

Mandates of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism; the Special Rapporteur on the rights to freedom of peaceful assembly and of association; the Special Rapporteur on the situation of human rights defenders; the Independent expert on the promotion of a democratic and equitable international order and the Special Rapporteur on freedom of religion or belief

Ref.: AL CAN 3/2026

(Please use this reference in your reply)

3 June 2026

Excellency,

We have the honour to address you in our capacities as Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism; Special Rapporteur on the rights to freedom of peaceful assembly and of association; Special Rapporteur on the situation of human rights defenders; Independent expert on the promotion of a democratic and equitable international order and Special Rapporteur on freedom of religion or belief, pursuant to Human Rights Council resolutions 58/14, 59/4, 61/22, 57/7 and 58/5.

In this connection, we would like to bring to the attention of your Excellency's Government information we have received concerning allegations of foreign intimidation and reprisals against Bhai Moninder Singh Bual, also known as Moninder Singh, a Canadian national, Sikh activist, and human rights defender living in Canada.

Mr. Moninder Singh is a prominent Sikh activist and human rights defender who has publicly advocated for Sikh human rights and has made claims of Sikh self-determination, including through the establishment of an independent "State of Khalistan", both in domestic and international fora, including at the United Nations. He is the Chairperson and National Spokesperson of Sikh Federation Canada, and a member of the International Council of the Sikh Federation International, of which Sikh Federation Canada is a part.

According to the information received:

Since 2022, Mr. Moninder Singh has received four "duty to warn" notices from the Canadian authorities about credible and imminent threats to his life. It is alleged that these threats are related to his public engagement and advocacy, including at the United Nations. The first warning was issued in July 2022 by the Integrated National Security Enforcement Team (INSET), a multi-agency Canadian national security team led by the Royal Canadian Mounted Police (RCMP).

On the same day, a similar warning was issued to Mr. Hardeep Singh Nijjar, a Sikh activist and colleague of Mr. Moninder Singh's, who was assassinated on Canadian soil on 18 June 2023, eleven months following the warning.

On 19 November 2024, Special Procedures mandate holders brought that case to the attention of the Governments of India and Canada, expressing grave concern that Mr. Hardeep Singh Nijjar had been killed in retaliation against his political and human rights advocacy for the Sikh community ([IND 10/2024](#)).

Mr. Moninder Singh leveraged the communication as part of his advocacy against the transnational repression of Sikhs and publicly commented on it in international media.

On 14 October 2024, the RCMP publicly disclosed that they had identified links between agents of the Government of India and serious criminal activity in Canada, and that there were credible and imminent threats to other members of the South Asian community, particularly members of the pro-Khalistan movement. The then Prime Minister announced that an investigation had been opened, referring to “clear and compelling evidence that agents of the Government of India have engaged in, and continue to engage in, activities that pose a significant threat to public safety [...] includ[ing] clandestine information gathering techniques, coercive behaviour targeting South Asian Canadians, and involvement in over a dozen threatening and violent acts, including murder.”¹

Mr. Moninder Singh received a second warning in August 2023 and a third one on 17 March 2025, almost immediately after his return from the 58th session of the Human Rights Council and shortly after the publication of communication IND 10/2024. Between March 2025 and March 2026, Mr. Moninder Singh is reported to have participated in several sessions of the Human Rights Council in Geneva. He also participated in the World Congress on Enforced Disappearances in January 2025 and the United Nations Minorities Forum in November 2025. Mr. Moninder Singh delivered statements on several of these occasions, raising allegations of the targeting of Sikh dissidents by Indian authorities.

On 22 February 2026, the Canadian authorities issued a fourth formal “duty to warn” notice, warning Mr. Moninder Singh of a credible and imminent threat to his life and that of his family. This warning was reportedly based on intelligence assessed by the Canadian police as sufficiently serious as to require direct notification to his home of a plan to assassinate Mr. Moninder Singh, his wife and two children. This was the first time that such notice included his wife and children. Allegedly, Mr. Moninder Singh was scheduled to attend the 61st session of the Human Rights Council only two days later and planned to intervene during the General Debate and hold meetings with diplomatic missions and the Office of the High Commissioner for Human Rights (OHCHR).

It is reported that the threats against Mr. Moninder Singh and his family constitute intimidation and reprisals in part for his advocacy and cooperation with United Nations mechanisms, including Special Procedures mandate holders, on behalf of the Sikh Federation in defence of the rights of the Sikh community and individuals. Mr. Moninder Singh’s outspoken advocacy has reportedly been widely covered by major national and international media outlets.

