

119TH CONGRESS
1ST SESSION

H. R. 4140

To provide protection, support, and humanitarian assistance to Rohingya refugees and internally displaced people in Burma as well as promote accountability and a path out of genocide and crimes against humanity for Rohingya.

IN THE HOUSE OF REPRESENTATIVES

JUNE 25, 2025

Mr. MEEKS (for himself, Mr. McCaul, Mr. Bera, and Mr. Huizenga) introduced the following bill; which was referred to the Committee on Foreign Affairs

A BILL

To provide protection, support, and humanitarian assistance to Rohingya refugees and internally displaced people in Burma as well as promote accountability and a path out of genocide and crimes against humanity for Rohingya.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Burma Genocide Ac-
5 countability and Protection Act” or the “Burma GAP
6 Act”.

1 **SEC. 2. FINDINGS.**

2 Congress finds the following:

3 (1) In its report dated September 17, 2018, the
4 United Nations Independent International Fact-
5 Finding Mission on Myanmar (FFM) found that im-
6 punity was a “root cause of continued human rights
7 violations in Myanmar” that “has significantly and
8 demonstrably contributed to the validation of deeply
9 oppressive and discriminatory conduct, enabled re-
10 currence of human rights violations and atrocity
11 crimes, and emboldened perpetrators and silenced
12 victims”, and concluded that “ensuring account-
13 ability for crimes” was “the key to disrupting pat-
14 terns of oppression and cycles of violence” as well as
15 a legal obligation for Burma.

16 (2) On December 13, 2018, the United States
17 House of Representatives passed H. Res. 1091, by
18 an overwhelming majority of 394 to 1, expressing
19 the sense of the House of Representatives that
20 atrocities committed against Rohingya by members
21 of the Burma military and security forces since Au-
22 gust 2017 constitute crimes against humanity and
23 genocide.

24 (3) On September 16, 2019, the FFM reported
25 that it “has reasonable grounds to conclude that the
26 evidence that infers genocidal intent on the part of

1 the state, identified in its last report, has strength-
2 ened that there is a serious risk that genocidal ac-
3 tions may occur or recur”.

4 (4) On February 1, 2021, the Burma military
5 conducted a coup d’état, derailing Burma’s transi-
6 tion to democracy and disregarding the will of the
7 people of Burma.

8 (5) Since the February 2021 military coup, the
9 Burma military and certain local armed groups have
10 continued to commit crimes and abuses against
11 Rohingya. In Rakhine state, over 600,000 Rohingya,
12 including at least 130,000 confined in internally dis-
13 placed persons (IDP) camps face heightened risks.
14 The military continues to target Rohingya with laws
15 and policies that criminalize the exercise of human
16 rights, as well as with arbitrary arrest and deten-
17 tion, torture, sexual violence, and murder.

18 (6) On March 21, 2022, Secretary of State
19 Antony Blinken announced the Secretary had deter-
20 mined that “members of the Burmese military com-
21 mitted genocide and crimes against humanity
22 against Rohingya”.

23 (7) The United States has been the leading
24 contributor of humanitarian assistance in response
25 to the Rohingya crisis.

1 (8) The United Nations High Commissioner for
2 Human Rights said in a June 2023 report that the
3 Burma military's restrictions on aid access by local
4 and international organizations seeking to respond
5 to Cyclone Mocha in Rakhine state in May 2023
6 may amount to gross violations of international
7 human rights law, and serious violations of inter-
8 national humanitarian law.

9 (9) According to the World Food Program, over
10 15 percent of young children in the Rohingya ref-
11 ugee camps in Bangladesh are suffering from mal-
12 nutrition. The World Food Program estimates that
13 it needs another \$83,000,000 in funding to maintain
14 full rations and meet the basic minimum nutritional
15 needs of refugees through May 2026.

16 (10) Funding cuts and rising commodity prices
17 have exacerbated protection concerns for Rohingya
18 refugees in Bangladesh, especially with respect to
19 gender-based violence and child protection, wors-
20 ening health outcomes and fueling unsafe and irreg-
21 ular migration throughout the surrounding region.

