



SINGAPORE

BASELINE ASSESSMENT OF R2P IMPLEMENTATION



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The following Baseline Assessment Annex provides an overview of Singapore's efforts in implementing R2P as of 2019. For a full description of the methodology used in this study, see Part II of 'Implementing the Responsibility to Protect in the Asia Pacific: An Assessment of Progress and Challenges', available [here](#).

SINGAPORE

Singapore's performance in implementing R2P is close to the average. Thanks to strong economic indicators and the careful management of its different ethnic groups, Singapore has performed well when it comes to preventing violent conflict internally. Whilst Singapore has only ratified five and signed one other of the twelve core international covenants most pertinent to R2P, it has relatively strong constitutional guarantees for human rights. The Constitution of the Republic of Singapore guarantees all person's equality before the law and further ensures that citizens may not be discriminated against based on religion, race, descent and place of birth. While women enjoy the same legal rights as men and enjoy some of the most robust gender-based protection laws in the region, no specific gender equality or anti-gender-discrimination legislation exists. Moreover, questions remain about the status and treatment of the many migrant workers residing in Singapore. The state has adequate laws that criminalize genocide, ethnic cleansing, and war crimes, but not crimes against humanity as such.

Domestically, Singapore is not strong on human rights but performs quite well in terms of operating a high-quality and inclusive education system and a legitimate, effective and civilian controlled security sector. Moreover, while it is not yet a signatory to the Rome Statute, it has legislative provisions for prosecuting nationals for atrocity crimes committed overseas.

Internationally, Singapore has actively participated in national, regional and international discussions on R2P. It has participated in and delivered official statements at most of the Informal Interactive Dialogues on R2P and is one of the few Asian states that is a member of the "Group of Friends of R2P". A recurrent theme of Singapore's statements has been to criticise the use of the veto on R2P related matters. Despite its broad support, at the General Assembly it has only directly supported one resolution (A/RES/71/130) referencing R2P and has generally abstained from voting. However, Singapore was one of only half a dozen Asia Pacific states that voted against the Venezuelan amendment to weaken the implementation of the norm through the UN Office on Genocide Prevention and R2P, thus supporting R2P.

Nevertheless, it has taken few proactive steps to help strengthen regional networks for atrocity crime prevention or support the UN's early warning and capacity building efforts.

SINGAPORE

Assessment	Indicator
Very Strong	Protection of populations from atrocity crimes
	Reduction of atrocity crime risks
	Dealing with past atrocities
	Ensure a legitimate, effective and civilian controlled security sector
	Support UN Security Council veto restraint on issues relating to atrocity prevention
Strong	Participate in international peer review processes, including the Universal Periodic Review (UPR) of the UN Human Rights Council
	Ensure equal access to justice
	Criminalise incitement to commit genocide, war crimes, ethnic cleansing and crimes against humanity
	Take measures to counter and prevent violent extremism
	Enact and implement laws protecting vulnerable groups, particularly in relation to sexual and gender-based violence
	Ensure the education system reflects the ethnic, national and cultural diversity of society, and sets examples of inclusiveness
	Prevent nationals committing atrocity crimes overseas
	Participate in international, regional and national discussions on the further advancement of R2P
	Leverage existing mechanisms and institutions (including regional and sub-regional organisations) to encourage States to fulfil their responsibility to protect
	Support the early warning and capacity building efforts of the UN Office on Genocide Prevention and R2P
	Support the strengthening of the UN's capacity for atrocity prevention, including through the UN Human Rights system
	Support preventive actions on atrocity crimes
Fair	Ensure domestic promotion and protection of human rights, focusing on the elimination of discrimination
	Cooperate fully with UN Human Rights mandate holders and those of relevant regional organisations
	Cultivate and protect and active, diverse and robust civil society
	Encourage and assist States to fulfil their R2P in situations of emerging or ongoing crisis, such as good offices and preventive diplomacy
	Strengthen the role and capacity of regional organisations
	Develop the capacities needed to support civilian protection, including through the training of military and civilian personnel for peacekeeping
Weak	Sign, ratify and implement relevant instruments of international law
	Strengthen regional and international networks for atrocity crime prevention
	Support the development and work of regional human rights and other preventive capacities
	Contribute to United Nations peacekeeping operations (especially those with a protection of civilians mandate)

Very Weak	Appoint national R2P Focal Point
	Incorporate atrocity crime risks and dynamics into conflict analysis and/or development partnerships
	Establish domestic mechanisms to hold the government accountable for upholding its responsibility to protect
	Sign and ratify the Rome Statute of the International Criminal Court and cooperate fully with the Court
	Establish and maintain National Human Rights Institutions in accordance with the Paris Principles
	Protect individuals and groups fleeing atrocity crimes and their risk, in accordance with International Refugee Law
	Conduct a national assessment of risk and resilience
	Support atrocity prevention through development and assistance partnerships
	Support the Kigali Principles

Singapore Score: 50

Singapore has been largely supportive of R2P and the issue of UN Security Council reform, whilst emphasising that, in regards to the Third Pillar, the international community must act through the United Nations. Whilst it has actively participated in many of the informal activities around R2P, it has been less constructive in regards to supporting General Assembly resolutions that reference the principle and in providing material support. Domestically, Singapore performs quite well but there is significant room for improvement in some key areas, notably the signing, ratification and implementation of relevant international laws, permitting greater freedom within civil society and the adoption of specific measures to strengthen atrocity prevention.

