To Permanent Representatives of Member and Observer States of the United Nations Human Rights Council (Geneva, Switzerland)

17 May 2023

Eritrea: The annual Council resolution should outline the country’s human rights situation and extend the Special Rapporteur’s mandate

Excellencies,

Ahead of the UN Human Rights Council’s 53rd session (19 June-14 July 2023), we, the undersigned non-governmental organisations, are writing to urge your delegation to support the development and adoption of a resolution that extends the mandate of the Special Rapporteur on the situation of human rights in Eritrea for one year.

Additionally, we highlight the need for the Council to put forward a strong resolution that clearly spells out and condemns the ongoing human rights violations committed by Eritrean authorities at home and abroad and the context of complete impunity that prevails.

* * *

We believe that the Council cannot follow a “business as usual” approach and that it is time for it to move beyond merely procedural resolutions that extend the Special Rapporteur’s mandate. The Council should produce a substantive assessment of Eritrea’s human rights situation, adopting strong, meaningful resolutions on the country. These resolutions should include references to the Special Rapporteur’s “benchmarks for progress” and recommendations by other UN and African bodies and mechanisms, as well as substantive paragraphs addressing violations committed by the country’s authorities inside and outside the country.  

In this regard, this year’s resolution should at a minimum mention the following key human rights issues in Eritrea:

- Arbitrary arrests and detentions, including incommunicado detention of journalists and other dissenting voices, as well as prolonged detention of Djiboutian prisoners of war;
- Violations of the rights to a fair trial, access to justice, and due process;
- Enforced disappearances;
- Conscription into the country’s abusive national service system, including conscription for international service;


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definite periods of national service, involving torture, sexual violence against women and girls, and forced labour. Since Council resolution 50/2\(^7\) was adopted, in July 2022, the Eritrean Government led an intensive forced conscription campaign during which it conducted waves of roundups to identify people it considers draft evaders or deserters, punishing family members of those seeking to avoid conscription or recall. Such punishment has included arbitrary detentions and home expulsions\(^8\);

- Restrictions on the media and media workers, severe restrictions on civic space, including the rights to freedoms of opinion and expression, peaceful assembly, association, movement, and non-discrimination,\(^9\) as well as severe restrictions to freedom of religion or belief\(^10\);
- Widespread impunity for past and ongoing human rights violations; and
- The Government of Eritrea’s refusal to engage in a serious dialogue with the international community, including by cooperating with the Council, despite its election for a second term as a Council Member (2022-2024). For decades, Eritrean authorities have blatantly denied committing serious human rights violations, including in relation to the presence of Eritrean forces in Ethiopia’s Tigray region.\(^11\)

Eritrean forces have been credibly accused of grave violations of international law in Tigray, some of which may amount to war crimes and crimes against humanity, since the conflict started in November 2020. These violations, and the associated complete lack of accountability, deserve the Council’s attention.

* * *

In July 2022, the Council took a modest step toward addressing substantive human rights issues in Eritrea. For the first time since 2018, it went beyond a one-page resolution extending the Special Rapporteur’s mandate. It did so by referring to the benchmarks for progress Special Rapporteurs identified, thereby outlining a path for human rights reforms. These benchmarks include strengthening the rule of law, reforming the national military service, protecting fundamental freedoms, addressing pervasive sexual and gender-based violence, and strengthening cooperation with international and African human rights bodies.

Resolution 50/2 also extended the Special Rapporteur’s mandate for a year, which was the main purpose of Eritrea-focused resolutions adopted in 2019, 2020, and 2021.

Although it went further than these three resolutions, which were merely procedural and contained no substantive assessment of Eritrea’s situation, resolution 50/2 failed to clearly describe and condemn hu-

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\(^7\) Available at: [https://www.ohchr.org/en/hr-bodies/hr/regular-sessions/session50/res-dec-stat](https://www.ohchr.org/en/hr-bodies/hr/regular-sessions/session50/res-dec-stat)

\(^8\) Human Rights Watch, “Eritrea: Crackdown on Draft Evaders’ Families,” op. cit.