22 (11) Combined with rising food insecurity,
23 Rohingya are increasingly unsafe in Bangladesh as
24 a result of growing competition between armed and
25 criminal groups in the refugee camps. These factors

1 have driven thousands of Rohingya to flee to mari-
2 time Southeast Asia by boat only to face obstacles
3 from regional navies and growing resentment from
4 local populations.

5 (12) The long, systemic denial of the exercise of
6 certain rights, including education, freedoms of ex-
7 pression, movement, and rights related to nationality
8 have had enduring effects on many Rohingya per-
9 sons' mental and physical well-being and perpetuate
10 the risk of future genocidal violence until these root
11 causes are addressed.

12 **SEC. 3. STATEMENT OF POLICY.**

13 It is the policy of the United States—

14 (1) to uphold Article I of the Convention on the
15 Prevention and Punishment of the Crime of Geno-
16 cide, to which the United States is a party, to pre-
17 vent the crime of genocide and punish its perpetra-
18 tors;

19 (2) to prevent and end atrocities committed
20 against Rohingya by addressing the root causes of
21 the genocide and crimes against humanity com-
22 mitted against them, holding the perpetrators of
23 these crimes accountable, supporting solutions to re-
24 spect the human rights and uphold the dignity of
25 Rohingya, and to ensure Rohingya involvement and

1 representation in decision making and implementa-
2 tion processes to address these needs;

3 (3) to support the empowerment of Rohingya
4 civilian leadership in diaspora communities, refugee
5 camps in Bangladesh, and inside Burma through
6 consultation and collaboration with Rohingya com-
7 munity representatives;

8 (4) to provide holistic support to the Rohingya
9 community to overcome decades of systematic perse-
10 cution and discrimination and to best support the
11 desires of all communities in Burma to achieve last-
12 ing peace and an inclusive, Federal democracy in-
13 cluding through credible transitional justice proc-
14 esses;

15 (5) to collaborate with other countries to pursue
16 and implement coordinated, comprehensive, and sus-
17 tained measures for upholding the dignity and pro-
18 tecting the human rights of Rohingya;

19 (6) to engage in a coordinated manner with the
20 United Nations High Commissioner for Refugees
21 other relevant United Nations agencies, govern-
22 ments, and intergovernmental entities to establish
23 protocols and respond to protection concerns and to
24 prevent and protect Rohingya from further atroc-
25 ities; and

1 (7) to isolate the Burma military junta dip-
2 lomatically and economically until such time that
3 there is a return to civilian rule in Burma.

4 **SEC. 4. SENSE OF CONGRESS.**

5 It is the sense of Congress that—

6 (1) the United States has a moral and legal re-
7 sponsibility to prevent and punish genocide, includ-
8 ing against Rohingya;

9 (2) the Secretary of State's determination in
10 March 2022 that genocide and crimes against hu-
11 manity have been committed against Rohingya by
12 members of the Burma military should lead to sup-
13 port for Rohingya to overcome decades of systemic
14 persecution, marginalization, and violence;

15 (3) the Rohingya crisis and the broader Burma
16 crisis must be addressed simultaneously to ensure
17 that history does not repeat itself;

18 (4) the United States should work with other
19 donor nations to ensure that Rohingya refugees in
20 refugee camps in Bangladesh receive a ration suffi-
21 cient to meet the humanitarian minimum standards
22 for food and nutrition needs;

23 (5) the United States should encourage other
24 countries to contribute additional assistance and fol-
25 low United States leadership in protecting Rohingya

1 through humanitarian assistance, political and eco-
2 nomic empowerment, accountability for genocide,
3 crimes against humanity, and any other inter-
4 national crimes committed by the Burma military
5 and other armed groups in Burma, as well as sup-
6 porting the voluntary resettlement or eventual safe
7 repatriation of Rohingya refugees to Burma when
8 conditions allow; and

9 (6) the United States should continue not to
10 recognize the Burma military junta as the legitimate
11 political representative of the Burmese people given
12 the genocide, crimes against humanity, and coup
13 that it has perpetrated.