Thematic Area	Indicator	Assessment	Notes
Basic Compliance	Protection of populations from atrocity crimes.	Very Strong	Government policy has long promoted integration and cooperation amongst the varied ethnic and religious groups that make up Singapore's citizenry. This has led to a country with strong civic pride, economic power and effective and accountable security apparatuses. While civil society and human rights may not be as vibrant or strong as they could be, currently Singapore's population is well protected by the state from atrocity crimes.
	Reduction of atrocity crime risks.	Very Strong	The emphasis on social integration of Singaporeans and the management of it by the government means potential 'fault lines' along any ethnic or religious grounds hold little likelihood in causing conflict or atrocities. While the absence of human rights mechanisms and civil society activism may indicate great risk, they are mitigated by Singapore's effective justice system and accountable security sector.
	Dealing with past atrocities.	Very Strong	Singapore holds a strong record in dealing with past atrocities committed by the Japanese while they occupied the island in World War II. The Singapore War Crimes Trials following liberation allowed those responsible to be held accountable. Subsequent years have seen the establishment of memorials and museum displays, regular commemorations, and educational materials and records made available. ¹ These measures, along with the inclusion of the crime of genocide in the constitution, is clear evidence that Singapore has sought to learn from – and deal – with past atrocity crimes.
Policy Mechanisms	Appoint national R2P Focal Point.	Very Weak	Singapore has not appointed a national R2P Focal Point. ²
	Incorporate atrocity crime risks and dynamics into conflict analysis and/or development partnerships.	Very Weak	Singapore has not incorporated atrocity prevention and analysis in their formal policy processes.
	Establish domestic mechanisms to hold the government accountable for upholding its responsibility to protect.	Very Weak	No information could be found on the establishment of policy mechanisms to make the government accountable to R2P.
International Human Rights Obligations	Sign, ratify and implement relevant instruments of international law.	Weak	Singapore has ratified five of the twelve key international human rights law (IHRL) instruments most relevant to R2P. It has also signed but not ratified another one. ³

¹ For example: Singapore War Crimes Trials, 2016. *About The Singapore war Crimes Trials Web Portal*, <https://www.singaporewarcrimestrials.com/>; National Museum of Singapore, 2017. *Battle for Singapore: Case Files from the Singapore War Crimes Tribunal Exhibition*, <https://www.nationalmuseum.sg/our-exhibitions/exhibition-list/battle-for-singapore-case-files-from-the-singapore-war-crimes-tribunal-exhibition>.

² Global Centre for the Responsibility to Protect (GCR2P), 2016. *Global Network of R2P Focal Points*, http://www.globalr2p.org/media/files/regional-breakdown_global-network-of-r2p-focal-points.pdf.

³ United Nations Human Rights Office of the High Commissioner (UNOHCHR), n.d. *View the ratification status by country or by treaty*, https://tbinternet.ohchr.org/_layouts/TreatyBodyExternal/Treaty.aspx?CountryID=157&Lang=EN; United Nations Treaty Collection (UNTC), 2019. *1. Convention on the Prevention and Punishment of the Crime of Genocide*, https://treaties.un.org/pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-1&chapter=4&clang=en; UNTC, 2019. *8. Arms Trade Treaty*, https://treaties.un.org/pages/ViewDetails.aspx?src=TREATY&mtdsg_no=XXVI-8&chapter=26&clang=en; United Nations High Commissioner for Refugees (UNHCR), 2015. *States Parties to the 1951 Convention relating to the Status of Refugees and the 1967 Protocol*, <https://www.unhcr.org/protect/PROTECTION/3b73b0d63.pdf>; International Committee of the Red Cross (ICRC), n.d. *Treaties, States Parties and Commentaries: Singapore*, <https://ihl->

The treaties ratified are:

- **Convention on the Prevention and Punishment of the Crime of Genocide** (Ratification/Accession: 1995)
- **Geneva Conventions** (Ratification/Accession: 1973)
- **Convention on the Elimination of All Forms of Discrimination against Women [CEDAW]** (Ratification/Accession: 1995)
- **Convention on the Rights of the Child [CRC]** (Ratification/Accession: 1995)
- **Convention on Elimination of All Forms of Racial Discrimination [CERD]** (Ratification/Accession: 2017).

It is a signatory to the following:

- **Arms Trade Treaty [ATT]** (Signature: 2014)

Singapore has raised various – though not especially substantive – reservations concerning each of the treaties it has ratified.

Sign and ratify the Rome Statute of the International Criminal Court and cooperate fully with the Court.	Very Weak	Singapore has neither signed nor ratified the Rome Statute of the International Criminal Court . ⁴
Establish and maintain National Human Rights Institutions in accordance with the Paris Principles.	Very Weak	Singapore does not yet have a National Human Rights Institution, although many countries have suggested that Singapore initiate a national human rights commission to institutionalise the State's commitment and aid in the promotion and protection of their citizen's human rights. ⁵
Ensure domestic promotion and protection of human rights, focusing on the elimination of discrimination.	Fair	<p>The <i>Constitution of the Republic of Singapore</i> is the supreme law of Singapore. The constitution is derived from various sources: <i>Constitution of the State of Singapore 1963</i>; provisions of the <i>Federal Constitution of Malaysia</i> made applicable to Singapore by the <i>Republic of Singapore Independence Act 1965</i> (No. 9 of 1965, 1985 Rev. Ed.); and the <i>Republic of Singapore Independence Act</i>.</p> <p>Article 12 of the constitution guarantees equality before the law and equal protection of the law. The Article also identifies four forbidden classifications – religion, race, descent and place of birth – upon which Singapore's citizens may not be discriminated for specific reasons.</p> <p>However, according to various sources, the principal of equality noted in Article 12 is a general principal only, and there is no specific gender equality or anti-gender discrimination legislation per se.⁶ Indeed, as the Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related</p>