\(^9\) CIVICUS, Civic Space Monitor, “Eritrea,” [https://monitor.civicus.org/country/eritrea/](https://monitor.civicus.org/country/eritrea/)


\(^11\) Despite its obligations as a Council Member to “uphold the highest standards in the promotion and protection of human rights” and “to fully cooperate with the Council,” the Government refuses to cooperate with the Special Rapporteur or other special procedure mandate holders. As of 2023, Eritrea remains among the very few countries that have never received any visit by a special procedure (see [https://spinternet.ohchr.org/ViewCountryVisits.aspx?visitType=all&Lang=en](https://spinternet.ohchr.org/ViewCountryVisits.aspx?visitType=all&Lang=en)).

On 9 February 2023, President Afwerki said that his country’s forces “never committed any human rights violations or interfered in the war” in Tigray and referred to allegations of crimes under international law, which have been credibly documented, as a “disinformation campaign” (Anadolu, “Eritrean leader denies rights violations by his forces in Ethiopian war,” 10 February 2023, [https://www.aa.com.tr/en/africa/eritrean-leader-denies-rights-violations-by-his-forces-in-ethiopian-war/2814756](https://www.aa.com.tr/en/africa/eritrean-leader-denies-rights-violations-by-his-forces-in-ethiopian-war/2814756)) (accessed on 27 April 2023)).
man rights violations Eritrean authorities are responsible for. It failed to reflect the situation in the country in the way Council resolutions did prior to 2019, as well as the atrocities Eritrean forces have committed in Ethiopia’s Tigray region since armed conflict broke out, in November 2020. Yet violations Eritrean authorities commit at home and abroad are two sides of the same coin, and the total closure of the civic space enables these violations to continue with impunity.

Ahead of the Council’s 50th session, over 40 civil society organisations urged the Council to maintain its scrutiny of Eritrea’s human rights situation and to strengthen its annual resolution with a view to bringing it in line with pre-2019 resolutions. We welcome the inclusion, in resolution 50/2, of a call on the Government of Eritrea to “[commit] to making progress on the recommendations included in [the Special Rapporteur’s] reports and on the benchmarks and associated indicators proposed in 2019.” We stress, however, that resolutions on Eritrea should fully reflect the country’s human rights situation.

In 2016, the Commission of Inquiry on Eritrea found that there are “reasonable grounds to believe” that crimes against humanity have been committed in the country since 1991 and that Eritrean officials have committed and continue to commit the crimes of enslavement, imprisonment, enforced disappearance, torture, other inhumane acts, persecution, rape, and murder. The international community and the African Union have failed to ensure adequate follow-up for these findings. Since 2019, the Human Rights Council has conveyed the impression to victims, survivors, and their families that it has given up on the accountability agenda.

Yet no Eritrean official has been held criminally accountable, and Eritrea’s human rights situation has not fundamentally changed. All the key issues identified in pre-2019 Council resolutions on the country and by independent experts and organisations remain valid. For instance, in his 2022 report, the Special Rapporteur, Dr. Mohamed Abdelsalam Babiker, noted that “the vast majority of the recommendations made by human rights mechanisms […] , as well as the recommendations from the country’s universal periodic review in 2019, remain unimplemented.” He added that “the persistent human rights crisis in Eritrea deepened during the reporting period” and identified several worrying trends.

Similarly, in the statement delivered during the enhanced interactive dialogue on Eritrea held on 6 March 2023, the Deputy UN High Commissioner for Human Rights, Ms. Nada Al-Nashif, highlighted that “[t]he human rights situation in Eritrea remains dire and shows no sign of improvement. It continues to be characterised by serious human rights violations.” She added: “It is alarming that all these human rights violations are committed in the context of complete impunity. Eritrea has not taken any demonstrable steps to ensure accountability for past and ongoing human rights violations.”