14 **SEC. 5. UNITED STATES SPECIAL REPRESENTATIVE AND**
15 **POLICY COORDINATOR FOR BURMA.**

16 (a) **IN GENERAL.**—In the absence of a United States
17 Ambassador to Burma, the Secretary of State is author-
18 ized to appoint a career Foreign Service Officer of Senior
19 Foreign Service rank as Special Representative and Policy
20 Coordinator for Burma.

21 (b) **DUTIES.**—The Special Representative shall—

22 (1) promote a comprehensive international ef-
23 fort, including multilateral sanctions, direct dialogue
24 with all parties, including democracy advocates, and
25 support for nongovernmental organizations operating

1 in Burma and neighboring countries, designed to re-
2 store civilian democratic governance to Burma and
3 address the urgent humanitarian needs in the re-
4 gion;

5 (2) consult broadly, including with the Govern-
6 ments of Thailand, Bangladesh, India, the Republic
7 of Korea, Japan, the member states of ASEAN, the
8 European Union, and other nations to coordinate
9 policies toward Burma;

10 (3) assist efforts by the United Nations Special
11 Envoy to secure the release of all political prisoners
12 in Burma and to promote dialogue among all par-
13 ties, including leaders of Burma's democracy move-
14 ment;

15 (4) consult with Congress on policies relevant to
16 Burma and the future and welfare of all the Bur-
17 mese people, including refugees;

18 (5) coordinate multilateral sanctions efforts
19 against Burma among United States allies and part-
20 ners; and

21 (6) support protection, humanitarian assistance,
22 and accountability efforts for Rohingya and other
23 Burmese ethnic minorities in Burma and the sur-
24 rounding region.

1 (c) SUNSET.—This section shall terminate on the
2 date that is 5 years after the date of the enactment of
3 this Act.

4 **SEC. 6. SUPPORT FOR PROTECTION EFFORTS AND DURA-**
5 **BLE SOLUTIONS WITH RESPECT TO**
6 **ROHINGYA.**

7 (a) IN GENERAL.—The Secretary of State, in con-
8 sultation with the Special Representative (if so designated
9 under section 5(a)), should support efforts to protect
10 Rohingya and prevent further atrocities against Rohingya
11 and other Burmese ethnic minorities.

12 (b) PROTECTION EFFORTS.—In carrying out sub-
13 section (a), the Secretary should seek to engage in crisis
14 response efforts and efforts to maximize the safety, secu-
15 rity, and well-being of Rohingya in Burma and throughout
16 South Asia and Southeast Asia, by—

17 (1) supporting Rohingya refugees access to
18 international protection as well as international asy-
19 lum and refugee mechanisms, and preventing indefi-
20 nite detention and nonrefoulement;

21 (2) facilitating greater access for Rohingya fac-
22 ing ongoing abuse, including human trafficking and
23 gender-based violence, to appropriate legal support
24 services;

1 (3) supporting a monitoring mechanism, rapid
2 response team, legal assistance, and communication
3 mechanisms to overcome military-imposed internet
4 and telecommunication restrictions for Rohingya liv-
5 ing in Burma;

6 (4) working with other governments in the re-
7 gion to strengthen regional mechanisms and overall
8 coordination on lifesaving search and rescue, safe
9 disembarkation, effective receiving and comprehen-
10 sive assistance for Rohingya refugees;

11 (5) supporting host communities to facilitate a
12 safer, more supportive, and welcoming environment
13 for Rohingya refugees through the provision of tech-
14 nical assistance and cooperation with local organiza-
15 tions and governments; and

16 (6) engaging the Government of Bangladesh
17 and the international community to establish the
18 necessary mechanisms for Rohingya refugees to file
19 protection claims, and seek accountability by—

20 (A) improving Rohingya refugees ability to
21 access justice within Bangladesh through legal
22 aid, simplifying the process for filing cases, fa-
23 cilitating the access of lawyers involved in inter-
24 national legal proceedings involving Rohingya,