Since Canadian authorities issued the latest duty to warn notice in February 2026, according to the information received there is no publicly available

¹ <https://www.pm.gc.ca/en/news/statements/2024/10/14/statement-prime-minister-ongoing-investigation-violent-criminal-activity-linked>.

evidence that any further protective and monitoring measures have been taken to ensure Mr. Moninder Singh's safety.

Without prejudging the accuracy of the information received, we wish to express serious concern regarding the credible threats that Mr. Moninder Singh and his family appear to be facing, including an imminent threat to their lives. We are concerned that such threats fall within a broader pattern of transnational repression by Indian authorities against Sikh activists in different countries, including Canada.

We note that Special Procedures mandate holders have previously raised concerns regarding allegations of credible threats to life and measures of intimidation and harassment against Sikh activists, as part of a pattern of transnational repression of Sikh individuals, including in Canada ([IND 10/2024](#)). We noted that such activities may involve violations of the human rights to life, security of person, freedom of opinion and expression, freedom of religion or belief, and minority rights.

The global expansion of transnational repression of human rights defenders, civil society organizations, journalists, minorities and political dissidents, including through the misuse of counter-terrorism and counter-extremism laws and narratives, represents a grave threat to the international human rights order and risks silencing legitimate advocacy, chilling dissent across borders, and eroding human rights protections worldwide. As [noted](#) by the United Nations High Commissioner for Human Rights, it requires a zero-tolerance policy and full accountability.

In this context, we are encouraged by the G7 leaders' statement² issued in June 2025, under Canada's Presidency, which described transnational repression as a risk to national security, State sovereignty, the safety and human rights of victims, and principles of international law. The statement recalled the serious chilling effect that this practice has on civil society, including human rights defenders, journalists and minorities, and condemned all acts of transnational repression, including "[t]hreats or acts of physical violence such as harassment, assault, abduction or assassination" and "[d]irect or implicit threats against family members". The statement also warned of the misuse of counter-terrorism tools in transnational repression, a concern earlier raised at the same G7 Kananaskis Summit and later at the Human Rights Council by the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism.³

We commend Canada for its leading role in combatting transnational repression and its continued commitment to upholding and safeguarding human rights and international law. The action points outlined in the G7 leaders' statement set an exemplary standard for other States and regional organizations to adopt concrete measures to prevent, respond to, and remedy transnational repression against all those targeted.

² <https://g7g20-documents.org/database/document/2025-g7-canada-leaders-leaders-language-g7-leaders-statement-on-transnational-repression>.

³ <https://www.ohchr.org/sites/default/files/documents/issues/terrorism/activities/sr-ct-remarks-g7-transnational-repression.pdf>; <https://www.ohchr.org/sites/default/files/documents/issues/terrorism/sr/activities/2026-03-09-sr-ct-remarks-transnational-repression.pdf>.

We also welcome the steps taken by your Excellency's Government to warn Mr. Moninder Singh about credible threats against him and his family. We recognize that law enforcement and intelligence operations to detect and prevent such threats may require elements of operational secrecy. We are nonetheless concerned at the allegations that the Canadian authorities have taken no known further protective and monitoring measures to ensure their safety since the issuance of the latest notice in February 2026. The death of a Sikh national shortly after a similar duty to warn notice was issued in June 2023 highlights the necessity of continuing vigilance.

We remind your Excellency's Government of its duty under articles 6 and 9 of the International Covenant on Civil and Political Rights, ratified by Canada on 19 May 1976, to protect all individuals from all reasonably foreseeable threats to life or bodily or mental integrity by governmental or private actors (Human Rights Committee, general comment No. 36 (article 6), paras. 7 and 18; general comment No. 35 (article 9), para. 9), including by adopting adequate preventive and protective measures. States parties must respond appropriately to patterns of violence against categories of victims such as intimidation of human rights defenders (general comment No. 35, para. 9) and threats, intimidation and attacks aimed at silencing freedom of expression and human rights defenders (general comment No. 34, para. 23), in line with the Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms (UN Declaration on Human Rights Defenders).