databases.icrc.org/applic/ihl/ihl.nsf/vwTreatiesByCountrySelected.xsp?xp_countrySelected=SG; International Criminal Court, n.d. *The States Parties to the Rome Statute*, https://asp.icc-cpi.int/en_menus/asp/states%20parties/Pages/the%20states%20parties%20to%20the%20rome%20statute.aspx#S

⁴ International Criminal Court, n.d. *The States Parties to the Rome Statute*.

⁵ Kuah, Alison, 2016. 'Singapore needs independent human rights commission'. *The Straits Times*, 3 February. Available at: <https://www.straitstimes.com/forum/letters-on-the-web/singapore-needs-independent-human-rights-commission>

⁶ United Nations, Committee on the Elimination of Discrimination Against Women (CEDAW), List of issues and questions in relation to the fifth periodic report of Singapore, 14 March 2017, CEDAW/C/SGP/Q/5, para. 1.

intolerance recently noted, the State is not yet party to the:

- *International Covenant on Civil and Political Rights* [ICCPR]
- *International Covenant on Economic, Social and Cultural Rights* [ICESCR]
- *Convention on the Rights of All Migrant Workers and Members of their Families*.

This is of particular concern in relation to migrant workers, who make up a significant proportion of Singapore's population. NGOs continue to raise concerns about the status of domestic migrant workers in the country, and the lack of protection afforded to them in domestic law (e.g. exclusion from the *Employment Act, Trade Union Act*).⁷

The law also does not provide for the granting of asylum or refugee status and Singapore has denied entry to Rohingya asylum seekers in the past.⁸

Participate in international peer review processes, including the Universal Periodic Review (UPR) of the UN Human Rights Council.	Strong	Singapore participated in the first cycle of the UPR in 2011. It accepted 52 recommendations and rejected 21, whilst another 39 were deferred for further consideration. It participated in its 2nd UPR in 2016. ⁹
Cooperate fully with UN Human Rights mandate holders and those of relevant regional organisations.	Fair	Singapore has no overdue reports. ¹⁰ Singapore has not given a Standing Invitation to Special Mandate holders of the UNOHCHR. Of the 11 requests asked of Singapore, two have been completed and reported on, with another forthcoming. ¹¹
Ensure equal access to justice.	Strong	The law provides for the right to a fair public trial, and most independent observers view the judiciary as generally impartial and independent, except in a small number of cases involving direct challenges to the government or the ruling party. ¹² Moreover, there are ongoing concerns regarding migrant worker access to the judicial system, especially given reports that some workers are exploited yet have no legal redress. ¹³

⁷ CEDAW, 2017. *Shadow Report for Singapore*,

http://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/SGP/INT_CEDAW_NGO_SGP_29089_E.pdf.

⁸ GCR2P, 2015. *Persecution of the Rohingya in Burma/Myanmar and the Responsibility to Protect*, p. 3,

<http://www.globalr2p.org/media/files/2015-march-burma-brief-1.pdf>.

⁹ Singapore Ministry of Foreign Affairs, 2016. *Singapore Universal Periodic Review*, <https://www1.mfa.gov.sg/SINGAPORES-FOREIGN-POLICY/Key-Issues/Singapore-Universal-Periodic-Review>; United Nations, Human Rights Council (HRC), Report of the Working Group on the Universal Periodic Review, 11 July 2011, A/HRC/18/11.

¹⁰ UNOHCHR, n.d. *List of States parties without overdue reports*,

http://tbinternet.ohchr.org/_layouts/TreatyBodyExternal/LateReporting.aspx.

¹¹ UNOHCHR, n.d. *View Country visits of Special Procedures of the Human Rights Council since 1998: Singapore*,

<https://spinternet.ohchr.org/Layouts/SpecialProceduresInternet/ViewCountryVisits.aspx?Lang=en&country=SGP>.

¹² Amnesty International is concerned a decision by the Court of Appeal to prohibit human rights lawyer M. Ravi from practising law for a further two years may have been political motivated. Cf. Amnesty International, 2017. *Amnesty International Report: 2016/17: The State of the World's Human Rights*, p. 322.

¹³ Human Rights Watch (HRW), 2016. *Singapore: Events of 2015*, <https://www.hrw.org/world-report/2016/country-chapters/singapore>.