1 and enabling Rohingya to travel abroad to par-
2 ticipate in legal proceedings in other courts;

3 (B) supporting enhanced coordination
4 among Bangladesh security forces on investiga-
5 tions and accountability;

6 (C) supporting training for Bangladesh's
7 Armed Police Battalion (APBn) and any other
8 units providing security for Rohingya refugee
9 camps on humanitarian protection principles
10 and community safety; and

11 (D) encouraging the Government of Ban-
12 gladesh and other host governments to allow
13 safe houses for Rohingya human rights activ-
14 ists, as well as defectors, insider witnesses to
15 atrocities against Rohingya and other refugees
16 facing imminent threats.

17 (c) PROMOTING DURABLE SOLUTIONS.—In carrying
18 out subsection (a), the Secretary should seek to promote
19 durable solutions with respect to Rohingya by—

20 (1) supporting the inclusion of Rohingya across
21 various sectors in Burma;

22 (2) facilitating training and capacity building
23 on atrocity prevention for the National Unity Gov-
24 ernment (NUG), the National Unity Consultative
25 Council (NUCC), the Committee Representing

1 Pyidaungsu Hluttaw (CRPH), ethnic armed organi-
2 zations, and other political stakeholders;

3 (3) in consultation with Rohingya community
4 representatives, including women and civil society
5 leaders, collaborating with and supporting key non-
6 military stakeholders to take preparatory steps for—

7 (A) ensuring the safe and voluntary return
8 of Rohingya, which should include those individ-
9 uals displaced in the 1990s or born as inter-
10 nally displaced persons or refugees to their
11 places of origin in Burma;

12 (B) restoring and protecting Rohingyas
13 rights and providing them full and equal citi-
14 zenship;

15 (C) recognizing Rohingya as an official
16 ethnic group in Burma, and securing equal so-
17 cial and political power sharing under a Federal
18 democratic Constitution;

19 (D) promoting convenings and engagement
20 among Rohingya, non state actors, civil society
21 groups, and other key stakeholders in Rakhine
22 state to promote trust building and reconcili-
23 ation;

1 (E) including Rohingya across administra-
2 tion and governance mechanisms of Burma, in-
3 cluding Rakhine state; and

4 (F) developing a comprehensive transi-
5 tional justice strategy;

6 (4) working with United States allies and part-
7 ners to broaden resettlement programs and sup-
8 porting the voluntary resettlement of the most vul-
9 nerable individuals within Rohingya populations, as
10 well as defectors, deserters, and insider witnesses
11 participating in justice processes; and

12 (5) supporting repatriation of Rohingya refu-
13 gees only when conditions are conducive for a safe,
14 voluntary, and sustainable return with full rights re-
15 stored.

16 **SEC. 7. HUMANITARIAN ASSISTANCE AND SUPPORT FOR**
17 **ROHINGYA REFUGEES AND INTERNALLY DIS-**
18 **PLACED PERSONS.**

19 (a) **IN GENERAL.**—The Secretary of State, in con-
20 sultation with the Special Representative (if so designated
21 under section 5(a)) and other relevant United States Gov-
22 ernment agencies, should continue to provide assistance
23 to Rohingya refugees, internally displaced persons, and
24 host communities receiving such refugees and persons.

1 (b) ACTIVITIES SUPPORTED.—Assistance provided
2 under subsection (a) shall include the following:

3 (1) Protection programming, including interven-
4 tions focused on Rohingya civil society leaders,
5 human rights activists, and others threatened by
6 armed groups.

7 (2) Support for Rohingya civil society and com-
8 munity-based organizations, including diplomatic en-
9 gagement to encourage the Government of Ban-
10 gladesh to allow the operation of Rohingya-led civil
11 society and community-based organizations in the
12 refugee camps in Bangladesh.

13 (3) Programs to prevent and respond to gender-
14 based violence, trafficking, forced marriage, as well
15 as specialized training programs for vulnerable
16 groups.

17 (4) Support for education, including higher edu-
18 cation, for Rohingya refugees in Bangladesh.