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12 See footnote 3 above.
14 A/HRC/50/20, available at https://www.ohchr.org/en/hr-bodies/hrc/regular-sessions/session50/list-reports. See in particular paras. 75-76. These trends include the increased militarization of the country and the continued indefinite conscription; the country’s continued involvement in human rights and humanitarian law violations in the context of the conflict in Ethiopia, as well as the increase in round-ups (giffas), recruitment of child soldiers, and kidnapping and forced conscription of Eritrean refugees to fight in the conflict; the continued closure of civic space, which remains “hermetically shut,” with no possibility for Eritreans to express dissent or participate in decision-making, the prolonged and arbitrary detention of hundreds of Eritreans for their real or perceived opposition to the Government; the increased pressure being placed on religious groups and on diaspora communities; and an increase in ethnic and political tensions in the diaspora as a result of the rifts opened by the war in Tigray.
15 She further highlighted: “Our Office continues to receive credible reports of torture; arbitrary detention; inhumane conditions of detention; enforced disappearances; restrictions of the rights to freedoms of expression, of association, and of peaceful assembly. Thousands of political prisoners and prisoners of conscience have, reportedly, been behind bars for decades. Furthermore, the harassment and arbitrary detention of people because of their faith continues unabated with estimated hundreds of religious leaders and followers affected.”
The Human Rights Council should allow the Special Rapporteur to pursue his work and the Office of the UN High Commissioner for Human Rights (OHCHR) to deepen its engagement with Eritrea.

At its 53rd session, the Council should adopt a resolution:
(a) Extending the mandate of the Special Rapporteur on Eritrea for a period of one year;
(b) Urging Eritrea to cooperate fully with the Special Rapporteur by granting him access to the country, in accordance with its obligations as a Council Member;
(c) Condemning the ongoing human rights violations committed by Eritrean authorities at home and abroad and the context of complete impunity that prevails;
(d) Welcoming the benchmarks for progress in improving the situation of human rights and associated indicators and recommendations, as well as recommendations formulated by other UN and African human rights bodies and mechanisms, and calling on Eritrea to develop an implementation plan to meet the benchmarks for progress, in consultation with the Special Rapporteur and OHCHR; and
(e) Requesting the High Commissioner and the Special Rapporteur to present updates on human rights concerns in Eritrea and on accountability options for serious violations at the Council’s 55th session in an enhanced interactive dialogue that also includes the participation of civil society and requesting the Special Rapporteur to present a comprehensive written report at the Council’s 56th session and to the General Assembly at its 78th session.

We thank you for your attention to these pressing issues and stand ready to provide your delegation with further information.

Sincerely,

1. Action by Christians for the Abolition of Torture in the Central African Republic (ACAT-RCA)
3. The America Team for Displaced Eritreans
4. Amnesty International
5. Burkinabé Human Rights Defenders Coalition (CBDDH)
6. Burundian Human Rights Defenders Coalition (CBDDH)
7. Cabo Verdean Network of Human Rights Defenders (RECADDH)
8. CIVICUS
9. Coalition of Human Rights Defenders-Benin (CDDH-Bénin)
10. Coordination of Human Rights Organizations (CODDH) – Guinea
11. CSW (Christian Solidarity Worldwide)
12. DefendDefenders (East and Horn of Africa Human Rights Defenders Project)
13. Eritrean Afar National Congress
14. Eritrea Focus
15. Eritrean Coordination for Human Rights
16. Eritrean Law Society
17. Geneva for Human Rights – Global Training (GHR)
18. Global Centre for the Responsibility to Protect (GCR2P)
19. Global Initiative to Empower Eritrea Grassroot Movement
20. The Horn of Africa Civil Society Forum (HoACSF)
21. Hawai’i Institute for Human Rights
22. Human Rights Concern - Eritrea (HRCE)
23. Human Rights Defenders Network – Sierra Leone
24. Human Rights Watch
25. Institut des Médias pour la Démocratie et les Droits de l’Homme (IM2DH) – Togo
26. International Service for Human Rights (ISHR)
27. Ivorian Human Rights Defenders Coalition (CIDDH)
28. Lawyers’ Rights Watch Canada
29. Libyan Human Rights Clinic (LHRC)
30. Network of NGOs for the Promotion and Defence of Human Rights (RONGDH) – Central African Republic
31. Nigerien Human Rights Defenders Network (RNDDH/NHRDN)
32. One Day Seyoum
33. Togolese Human Rights Defenders Coalition (CTDDH)
34. Vision Ethiopian Congress for Democracy (VECOD)
35. World Organisation Against Torture (OMCT)