We are deeply concerned at the allegations that Mr. Moninder Singh appears to have been targeted directly before or after instances of cooperation with or reporting to United Nations entities in relation to the targeting of Sikh activists by Indian authorities. These allegations, if true, may constitute unlawful intimidation and reprisals in direct retaliation for Mr. Moninder Singh's human rights advocacy and cooperation with United Nations human rights representatives and mechanisms. Acts of intimidation or reprisal against persons who engage, or seek to engage, with United Nations mechanisms are incompatible with the purposes and principles of the Charter of the United Nations, and risk creating a serious chilling effect on other defenders and victims seeking protection. In its latest resolution [60/23](#) on Cooperation with the United Nations, its representatives and mechanisms in the field of human rights, the Human Rights Council urged States to "take all appropriate measures to prevent the occurrence of acts of intimidation or reprisal, whether online or offline, including, where necessary, by adopting and implementing specific legislation and policies to promote a safe and enabling environment for engagement with the United Nations on human rights and to effectively protect those who seek to cooperate, cooperate or have cooperated with the United Nations, its representatives and mechanisms in the field of human rights from any act of intimidation or reprisal". It stressed the need to combat impunity, calling on States to conduct prompt, impartial and independent investigations and ensure accountability for all such acts.

In view of the serious and substantiated protection concerns outlined above, Canada's international obligations, and Canada's longstanding commitment to protect individuals at risk of transnational repression, we respectfully encourage your Excellency's Government to take all feasible measures at its disposal to protect Mr. Moninder Singh and his family, as well as similarly-situated individuals on Canadian soil. We also urge the authorities to accelerate the investigations into these

allegations, hold perpetrators accountable, ensure adequate remedy to victims, and take all steps to prevent reoccurrence.

In connection with the above alleged facts and concerns, please refer to the **Annex on Reference to international human rights law** attached to this letter which cites international human rights instruments and standards relevant to these allegations.

As it is our responsibility, under the mandates provided to us by the Human Rights Council, to seek to clarify all cases brought to our attention, we would be grateful for your observations on the following matters:

1. Please provide any additional information and/or comment(s) you may have on the above-mentioned allegations.
2. Please indicate the steps taken by your Excellency's Government to assess the risks of threats to life and security of person, as well as other forms of transnational repression, against Mr. Moninder Singh and his family, including due to his cooperation with the United Nations, and the measures taken to provide them with the necessary support and protection.
3. Please provide information on measures taken by your Excellency's Government to independently and impartially investigate credible allegations of threats to life or of violence, or other forms of harassment or intimidation, against Sikh activists and human rights defenders, including Mr. Moninder Singh. Please detail the results of such investigations and explain what measures of accountability have been taken in response, including prosecutions of any perpetrators and reparation for victims.
4. Please indicate what measures have been taken by your Excellency's Government to ensure that Sikh activists and human rights defenders in Canada are able to carry out their legitimate activities without fear of threats or acts of violence, intimidation, harassment or reprisal of any sort, including so as to safeguard their freedoms of opinion and expression, peaceful assembly, association, and religion or belief, their right to participate in public affairs, and their minority cultural rights.

This communication, and any response received from your Excellency's Government, will be made public via the communications reporting [website](#) at the 60 days mark. Should your Excellency's Government respond within 60 days, both the communication and the response, may be published before the 60 days mark. The communications and responses will also be made available in the subsequent periodic report to be presented to the Human Rights Council.

In light of the allegations of reprisals for cooperation with the United Nations, we reserve the right to share this communication – and any response received from your Excellency's Government – with the Assistant Secretary-General for Human Rights as the senior United Nations official designated by the Secretary General to lead the efforts within the United Nations system to address this issue.

While awaiting a reply, we urge that all necessary interim measures be taken to prevent irreparable harm to the life or personal integrity of Mr. Moninder Singh and his family, that an investigation be opened into the above allegations, and, in the event that the investigations support or suggest the allegations to be correct, to ensure the accountability of any person(s) responsible.

Please be informed that a copy of this letter has been sent to the Government of India.

Please accept, Excellency, the assurances of our highest consideration.

Ben Saul

Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism

Gina Romero

Special Rapporteur on the rights to freedom of peaceful assembly and of association

Andrea Bolaños Vargas

Special Rapporteur on the situation of human rights defenders

George Katrougalos

Independent expert on the promotion of a democratic and equitable international order

Nazila Ghanea

Special Rapporteur on freedom of religion or belief

Annex

Reference to international human rights law

In connection with the above alleged facts and concerns, we refer your Excellency's Government to the following provisions of international human rights law.

Right to life

Article 6 of the ICCPR guarantees the right to life and provides that "every human being has the inherent right to life [which] shall be protected by law. No one shall be arbitrarily deprived of his [or her] life." The State has a responsibility to take "all appropriate measures to deter, prevent and punish the perpetrators as well as to address any attitudes or conditions within society which encourage or facilitate such crimes violence or killings committed by non-State actors" (E/CN.4/2005/7, para. 71). In accordance with general comment No. 36, the obligation to respect and ensure the right to life "extends to reasonably foreseeable threats and life-threatening situations that can result in loss of life. States parties may be in violation of article 6 even if such threats and situations do not result in loss of life" (para. 7). The duty to protect the right to life requires that States "adopt any appropriate laws or other measures in order to protect life from all reasonably foreseeable threats" (para. 18).