		<p>Otherwise, the judicial system is considered to generally provide citizens with an efficient judicial process.¹⁴</p> <p>Criminalise incitement to commit genocide, war crimes, ethnic cleansing and crimes against humanity.</p> <p>Strong</p> <p>Genocide and war crimes are highly sensitive and publicized issues in Singapore, largely due to the Japanese occupation of Singapore from 1942 to 1945 following the defeat of the British, who held Singapore as a colonial possession at the time. After the defeat of Imperial Japan and the return of Singapore to British possession, pursuant to a <i>Royal Warrant</i> in 1945 the Singapore Trials were held to determine the culpability of Japanese military personnel with regards to genocidal intentions and war crimes. 131 trials were conducted in Singapore in this regard.</p> <p>A significant part of the Singapore Trials focused on the Sook Ching, or Kakyō Shukusei (華僑肅清), roughly meaning, “purge of overseas Chinese through cleansing”. This was a systematic purge by the Japanese of Singaporean inhabitants of Chinese ethnicity that resonated strongly among Singaporeans up until the independence of Singapore.¹⁵ The Singapore Trials, and the memory of the Sook Ching, served as the impetus for Singapore as an independent nation state to aggressively pursue research and legislation on the prevention of genocide and the punishment of war crimes. In this context, they have often taken the lead in the Southeast Asian region.</p> <p>Chapter VIB, Sections 130D and 130E of the <i>Penal Code</i> specifically concern genocide and the punishment of genocide.¹⁶</p> <p>However, according to the Global Legal Research Centre, while Singapore has adequate laws that criminalise genocide, ethnic cleansing and war crimes, there are no provisions for crimes against humanity.¹⁷</p>
<p>Take measures to counter and prevent violent extremism.</p>	<p>Strong</p>	<p>Singapore strongly condemns terrorism and believes the best way of countering it involves practical cooperation with other countries’ law enforcement and security agencies.¹⁸ In 2016, the government staged a two day counter-terrorism exercise spanning the entire island to test the cooperation and readiness of its security forces.¹⁹ In 2017, the Ministry of Home Affairs began reviewing aspects of domestic legislation (primarily the <i>Maintenance of Religious Harmony Act</i>) to deal with the rise of ‘segregationist teachings’ which the government believed ran counter to religious</p>

¹⁴ U.S. Department of State, 2016. *Singapore 2016 Human Rights Report*, p. 3,

<https://www.state.gov/documents/organization/265582.pdf>.

¹⁵ Barnaby, Fiona, 2016. *Singapore War Crimes Trials Project Launch*,

<https://static1.squarespace.com/static/55c714f4be4b0f0d634b061b5/t/5801da15be65940e312f73b0/147651637511/Ms+Fiona+Barnaby+-+Relevance+of+IHL+-+War+Crimes+Trials+Portal+Launch.pdf>.

¹⁶ Singapore Government, Singapore Statutes Online. *Penal Code (Chapter 224), Chapter VIB, Sections 130D and 130E*. Singapore, 1872 (Rev. Ed. 2008).

¹⁷ Library of Congress, 2016. *Genocide, Crimes Against Humanity, and War Crimes Jurisdiction*,

https://www.loc.gov/law/help/genocide/chart.php#_ednref53.

¹⁸ Ministry of Foreign Affairs, 2019. *Counter Terrorism: Overview*, <https://www1.mfa.gov.sg/SINGAPORES-FOREIGN-POLICY/International-Issues/Counter-Terrorism>.

¹⁹ Cheong, Danson, 2016. ‘Singapore stages biggest islandwide counter-terrorism exercise’. *The Straits Times*, 18 October. Available at: <https://www.straitstimes.com/singapore/singapore-stages-its-biggest-counter-terrorism-exercise>.

		<p>tolerance and the Singaporean values of diversity and inclusivity.²⁰ At Madam Halimah's inauguration as Singapore's eighth president, Prime Minister Lee Hsien Loong reportedly stated: "In an age when ethnic nationalism is rising, extremist terrorism sows distrust and fear, and exclusivist ideologies deepen communal and religious fault lines, here in Singapore we will resist this tide."²¹</p> <p>The ideas around inclusive diversity are apparent in the government's initiative of Total Defence, which seeks to safeguard the Singaporean identity and social cohesiveness of the country. The five 'Pillars' of Total Defence concern Military, Civil, Economic, Social and Psychological Defence, and are taught to children from as young as five years of age.²²</p>
	<p>Enact and implement laws protecting vulnerable groups, particularly in relation to sexual and gender-based violence.</p> <p style="text-align: center;">Strong</p>	<p>Women enjoy the same legal rights as men, including civil liberties, employment, commercial activity, and education. In 2013 women made up 51.6 percent of university graduates and 42.5 percent of professionals, managers, executives, and technicians. Women were well represented in many professions. As of June 2014, 41.4 percent of residents employed as professionals were women. No laws mandate non-discrimination in hiring practice on the basis of gender.²³</p> <p>Singapore criminal law contains numerous provisions for protecting people from, and criminalizing, sexual and gender-based violence. Victims of domestic violence can obtain court orders restraining the respondent from using violence against them and barring the spouse from the home until the court is satisfied the spouse has ceased aggressive behaviour. The law prescribes mandatory caning and a minimum imprisonment of two years for conviction on any charge of 'outraging modesty', causing the victim to fear death or injury. From January to October 2016, there were 214 cases of outrage of modesty. The press gave prominent coverage to instances of abuse or violence against women. Several voluntary welfare organisations assist abused women.²⁴</p> <p>Whilst various UN reports and NGOs generally acknowledge Singapore's regionally progressive stance on gender equality and legislative protection of violence against women, LGBTIQ rights remain near non-existent. Furthermore, Section 377A of the <i>Penal Code</i> continues to criminalize sexual relations between men, although this law is generally not enforced.²⁵</p>
	<p>Protect individuals and groups fleeing atrocity crimes and their</p> <p style="text-align: center;">Very Weak</p>	<p>Singapore has neither signed nor ratified the <i>1951 Refugee Convention</i> or its <i>1967 Protocol</i>. In</p>

²⁰ Channel NewsAsia, 2017. 'Government to tighten rules against hate speech, extremist teachings: Shanmugam'. *Channel NewsAsia*, 3 October. Available at: <http://www.channelnewsasia.com/news/parliament/government-to-tighten-rules-against-hate-speech-extremist-9275006>.