1. Resolution length:

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* Resolution adopted at the initiative of a group of six States with a view to maintaining scrutiny of Eritrea’s human rights situation, as the former sponsors of Eritrea-focused resolutions (Djibouti and Somalia) discontinued their leadership.

The European Union subsequently took over sponsorship of annual Eritrea-focused resolutions.
### 2. Elements highlighted in annual resolutions:

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<td>- Forced labour, including of conscripts and minors</td>
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<td><strong>Operative paragraphs (OPs):</strong></td>
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<td>- “Strongly condemns” the “continued widespread and systematic violations”</td>
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<td>- Executions, disappearances, torture, detentions, lack of access to justice, freedoms of expression, thought, conscience and religion, peaceful assembly, association</td>
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<td>- Journalists, human rights defenders, political actors, religious leaders and practitioners</td>
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<td>- Forced conscription for indefinite periods of national service, which could amount to forced labour, alleged coercion of minors into the military and mining industry</td>
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<td>- Having considered the material relating to the situation of human rights in Eritrea, brought under the complaint procedure, alleging widespread and systematic violations</td>
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<td>- Allegations point to a “consistent pattern of gross and reliably attested violations of human rights”</td>
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<td><strong>Operative paragraphs (OPs):</strong></td>
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<td>- Discontinue reviewing the matter under the confidential complaint procedure to take up public consideration of the same; documentation will no longer be confidential</td>
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<td>- Invite the Special Rapporteur to investigate further the allegations contained in the submitted complaints</td>
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<td>- Urge to cooperate fully with the Special Rapporteur</td>
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<td>- Deep concern at ongoing reports of “grave violations” of human rights by the Eritrean authorities against their own population and fellow citizens</td>
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<td>- “Alarming number” of civilians fleeing Eritrea as a result of those violations</td>
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<td>- Compulsory practice of children undertaking their final year of schooling in a military training camp</td>
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| Resolution 26/24 (2014, agenda item 4) | Eritrea’s obligations under the African Charter on Human and Peoples’ Rights and other instruments  
Failure to cooperate with the Special Rapporteur  
Operative paragraphs (OPs):  
- Welcomes report of the Special Rapporteur  
- “Strongly condemns” the continued, widespread and systematic violations of human rights and fundamental freedoms  
- Forced conscription of citizens for indefinite periods of national service, “a system that amounts to forced labour”  
- Widespread use of torture and other cruel, inhuman or degrading treatment or punishment  
- Political prisoners, including the “G-15” and journalists  
- End the system of indefinite national service, provide for conscientious objection  
- Implement UPR recommendations, cooperate fully with the UN human rights system  
- Information pertaining to the Djiboutian combatants missing in action  
- Extension of the Special Rapporteur’s mandate  
- Urges the international community to cooperate fully with the Special Rapporteur and to strengthen efforts to protect those fleeing Eritrea |
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| Resolution 29/18 (2015, agenda item 4) | Preambular paragraphs (PPs):  
- Grave concern over the continued use of arbitrary arrest and detention, including incommunicado detention in life-threatening conditions  
- Widespread use of indefinite conscription into national service, “a system that constitutes forced labour”  
- Forced recruitment into the government’s citizen militia  
- Right to take part in the government, concern about absence of national elections  
Operative paragraphs (OPs):  
- Extension of the Special Rapporteur’s mandate  
- Call on the government to investigate promptly all allegations of extrajudicial killings, torture, rape and sexual abuse within the national service  
- Establishment of a commission of inquiry to investigate all alleged violations as outlined in the reports of the Special Rapporteur  
- Request the commission of inquiry to present updates to the Council and the General Assembly, and to present a written report to the Council  
- Decides to transmit all reports of the commission of inquiry to all relevant bodies of the United Nations and to the Secretary-General for appropriate action |
| Resolution 29/18 (2015, agenda item 4) | Preambular paragraphs (PPs):  
- Commending the commission of inquiry for its work  
- Lack of cooperation with the commission of inquiry and the Special Rapporteur  
- Stressing the importance of first-hand accounts of victims and witnesses  
- Deep concern at the commission’s findings that systematic, widespread and gross human rights violations have been and are being committed by the Government of Eritrea, and that [some of the violations] may constitute crimes against humanity  
Operative paragraphs (OPs):  
- Welcomes the report of the commission of inquiry and notes the importance of its work in support of future accountability efforts  
- “Strongly condemns” the systematic, widespread and gross human rights violations that have been and are being committed […] in a climate of generalized impunity  
- Reiterates its “numerous calls” on the government of Eritrea to end violations  
- Call on the government to take “immediate and concrete steps” to implement recommendations made by the commission of inquiry in its report in order to address the “dire situation of human rights in the country” |
### Resolution 32/24 (2016, agenda item 4)