19 (5) Support for displaced Rohingya to access
20 livelihoods through vocational training and volunteer
21 programs organized by international organizations
22 and nongovernmental organizations.

23 (6) Support for meeting basic needs, including
24 food, nutrition, health care, protection, shelter,
25 water, sanitation, and hygiene support.

1 (7) Support to Rohingya in Burma, refugee
2 camps in Bangladesh, and the diaspora to preserve
3 Rohingya culture, history, and memory.

4 **SEC. 8. PROMOTING ACCOUNTABILITY FOR GENOCIDE AND**
5 **CRIMES AGAINST HUMANITY COMMITTED**
6 **AGAINST ROHINGYA IN BURMA.**

7 (a) **IN GENERAL.**—The Secretary of State, in con-
8 sultation with the Special Representative (if so designated
9 under section 5(a)) and other relevant United States Gov-
10 ernment agencies, should take the actions described in
11 subsection (b) to promote accountability for genocide and
12 crimes against humanity committed against Rohingya in
13 Burma.

14 (b) **ACTIONS DESCRIBED.**—The actions described in
15 this subsection are the following:

16 (1) Support comprehensive justice and account-
17 ability for genocide and crimes against humanity
18 committed against Rohingya, including through con-
19 sultation with and participation by the Rohingya
20 community.

21 (2) Support for the efforts of entities, including
22 the Independent Investigative Mechanism for
23 Myanmar, in their work to safely collect and pre-
24 serve evidence of genocide and crimes against hu-
25 manity committed against Rohingya, including

1 through open-source research and by cultivating in-
2 sider, defector, deserter, and survivor witnesses, and
3 to develop the chain of evidence, for potential use in
4 prosecutions in domestic, hybrid, and international
5 courts.

6 (3) Provide assistance, particularly financial
7 and technical assistance, to efforts led by Rohingya
8 to monitor and document evidence to lead, assist, or
9 inform other investigative mechanisms and justice
10 processes.

11 (4) Encourage the development of an intergov-
12 ernmental fund to support reparative justice for
13 Rohingya victims and survivors and identify sources
14 of funding from foreign governments and within the
15 United States Government that have already been
16 appropriated.

17 (5) Engage with Burma's civilian leadership
18 and any subsequent democratic leadership in Burma
19 to officially acknowledge genocide and crimes against
20 humanity committed by members of the Burma mili-
21 tary, restore Rohingya's citizenship and equal rights
22 in Burma, and ensure compensation by the Govern-
23 ment of Burma and restitution for their land and
24 property, and by providing support, including tech-
25 nical and financial assistance, for efforts to memori-

1 alize genocide and crimes against humanity in
2 Burma, particularly those efforts led by the affected
3 communities.

4 (6) Provide support for institutional reform and
5 other guarantees of nonrecurrence by civilian leader-
6 ship in Burma, including the security sector, legisla-
7 ture, and education system, and the inclusion and
8 equal participation of Rohingya in all areas of ad-
9 ministration and governance, under an eventual
10 Federal democratic system.

11 (7) Use convening authority to directly bring
12 together various ethnic groups and other related
13 stakeholders in Burma to promote truth, justice,
14 nonrecurrence, and reconciliation, to support facilita-
15 tion of related efforts by civilian leadership in
16 Burma, and to provide both technical and financial
17 support to entities, especially the civil society of
18 Burma, to implement work aimed at strengthening
19 rule of law and initiatives aimed at atrocity preven-
20 tion.

