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RESEARCH ARTICLE

A Crisis of Human Rights: Unhcr's Role In Protecting Rohingya Refugees In Bangladesh

Maisha Farzana Chowdhury[1]

[1] Junior Associate at Moin-Sarder & Associates

ABSTRACT

The Rohingya crisis stands as one of the most critical human rights challenges of the 21st century, both globally and nationally situated at a complex intersection of international human rights law, refugee protection, and state sovereignty. Despite fleeing widespread persecution in Myanmar, the Rohingya remain legally and socially marginalized in Bangladesh, largely due to the absence of formal refugee recognition under Bangladeshi law. This paper explores the multifaceted role of the United Nations High Commissioner for Refugees (UNHCR) in addressing the rights of Rohingya refugees in Bangladesh, tracing the historical roots of the crisis, assessing current conditions in the overcrowded camps of Cox's Bazar, and identifying key human rights concerns arising from this legal vacuum. Besides, the absence of formal refugee legislation in Bangladesh further complicates the situation. In this context, the central research question of this paper is twofold: one is how effective UNHCR has been in protecting the rights of Rohingya refugees in Bangladesh and the other is how it can ensure the protection of their human rights despite existing legal and institutional constraints. The paper critically evaluates UNHCR's interventions, including legal assistance, humanitarian support and protection mechanisms, while highlighting significant obstacles such as funding constraints, coordination difficulties and sovereignty concerns. In order to address the central research question, the study adopts a qualitative doctrinal approach based on the analysis of domestic and international legal instruments. The study concludes by offering recommendations based on the key findings as enhancing legal frameworks, improving refugee self-reliance and strengthening international cooperation. Through this analysis, the paper contributes to the broader discourse on human rights and the international community's obligations in protracted displacement situations.

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1. Introduction

The Rohingya expose the international community's failure to prevent mass crimes and displacement and to respond effectively once they occur. For decades, the Rohingya people, a predominantly Muslim minority residing in Myanmar's Rakhine State, have endured systemic persecution, discrimination, and denial of basic human rights. It has emerged as one of the most pressing humanitarian crises of the 21st century. This Long-term marginalization has led to a string of violent incidents, which culminated in the 2017 military crackdown.[2] Since August 2017, the mass exodus triggered by violence in Myanmar's Rakhine State has led to the establishment of one of the world's largest refugee settlements

[1] Junior Associate at Moin-Sarder & Associates

[2] UNHCR, 'Rohingya Emergency' (UNHCR, 2021) https://www.unhcr.org/rohingya-emergency.html accessed 4 January 2025.

in Cox's Bazar, Bangladesh. They forced over 700,000 Rohingya to flee across the border into neighboring country Bangladesh, seeking refuge in a desperate bid for survival.[3] Although the international community has lauded Bangladesh's generosity in hosting these refugees, the situation remains unstable with overcrowded camps, limited resources, and ongoing human rights violations posing significant challenges.[4]

In this context, the United Nations High Commissioner for Refugees (UNHCR) plays an essential role in protecting Rohingya refugees' rights. UNHCR's work in Bangladesh encompasses a number of vital tasks, from organizing humanitarian aid to promoting legal safeguards and long-term solutions, all of these are directed by its mission to offer protection and long-term solutions for displaced people.[5] However, the efforts are often constrained by political, financial, and logistical challenges, raising questions about its ability to effectively address the crisis.

This paper aims to examine the role of UNHCR in protecting the rights of Rohingya refugees in Bangladesh through a legal and humanitarian lens. It explores the historical and legal contexts of the crisis, evaluates the effectiveness of UNHCR's interventions, and identifies key challenges and potential solutions. By critically assessing these issues, this study seeks to contribute to the broader discourse on refugee rights and the role of international institutions crisis management.

1.1. Research Methodology

In order to examine the role of UNHCR in protecting the rights of Rohingya Refugees in Bangladesh, the study adopts a qualitative doctrinal research methodology, supplemented by analytical and critical approaches. Through the doctrinal methodology, the research focuses on existing legal rules, regulations, principles and doctrines of both international and domestic frameworks.