**Preambular paragraphs (PPs):**
- Welcoming OHCHR’s technical assessment mission to Eritrea
- Commending the commission of inquiry for its work despite lack of access to the country
- Deep concern at the commission’s findings that there are “reasonable grounds to believe” that crimes against humanity have been committed in Eritrea since 1991 and that “Eritrean officials have committed and continue to commit the crimes of enslavement, imprisonment, enforced disappearance, torture, other inhumane acts, persecution, rape and murder”
- Noting with deep concern the commission’s findings regarding crimes committed by officials, and noting the commission’s “identification of individual suspects and careful maintenance of relevant information that may assist future accountability efforts”
- Release of four Djiboutian prisoners of war
- The situation of human rights in Eritrea is a primary factor in the increasing number of Eritreans leaving their country, often facing risks […]
- Persecution on both religious and ethnic grounds, including of Eritrean Kunama and Afar persons, and of members of non-authorized religious denominations

**Operative paragraphs (OPs):**
- Welcomes with appreciation the work of the commission of inquiry, stresses the importance of the information it has collected in support of future accountability
- Recognizes the special protection needs of unaccompanied children fleeing Eritrea
- “Condemns in the strongest terms” the “reported systematic, widespread and gross human rights violations that have been and are being committed by the Government of Eritrea in a climate of generalized impunity”
- Encourages states in which witnesses reside to protect those who have cooperated with the commission of inquiry and the Special Rapporteur
- Allow unhindered access to the country to further missions by OHCHR
- Takes note of the commission’s conclusion that “a regional mechanism could be created to address accountability in Eritrea” given the commission’s assertion that neither a hybrid tribunal nor a truth commission would be a viable option in the current circumstances
- Extension of the Special Rapporteur’s mandate and request that the mandate holder follow up on the implementation of the commission of inquiry’s recommendations
- Encourages business enterprises to carry out appropriate human rights due diligence to identify, prevent, mitigate and account for how they address their human rights impact, including with respect to allegations of use of conscript labour
- “Strongly encourages” the African Union to follow up on the report and recommendations of the commission of inquiry by establishing an investigation […] with a view to examining and bringing to justice those responsible for violations and abuses