21 **SEC. 9. REPORT.**

22 (a) IN GENERAL.—Not later than 180 days after the
23 date of the enactment of this Act, and annually thereafter
24 for 5 years, the Secretary of State, in consultation with
25 the Special Representative (if so designated under section

1 5(a)), shall submit to the appropriate congressional com-
2 mittees a report that includes—

3 (1) a description of and an assessment of the
4 effectiveness of the efforts of the United States Gov-
5 ernment, during the year prior to the submission of
6 such report, to—

7 (A) identify and respond to atrocity risk
8 factors that concern Rohingya;

9 (B) deter future atrocities against
10 Rohingya and other Burmese ethnic minorities;

11 (C) respond to the need for humanitarian
12 assistance for and protection of Rohingya and
13 other Burmese ethnic minorities;

14 (D) document the nature of and responsi-
15 bility for atrocity crimes committed against
16 Rohingya and other Burmese ethnic minorities;
17 and

18 (E) promote justice and accountability for
19 atrocity crimes committed against Rohingya
20 and other Burmese ethnic minorities;

21 (2) a detailed description of the actions taken
22 pursuant to sections 6, 7, and 8;

23 (3) an assessment of the effect of the actions
24 described in paragraph (2) on the advancement of
25 the policies described in section 3;

1 (4) a list of activities and programs initiated
2 pursuant to this Act;

3 (5) the number of Rohingya refugees resettled
4 in the United States in the year preceding the sub-
5 mission of such report, segmented by the country
6 from which such refugees were resettled;

7 (6) the number of Rohingya refugees resettled
8 in countries other than the United States in the year
9 preceding the submission of such report;

10 (7) a description of any new challenges facing
11 Rohingya in Burma or in refugee camps in the year
12 preceding the submission of such report, including
13 an assessment of early warning indicators and risk
14 factors for atrocities; and

15 (8) a list of recommendations to facilitate the
16 implementation of this Act and advance the policies
17 described in section 3, which may include rec-
18 ommended—

19 (A) legislative action;

20 (B) administrative action; and

21 (C) provision of additional resources.

22 (b) REPORT FORM.—

23 (1) CLASSIFICATION.—The report required
24 under subsection (a) shall be submitted in unclassi-
25 fied form and may contain a classified annex.

1 (2) PUBLIC AVAILABILITY OF INFORMATION.—

2 Not later than 45 days after the date on which the
3 appropriate congressional committees received such
4 report, the unclassified portion of such report shall
5 be made publicly available on the website of the De-
6 partment of State.

7 SEC. 10. AUTHORIZATION OF APPROPRIATIONS.

8 (a) GENERAL AUTHORIZATIONS.—For each of fiscal
9 years 2026 through 2030, there are authorized to be ap-
10 propriated, from amounts made available to carry out the
11 Foreign Assistance Act of 1961 (22 U.S.C. 2151 et seq.),
12 such sums as may be necessary to carry out sections 6,
13 7, and 8 of this Act.

14 (b) SPECIFIC AUTHORIZATIONS OF APPROPRIA-
15 TIONS.—For each of fiscal years 2026 through 2030,
16 there are authorized to be appropriated—

17 (1) \$5,000,000 for the Department of State to
18 support atrocity crime investigations, documentation,
19 and casework, transitional justice and accountability
20 mechanisms, witness protection measures, and tech-
21 nical support related to Rohingya and other Bur-
22 mese ethnic minorities; and

23 (2) \$4,000,000 to support programs that cap-
24 ture, analyze, and make widely available evidence of
25 the ongoing atrocities against the people of Burma

1 through the documentation, verification, and dis-
2 semination of open-source evidence.

3 **SEC. 11. DEFINITIONS.**

4 In this Act:

5 (1) **APPROPRIATE CONGRESSIONAL COMMIT-**
6 **TEES.**—The term “appropriate congressional com-
7 mittees” means—

8 (A) the Committee on Foreign Affairs of
9 the House of Representatives; and

10 (B) the Committee on Foreign Relations of
11 the Senate.

12 (2) **GENOCIDE.**—The term “genocide” means
13 any offense described in section 1091(a) of title 18,
14 United States Code.

15 (3) **SPECIAL REPRESENTATIVE.**—The term
16 “Special Representative” means the United States
17 Special Representative and Policy Coordinator for
18 Burma designated by the President pursuant to sec-
19 tion 5(a).

20 (4) **BURMA MILITARY JUNTA.**—The term
21 “Burma military junta” means the State Adminis-
22 trative Council of Burma or any successor to such
23 entity.

Æ