²¹ Hussain, Zakir, 2017. 'Standing firm against hate speech'. *The Straits Times*, 24 September. Available at: <http://www.straitstimes.com/singapore/standing-firm-against-hate-speech>.

²² See the 'About' and 'Resources' sections at: Singapore Government, 2019. *Total Defence*, https://www.mindef.gov.sg/oms/imindef/mindef_websites/topics/totaldefence/index.html.

²³ U.S. Department of State, 2016. *Singapore 2016 Human Rights Report*, p. 23.

²⁴ *Ibid.*, p. 21-22.

²⁵ Amnesty International, 2017. *Amnesty International Report: The State of the World's Human Rights*, p. 323.

	risk, in accordance with International Refugee Law.		conjunction with the government’s current policies in response to the influx of Indochinese refugees in the 1980s, Singapore has very little to do with refugees and immigrants in general. ²⁶
Domestic Implementation	Conduct a national assessment of risk and resilience.	Very Weak	Singapore has not undertaken a national assessment using the analysis framework on the prevention of genocide.
	Cultivate and protect an active, diverse and robust civil society.	Fair	<p>The constitution and wider domestic laws generally provide for freedom of speech, assembly and association.²⁷ However, in practice Singapore continues to be heavily regulated in terms of these aspects.</p> <p>For example, the press is regulated through the <i>Newspapers and Printing Presses Act</i>. There is also concern that the <i>Administration of Justice (Protection) Act</i>, recently passed in August 2016, could target human rights defenders for criticizing the courts or obstructing the administration of justice. New punishments under this Act for contempt of court proceedings include up to three years imprisonment and fines of up to SGD \$100,000 (AUD \$96,000).²⁸</p> <p>Singapore heavily restricts the freedom of the press on the grounds of maintaining racial harmony. Sensitive matters related to religious and racial discrimination are censored, as are overtly political articles.</p> <p>The constitution does not include a right to privacy and the government’s data protection act does not protect citizens from government-sanctioned surveillance.²⁹</p> <p>Freedom House consider Singapore to be 'Not Free' in their Press Freedom status ranking, for 2017. In the wider Freedom in the World status ranking, it is listed as 'Partly Free'.³⁰ Elsewhere in 2017, Reporters Without Borders ranked Singapore 151st out of a total of 180 nations in their World Press Freedom Index.³¹</p> <p>The government prohibits organized political activities, except by groups registered as political parties or political associations, and closely monitors political gatherings. Spontaneous public gatherings or demonstrations are virtually unknown.³² Demonstrations and other similar actions in Singapore are restricted to Hong Lim Park, an area heavily monitored by CCTVs.³³ In</p>

²⁶ For example: Palzkill, Audrey, 2017. *10 Facts About Refugees in Singapore*, <https://borgenproject.org/facts-about-refugees-in-singapore/>; Jones, Evan, 2018. ‘“Refugees not welcome here”: As ASEAN chair, Singapore must take the lead’. *Hong Kong Free Press*, 7 January. Available at: <https://www.hongkongfp.com/2018/01/07/refugees-not-welcome-asean-chair-singapore-must-take-lead/>.

²⁷ Singapore Government, Singapore Statutes Online. *Constitution of the Republic of Singapore, Chapter IV, Article 14*. Singapore, 1965.

²⁸ Singapore Government, Singapore Statutes Online. *Administration of Justice (Protection) Act 2016, Part 3, Article 12*. Singapore, 2016.

²⁹ Privacy International, 2015. *The Right to Privacy in Singapore Stakeholder Report: Universal Periodic Review 24th Session – Singapore*, [https://privacyinternational.org/sites/default/files/2017-12/Singapore UPR PI submission FINAL.pdf](https://privacyinternational.org/sites/default/files/2017-12/Singapore%20UPR%20PI%20submission%20FINAL.pdf).

³⁰ Freedom House, 2017. *Freedom of the Press 2017: Singapore*, <https://freedomhouse.org/report/freedom-of-press/2017/singapore>.

³¹ Reporters Without Borders (RSF), 2017. *2018 World Press Freedom Index*, <https://rsf.org/en/ranking>.

³² U.S. Department of State, 2016. *Singapore 2016 Human Rights Report*, p. 15-16.

³³ Amnesty International, 2017. *Amnesty International Report 2016/17: The State of the World’s Human Rights*, p. 322.