### Resolution 35/35 (2017, agenda item 4)

**Preambular paragraphs (PPs):**
- Recalling reports of the commission of inquiry and its findings

**Operative paragraphs (OPs):**
- Recalls the report of the commission of inquiry and the importance of the information it has collected in support of future accountability, and urges the government to take immediate and concrete steps to implement its recommendations
- Reiterates that those responsible for past and present violations and abuses must be held to account
- Welcomes the Special Rapporteur’s preliminary contact with the African Union
| Resolution 38/15 | - Extension of the Special Rapporteur’s mandate  
  - Decides to hold an enhanced interactive dialogue on Eritrea with the participation of, among others, civil society  
  - Calls upon the government to consider the establishment of an OHCHR presence, with a holistic mandate, with unhindered access  
  - Calls upon the government to stop the practice of demanding that Eritreans in the diaspora sign the “regret form” and to stop the use of extortion, threats and violence to collect taxes outside Eritrea  
  - Reiterates its encouragement on the African Union to follow up on the work of the commission of inquiry  
  
Preambular paragraphs (PPs):  
- Welcoming Eritrea’s submission of its initial report to the African Commission on Human and Peoples’ Rights  
- Regretting Eritrea’s continued lack of cooperation and denial of access to the country  
  
Operative paragraphs (OPs):  
- Welcomes the enhanced interactive dialogue  
- Reiterates calls on the government, including to stop and prevent shooting to wound or kill citizens attempting to flee the country  
- Calls on the government to fully respect land rights in relation to traditional ownership and property rights  
- Extension of the Special Rapporteur’s mandate  
- Invites the Special Rapporteur to “assess and report on the situation of human rights and the engagement and cooperation of the Government of Eritrea with the Human Rights Council and its mechanisms, as well as with the Office of the High Commissioner” and, where feasible, to “develop benchmarks for progress in improving the situation of human rights and a time-bound plan of action for their implementation”  
- Requests OHCHR to present an oral update on “progress made in the cooperation between Eritrea and the Office, and on its impact on the situation of human rights in Eritrea”  
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| Resolution 41/1 | - Extension of the Special Rapporteur’s mandate  
  - Calls upon the government to cooperate fully, including by granting access  
  
Operative paragraphs (OPs):  
- Extension of the Special Rapporteur’s mandate  
- Calls upon the government to cooperate fully, including by granting access  
  |
| Resolution 44/1 | - Recalling the important regional developments and the potential they bear for the development of human rights in Eritrea  
- Welcoming Eritrea’s dialogue with the CEDAW Committee  
  
Preambular paragraphs (PPs):  
- Recalling the important regional developments and the potential they bear for the development of human rights in Eritrea  
- Welcoming Eritrea’s dialogue with the CEDAW Committee  
  
Operative paragraphs (OPs):  
- Extension of the Special Rapporteur’s mandate  
- Decides to continue to continue to assess and report on the situation  
- Calls upon the government to [commit] to making progress on the proposed benchmarks  
  |
| Resolution 47/2 | - Extension of the Special Rapporteur’s mandate  
  
Operative paragraphs (OPs):  
- Extension of the Special Rapporteur’s mandate  
- Decides to hold an enhanced interactive dialogue at the next March session [NB: instead of two separate interactive dialogues]  
- Calls upon the government to [commit] to making progress on the recommendations included in the Special Rapporteur’s reports and on the benchmarks and associated indicators proposed in 2019 [NB: para. 5 includes the list of benchmarks]  
  |
| Resolution 50/2 | - Extension of the Special Rapporteur’s mandate  
- Decides to hold an enhanced interactive dialogue at the next March session [NB: instead of two separate interactive dialogues]  
- Calls upon the government to [commit] to making progress on the recommendations included in the Special Rapporteur’s reports and on the benchmarks and associated indicators proposed in 2019 [NB: para. 5 includes the list of benchmarks]  
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