The Principles on the Effective Prevention and Investigation of Extra-legal, Arbitrary and Summary Executions, in particular principle 9, require a thorough, prompt and impartial investigation of all suspected cases of extra-legal, arbitrary and summary executions. Investigations must be undertaken in accordance with relevant international standards, including the Minnesota Protocol on the Investigation of Potentially Unlawful Death. They must be aimed at ensuring that those responsible are brought to justice, promoting accountability and preventing impunity, avoiding denial of and drawing necessary lessons for revising practices and policies with a view to avoiding repeated violations, and at the responsibility of superior officials with regard to violations committed by their subordinates (general comment No. 36, para. 27). Where a violation is found, full reparation must be provided, including adequate compensation, rehabilitation and satisfaction; steps to prevent re-occurrence must also be taken.

Right to security of person

The right to security of person under article 9 of the ICCPR protects individuals against intentional infliction of bodily or mental injury, regardless of whether the victim is detained or not (Human Rights Committee, general comment No. 35, para. 3). It requires States to protect individuals from foreseeable threats to life or bodily integrity proceeding from any governmental or private actors (para. 9). States parties must also respond appropriately to patterns of violence against categories of victims such as intimidation of human rights defenders (*ibid*).

Duty to protect

Article 2(1) of the ICCPR provides that States must respect and ensure to all individuals within their territory and subject to their jurisdiction the rights recognized in the Covenant. As noted by the Human Rights Committee, “[t]here may be circumstances in which a failure to ensure Covenant rights as required by article 2 would give rise to violations by States Parties of those rights, as a result of States Parties’ permitting or failing to take appropriate measures or to exercise due diligence to prevent, punish, investigate or redress the harm caused by such acts by private persons or entities” (general comment No. 31, para. 8).

Right to an effective remedy

Article 2(3) of the ICCPR enshrines the right to an effective remedy. It provides that States parties have the obligations to ensure that: (a) any person whose rights or freedoms are violated have an effective remedy, notwithstanding that the violation has been committed by persons acting in an official capacity; (b) any person claiming such a remedy has such right determined by competent judicial, administrative or legislative authorities, or by any other competent authority provided for by the legal system of the State, and to develop the possibilities of judicial remedy; and (c) the competent authorities enforce such remedies. The right to an effective remedy is a key element of the full enjoyment of human rights. Without access to an effective remedy, human rights violations go unpunished, and victims may be deprived of justice, compensation and their human dignity. Noting that the purposes of the Covenant would be defeated without an obligation to take measures to prevent the recurrence of Covenant violations, the Human Rights Committee emphasized that a State’s failure to take appropriate measures or to exercise due diligence to prevent, punish, investigate or redress such violations may constitute a violation in itself (general comment No. 31, paras. 8 and 17).

Human Rights Defenders

The Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms, also known as the UN Declaration on Human Rights Defenders, sets out fundamental principles for the protection of human rights defenders and the obligations of states to recognize, facilitate, and safeguard their work. In particular, articles 1 and 2 of the Declaration state that everyone has the right to promote and to strive for the protection and realization of human rights and fundamental freedoms at the national and international levels and that each State has a prime responsibility and duty to protect, promote and implement all human rights and fundamental freedoms. Additionally:

- article 5(c) protects the right of everyone, individually and in association with others, at the national and international levels, to communicate with non-governmental or intergovernmental organizations for the purpose of promoting and protecting human rights and fundamental freedoms;
- article 9(1) provides that in the promotion and protection of human rights, “everyone has the right, individually and in association with others, to

benefit from an effective remedy and to be protected in the event of the violation of those rights”;

- article 9(4) provides that “everyone has the right, individually and in association with others, to unhindered access to and communication with international bodies with general or special competence to receive and consider communications on matters of human rights and fundamental freedoms”;
- article 9(5) requires States to conduct a prompt and impartial investigation where there is reasonable ground to believe that a human rights violation has occurred in any territory under its jurisdiction; and
- article 12(2) requires States to take all necessary measures to ensure the protection of everyone, individually and in association with others, against any violence, threats, retaliation, de facto or de jure adverse discrimination, pressure or any other arbitrary action as a consequence of the person’s legitimate exercise of the rights set out in the Declaration.