		2017, amendments to Singapore's <i>Public Order Act</i> gave police and other officials even broader and more arbitrary powers to further limit or ban public assemblies and protests. ³⁴
Ensure a legitimate, effective and civilian controlled security sector.	Very Strong	<p>The civilian authorities in Singapore maintain effective control over their security forces, and operate effective systems of investigation and punishment for abuses and corruption of security forces.</p> <p>Singapore is heralded as a successful case of security sector reform (SSR) due to its ability to remove, restrain and replace military and security leadership, as well as having civilian control of the courts.³⁵ Some individuals are groomed to take over certain key positions within the security sector, but this has reportedly had no negative effect in terms of challenging the government's authority or resulting in inadequate security.³⁶</p> <p>Singapore has actively promoted SSR, as well as the rule of law at the United Nations.³⁷ The military and police are treated as two distinct entities with separate operational capabilities and roles, with both bodies enjoying high credibility.³⁸</p>
Ensure the education system reflects the ethnic, national and cultural diversity of society, and sets examples of inclusiveness.	Strong	<p>Singapore's education system is the product of a distinctive set of historical, institutional and cultural influences. Singapore's institutional arrangements is characterized by a prescribed national curriculum, and Singaporean students' learning achievements rank amongst the highest in the world.³⁹</p> <p>The curriculum reflects Singapore's efforts stressing the importance of racial and religious harmony. Since 1991, the educational core curriculum in all schools includes a 'Civics and Moral Education' subject that is compulsory for Singaporean students and strongly advocates racial and religious harmony amongst Singaporeans. The various differences and customs of different races and religions are taught to children from a young age through this module, and racial and religious tolerance is strongly encouraged through a pedagogic philosophy of 'society before self'.⁴⁰</p>
Prevent nationals committing atrocity crimes overseas.	Strong	Singapore is not a signatory of the <i>Rome Statute of the International Criminal Court</i> . Yet, legislation

³⁴ Amnesty International, 2017. *Singapore: Authorities given broad new powers to police protests*, <https://www.amnesty.org/en/latest/news/2017/04/singapore-authorities-given-broad-new-powers-to-police-protests/>.

³⁵ Chambers, Paul and Napisa Waitoolkiat, 2014. *Civilian Control and Security Sector Reform in Asia*, http://www.apisa.org/programs/security_sector.html.

³⁶ Cf. Beeson, M., & Bellamy, A. 2008. *Securing Southeast Asia: The politics of security sector reform*. London; New York: Routledge.

³⁷ Permanent Mission of the Republic of Singapore, 2009. *Statement by Col. Sim Tiong Kian, Military Advisor, Permanent Mission of Singapore to the United Nations, before the Fourth Committee of the 64th United Nations General Assembly on 28 October 2009*, https://www.mfa.gov.sg/content/mfa/overseasmission/newyork/nyemb_statements/fourth_committee/2009/2009_10/press_200910_01.html.

³⁸ Hernandez, Carolina G, 2005. *Security Sector Governance and Practices in Asia: Summary*, <http://gsdrc.org/document-library/security-sector-governance-and-practices-in-asia/>.

³⁹ Hogan, David, 2014. 'Why is Singapore's school system so successful, and is it a model for the West?' *The Conversation*, 12 February. Available at: <http://theconversation.com/why-is-singapores-school-system-so-successful-and-is-it-a-model-for-the-west-22917>.

⁴⁰ Singapore Government: HistorySG, 2014. *Civics And Moral Education Is Introduced, 23rd Feb, 1991*, <http://eresources.nlb.gov.sg/history/events/7a63e9a1-c949-41d0-9b6f-d3853d832bb1>.

			does permit the prosecution of nationals for atrocity crimes outside of Singapore. ⁴¹
Bilateral and Multilateral Relations	Participate in international, regional, and national discussions on the further advancement of R2P.	Strong	<p>Singapore has actively participated in discussions on R2P.</p> <p>Singapore has participated in and delivered statements at most of the UN General Assembly's Informal Interactive Dialogues on R2P.⁴² A key theme of Singapore's statements has been to criticise the use of veto power on R2P by the Permanent Five member states of the UN Security Council.⁴³</p> <p>Singapore is one of the few Asian states that is a member of the 'Group of Friends of R2P'.⁴⁴</p>
	Leverage existing mechanisms and institutions (including regional and sub-regional organisations) to encourage States to fulfil their responsibility to protect.	Strong	<p>Singapore has not yet been a member of the Human Rights Council.⁴⁵ It has still used various platforms to advance atrocity prevention and has been largely supportive of R2P, especially the first two pillars. The state has been more circumspect of Pillar Three, emphasising that the international community must act through the United Nations.⁴⁶</p> <p>At the General Assembly, Singapore has largely abstained from the most relevant R2P votes. For example:</p> <p>UN General Assembly Resolutions:⁴⁷</p> <ul style="list-style-type: none"> • 2017: Situation of human rights in the Syrian Arab Republic A/RES/72/191: abstained • 2017: Situation of human rights in the Democratic People's Republic of Korea A/RES/72/188: adopted without vote • 2016: Situation of human rights in the Syrian Arab Republic A/RES/71/203: abstained • 2016: The situation in the Syrian Arab Republic A/RES/71/130: yes • 2015: Situation of human rights in the Syrian Arab Republic A/RES/70/234: abstained

⁴¹ Singapore Government, Singapore Statutes Online. *Penal Code (Chapter 224), Chapter I, Section 3*. Singapore, 1872 (Rev. Ed. 2008).

⁴² Individual overview of UNGA meetings on R2P can be accessed through the following link: GCR2P, 2016. *Summaries of UN General Assembly Interactive Dialogues on R2P*, <http://www.globalr2p.org/resources/897>.

