cambodia in the following three dimensions:

- **First, Human Rights**
 - Cambodia initiated armed attacks against Thailand on both occasions namely; on 24 July 2025 and again on 7-8 December 2025, employing various types of weapons, including BM-21 rocket launchers. These two attacks affected both military and civilian targets, as detailed in the above-mentioned Section 1. Consequently,

Thailand was compelled to undertake military measures in self-defence to protect its sovereignty, territorial integrity, and the safety of its people, in accordance with international law, the Rules of Engagement (ROE), and the principles of military necessity, proportionality, and distinction.

- Cambodia's unprovoked and indiscriminate attacks constitute violations of international human rights instruments to which Cambodia is party, including the International Covenant on Civil and Political Rights (ICCPR), Convention on the Rights of the Child (CRC), Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and Convention on the Rights of Persons with Disabilities (CRPD).
- Thailand is deeply concerned by the continued proliferation of large-scale online scam operations in Cambodia. Such operations are able to thrive where governance is weak, the rule of law is inadequately enforced, and criminal networks are allowed to operate with impunity. These operations are frequently linked to human trafficking, forced criminality, coercion, violence, and practices akin to modern-day slavery. They undermine fundamental human rights, including the rights to liberty and security of person, and freedom from trafficking, slavery, forced labour, and exploitation.
- **Second, Anti-Personnel Landmines**
 - The indiscriminate weapons employed by Cambodia are not limited to BM-21 multiple-launch rocket systems. They also include anti-personnel landmines, which are inherently indiscriminate weapons prohibited under international law. The use of such mines is a direct violation of the Anti-Personnel Mine Ban Convention (APMBC), also known as the Ottawa Convention, to which Cambodia is a State Party, as well as fundamental principles of

international law. Their use has caused severe humanitarian and human rights consequences, particularly with respect to the rights to life and security of civilians.

- The ASEAN Observer Team–Thailand (AOT-TH) issued a special report dated 20 November 2025 documenting its investigation and verification of an incident involving Thai military personnel stepping on PMN-2 anti-personnel landmines along the Thai-Cambodian border on 10 November 2025. As a result of this incident, four Thai soldiers were injured, including one who lost his right ankle.
- From July 2025 through February 2026, 13 Thai soldiers sustained permanent disabilities after stepping on landmines while operating along the border. AOT-TH conducted field investigations on 14 and 17-18 November 2025 in Sisaket, Ubon Ratchathani, and Surin Provinces.
- The investigation found that: (1) all incident sites were located on established Thai military patrol routes and within Thai territory; (2) before the incidents, no landmines had previously been detected along these routes; (3) clear evidence indicated that the mines had been newly laid during the night immediately preceding the incidents, particularly on the night of 9 November 2025; (4) the mines followed a similar pattern of emplacement across multiple locations and were identified as PMN-2 anti-personnel mines; (5) Cambodian military personnel engaged in provocative and unlawful conduct in certain areas, including encroachment, verbal provocations, warning shots, and drone operations; and (6) additional evidence recovered from a mobile phone belonging to a Cambodian soldier found in a conflict area contained photographs and videos showing the emplacement of landmines on the Thai side of the border.

- AOT-TH therefore concluded that all landmine incidents occurring along the Thai-Cambodian border during the present conflict involved newly laid mines rather than remnants of past conflicts. Thailand once again maintains that such incidents took place within Thailand's sovereign territory.
- **Third, Protection of Cultural Heritage**
 - Cambodia has used archaeological sites and their surrounding areas for military purposes, including as military positions and weapons storage sites. Such conduct is inconsistent with the 1954 Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict and the 1972 Convention concerning the Protection of the World Cultural and Natural Heritage.
 - Ta Muen Thom Temple and Ta Kwai Temple are archaeological and sacred sites situated within Thailand's sovereign territory, as established by the Franco-Siamese Treaty of 1907 and its annexed Protocols, as well as the related implementing documents.
 - Thailand maintains responsibility for the restoration, preservation, and management of archaeological sites located within its territory. Ta Muen Thom Temple has been officially registered as a national monument of Thailand since 1935 and has been continuously preserved and restored ever since. With regard to Ta Kwai Temple, Thailand conducted archaeological surveys during 2001-2002 without any objection from Cambodia. Thailand has consistently preserved, promoted, and developed both sites as cultural heritage and tourist attractions.
 - Thailand remains firmly committed to the protection of cultural heritage and to ensuring that people are able to access and enjoy their cultural heritage, in accordance with its obligations under

international law, including the International Covenant on Economic, Social and Cultural Rights (ICESCR).

4. Observations

- Thailand wishes to reiterate on the importance of the independence, impartiality, objectivity, and integrity of the Special Procedures, as reflected in the Code of Conduct for Special Procedures, Mandate-holders of the Human Rights Council.
- Thailand is deeply disappointed that the allegations contained in the Joint Communication is one-sided as they do not comprehensively reflect facts and circumstances surrounding the matter. Thailand therefore encourages the mandate holders to engage with all relevant stakeholders and avail themselves of opportunities to observe the situation on the ground and obtain first-hand information from the affected areas, with a view to ensuring a comprehensive and objective assessment.
- Thailand considers it imperative that all relevant and available information, including the one provided by the State concerned, be carefully considered in order to ensure an accurate, balanced, and objective assessment of the matter.