⁴³ Permanent Mission of the Republic of Singapore, 2012. *Statement by Ambassador Albert Chua, Permanent Representative of Singapore to the United Nations, at the Informal Interactive Dialogue on The Responsibility to Protect (R2P), 5 September 2012*, https://www.mfa.gov.sg/content/mfa/overseasmission/newyork/nyemb_statements/plenary/2012/201209/press_20120905.html.

⁴⁴ An example of the list can be found here: Group of Friends of R2P, 2016. *Statement by the Group of Friends of the Responsibility to Protect in Geneva at the Informal Interactive Dialogue with Under-Secretary-General Mr. Adama Dieng, Special Advisor to Secretary General on the Prevention of Genocide*, [http://www.responsibilitytoprotect.org/Group%20of%20Friends%20of%20R2P%20\(Denmark\).pdf](http://www.responsibilitytoprotect.org/Group%20of%20Friends%20of%20R2P%20(Denmark).pdf).

⁴⁵ Search for country membership of the HRC either by regional group or by year: United Nations Human Rights Council, 2018. *List of past members of the Human Rights Council*, <http://www.ohchr.org/EN/HRBodies/HRC/Pages/PastMembers.aspx>.

⁴⁶ Permanent Mission of the Republic of Singapore, 2012. *Statement by Ambassador Albert Chua, Permanent Representative of Singapore to the United Nations, at the Informal Interactive Dialogue on The Responsibility to Protect (R2P), 5 September 2012*; However, by 2016 Singapore appeared to be more supportive of Pillar Three, see: Permanent Mission of the Republic of Singapore, 2016. *Statement by Ambassador Burhan Gafoor, Permanent Representative of Singapore to the United Nations, at the Informal Interactive Dialogue On The Responsibility To Protect, 6 September 2016*, https://www.mfa.gov.sg/content/mfa/overseasmission/newyork/nyemb_statements/third_committee/2016/092016/press_20160906.html.

⁴⁷ GCR2P, 2017. *UN General Assembly Resolutions Referencing R2P*, <http://www.globalr2p.org/resources/1133>. (Voting records for each resolution can be accessed using the UNGA's voting records search, available at: <http://www.un.org/en/ga/documents/voting.asp>).

			<ul style="list-style-type: none"> • 2015: Situation of human rights in the Democratic People's Republic of Korea A/RES/70/172: abstained • 2014: Situation of human rights in the Syrian Arab Republic A/RES/69/189: abstained • 2014: Situation of human rights in the Democratic People's Republic of Korea A/RES/69/188: abstained • 2013: Situation in the Syrian Arab Republic A/RES/67/262: abstained
	Encourage and assist States to fulfil their R2P in situations of emerging and ongoing crisis, such as good offices and preventive diplomacy.	Fair	In response to the ethnic cleansing and potential genocide of Rohingyas, Singapore has sent aid to refugees in Bangladesh and has voiced support for Myanmar to address the root causes of migration from Rakhine state, usually through ASEAN. ⁴⁸ Yet the lack of political will over refugees in the region ⁴⁹ and Singapore's reticence over UN voting on R2P means efforts to assist states remain below par.
	Strengthen regional and international networks for atrocity crime prevention.	Weak	While Singapore broadly supports policies that benefit R2P, it has done little to strengthen networks that work towards atrocity prevention.
	Strengthen the role and capacity of regional organisations.	Fair	During its 2018 chairmanship of ASEAN, Singapore did its best to deliver on the two main themes of its tenure, resilience and innovation. ⁵⁰ But with changing geopolitical currents and the general recalcitrance of member states to refugees remaining, ⁵¹ Singapore's impact at the regional level was limited.
	Support the development and work of regional human rights and other preventive capacities.	Weak	The emphasis placed on resilience and innovation of ASEAN countries by Singapore focused more on economic and security concerns of states, rather than those of the communities which inhabit them. ⁵²
	Support atrocity prevention through development and assistance partnerships.	Very Weak	Singapore has done little to support atrocity prevention through its development programs and assistance to other countries.
United Nations, prevention, Peacekeeping, and assistance	Support the early warning and capacity building efforts of the UN Office on Genocide Prevention and R2P.	Strong	Singapore was one of the few Asia Pacific states that voted against the Venezuelan amendment, thus supporting R2P. ⁵³
	Support the strengthening of the UN's capacity for atrocity prevention, including through the UN Human Rights system.	Strong	For the last several years, Singapore has called for a strengthening of the UN system to better prevent atrocity crimes occurring. They focus particularly on the use (and misuse) of the veto power of the permanent members of the Security Council, and the lack of political will for the practical implementation of R2P.

⁴⁸ Yahya, Yasmine, 2018. 'Parliament: Singapore ready to send more aid to Rohingya refugees, but probably after they return to Myanmar'. *The Straits Times*, 19 November. Available at: <https://www.straitstimes.com/politics/parliament-singapore-ready-to-send-more-aid-to-rohingya-refugees-but-probably-after-they>; Hara, Katsuhiko, 2018. 'Pressure mounts on Myanmar as ASEAN raises refugee crisis'. *Nikkei Asian Review*, 15 November. Available at: <https://asia.nikkei.com/Politics/International-Relations/Pressure-mounts-on-Myanmar-as-ASEAN-raises-refugee-crisis>.

⁴⁹ Shivakoti, Richa, 2017. *ASEAN's role in the Rohingya refugee crisis*, <https://lkyspp.nus.edu.sg/gia/article/asean-s-role-in-the-rohingya-refugee-crisis>.

⁵⁰ Ministry of Foreign Affairs, 2019. *Highlights from Singapore's 2018 ASEAN Chairmanship*, <https://www.asean2018.sg/Newsroom/2018Highlights>.

⁵¹ Mancini, Francesco, 2017. *No Common View: Asian Ambivalence Toward Refugees*, <https://lkyspp.nus.edu.sg/gia/article/no-common-view-asian-ambivalence-toward-refugees>.

⁵² ASEAN Parliamentarians for Human Rights, 2018. *ASEAN MPs urge leaders to strengthen regional rights responses, at upcoming Singapore Summit*, <https://reliefweb.int/report/myanmar/asean-mps-urge-leaders-strengthen-regional-rights-responses-upcoming-singapore-summit>.

⁵³ Cf. GCR2P, 2011. *ACABQ and Fifth Committee Negotiations on the Joint Office*, <http://www.globalr2p.org/media/files/report-acabq-and-fifth-committee-negotiations.pdf>

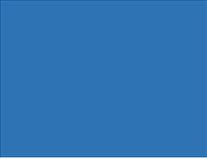
	Support preventive actions on atrocity crimes.	Strong	Singapore has long been a supporter of prevention over intervention in the context of mass atrocity crimes. In their 2016 statement at the Informal Interactive Dialogue, Ambassador Burhan Gafoor stated: “The priority must be to help countries ensure that the conditions of instability and conflict never arise.” ⁵⁴
	Contribute to United Nations peacekeeping operations (especially those with a protection of civilians mandate).	Weak	<p>The government Ministry of Foreign Affairs states that it is supportive of UN peacekeeping operations.</p> <p>In 1997, Singapore became the 7th country to sign the Memorandum of Understanding on UN Standby Arrangements. Singapore’s military and police personnel have, since 1989, taken part in 16 peacekeeping and observer missions. They have been given various responsibilities, including the provision of medical support, providing military advisors for national reconciliation, and the supervision of UN sponsored elections in countries like Timor-Leste, Nepal, Namibia, Guatemala, Cambodia, South Africa and Afghanistan. Singaporeans have also held senior appointments in UN peacekeeping operations.⁵⁵</p> <p>Currently it is not involved in any UN peacekeeping operations and has not made a specific effort to support peacekeeping operations with a protection of civilians mandate.</p>
	Develop the capacities needed to support civilian protection, including through the training of military and civilian personnel for peacekeeping.	Fair	<p>Singapore established the Singapore Cooperation Programme (SCP) in 1992 to share development experience with other countries. Through the SCP, Singapore trains civilian assets from other countries and sends them back home to fulfil the role of educators, medical personnel and more. The SCP is premised on the belief that investment in human resources and capacity building is critical to long-term sustainable development. To date, over 110,000 participants from more than 170 countries have attended SCP programs.</p> <p>The SCP is designed to address emerging developmental priorities and challenges around the world. Training is provided in areas such as Public Administration, Law and Judiciary, and Trade and Economy. In recent years, the SCP has introduced new training themes on Smart Nation, and Heritage and Preservation. The SCP also conducts joint capacity building programs with more than 40 countries and international organizations to maximize resources and expertise.⁵⁶</p> <p>However, the degree of attention specifically paid to atrocity prevention is unclear.</p>
	Support the Kigali Principles.	Very Weak	Singapore is not a signatory of the Kigali Principles on the Protection of Civilians. ⁵⁷

⁵⁴ Permanent Mission of the Republic of Singapore, 2016. *Statement by Ambassador Burhan Gafoor, Permanent Representative of Singapore to the United Nations, at the Informal Interactive Dialogue On The Responsibility To Protect, 6 September 2016.*

⁵⁵ Singapore Ministry of Foreign Affairs, 2018. *International Peacekeeping*, https://www.mfa.gov.sg/content/mfa/international_issues/intl_peace_keeping_efforts.html.

⁵⁶ Cf. Embassy of the Republic of Singapore, Manila, n.d. *Singapore Cooperation Programme*, https://www.mfa.gov.sg/content/mfa/overseasmission/manila/singapore_cooperationprogramme.html.

⁵⁷ Asia Pacific Centre for the Responsibility to Protect (APR2P), 2018. *The Kigali Principles on the Protection of Civilians*, https://r2pasiapacific.org/files/2942/2018_kigali_principles.pdf.



Support UN Security Council veto restraint on issues relating to atrocity prevention.

Very Strong

Singapore is a signatory to the Code of Conduct regarding Security Council action against genocide, crimes against humanity or war crimes.⁵⁸ It has also signed the 'French/Mexican initiative on Veto restraint in case of Mass atrocities'.⁵⁹

⁵⁸ GCR2P, 2017. *List of Supporters of the Code of Conduct regarding Security Council action against genocide, crimes against humanity and war crimes, as elaborated by ACT*, <http://www.globalr2p.org/media/files/2017-01-25-coc-list-of-supporters.pdf>.

⁵⁹ GCR2P, 2016. *Support to the French Mexican initiative on veto restraint in case of mass atrocities*, <http://www.globalr2p.org/media/files/veto-list.pdf>.