The research is primarily based on interpretation of domestic and international laws as well as secondary sources including UNHCR, UNICEF reports, policies and publications by international organizations.

1.2. Scope and limitations

The scope of this study is limited to the role of UNHCR in protecting the rights of Rohingya Refugees in Bangladesh. As this research is doctrinal in nature, it does not include data collection, fieldwork or surveys. Consequently, this paper's findings are limited to the interpretation and evaluation of existing legal frameworks and secondary sources, rather than primary empirical evidence from the field.

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[3] ibid.

[4] ibid.

[5] Guy S Goodwin Gill and Jane McAdam, *The Refugee in International Law* (3rd edn, OUP 2007) 315.the

2. Rohingya Refugees in Bangladesh

2.1. Historical Context

The origins of the Rohingya refugee crisis are deeply rooted in the historical, political, and socio-ethnic dynamics of Myanmar. In Myanmar, the Rohingya, a minority community that is primarily Muslim, have long been subjected to systematic discrimination and are not granted citizenship under the 1982 Citizenship Law.[6] Periodic episodes of violence, particularly in 1978, 1992, and 2012, forced successive waves of Rohingya to flee to Bangladesh.[7] The crisis escalated dramatically in August 2017, when military operations in Rakhine State led to widespread killings, sexual violence, and the destruction of villages.[8] These events were later described as "a textbook example of ethnic cleansing" by the United Nations.[9]

2.2. Current Situation in Bangladesh

More than 900,000 Rohingya refugees are currently living in Bangladesh, and the vast majority of them stay in the congested Cox's Bazar camps.[10] Known as the world's largest refugee settlement, this camp complex is characterized by overpopulation, poor sanitation, and restricted access to healthcare and education. Refugees are particularly prone to outbreaks of diseases, natural disasters like landslides and monsoons, and the dangers of human trafficking and exploitation because of their unstable living situations.[11] Despite the Bangladeshi government's commendable efforts, the sheer scale of the crisis has strained local resources and infrastructure.

The living conditions in the camps exacerbate the psychological trauma faced by many refugees. Survivors of violence and displacement report high levels of post-traumatic stress disorder (PTSD) and depression.[12] Furthermore, the lack of educational opportunities for Rohingya children has raised concern about the creation of a "lost generation."[13] While some initiatives, such as UNICEF's Learning Centers, aim to provide informal education, significant gaps remain in access and quality.[14]

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[6] Amnesty International, 'Caged Without a Roof: Apartheid in Myanmar's Rakhine State' (2017) https://www.amnesty.org/en/documents/asa16/7484/2017/en/ accessed 4 January 2025.
[7] ibid.
[8] UNHCR, *'Rohingya Refugee Situation'*, (UNHCR, 2023) https://www.unhcr.org/emergencies/rohingya-emergency. accessed 4 January 2025.
[9] ibid.
[10] Md. Kamrul Hasan Arif. 'The Rohingya Refugees in Bangladesh: Non-Refoulement and Legal Obligation under National and International Law' (2020) 27(4) JSTOR https://www.jstor.org/stable/27001561 Accessed 7 Jan. 2025.
[11] ibid.
[12] Israt Hossain, 'The impact of the Rohingya refugee crisis on mental health' *The Business Standard* (Dhaka, 19 December, 2023) <https://www.tbsnews.net/thoughts/impact-rohingya-refugee-crisis-mental-health-760330> accessed 5 January 2025.
[13] ibid.
[14] UNICEF, 'Rohingya Crisis' (UNICEF, 2024) https://www.unicef.org/emergencies/rohingya-crisis accessed 5 January 2025.

3. Challenges to Rohingya Rights

3.1. Human Rights Violations

The Rohingya refugees in Bangladesh face widespread human rights violations that increase their already vulnerable situation. Despite efforts by the international community and humanitarian organizations, many fundamental rights remain unprotected. Some of the rights has been discussed below-

3.1.1. Lack of Access to Education

Access to education remains a critical challenge for Rohingya refugees. Since there is not enough infrastructure or resources to satisfy the demand, the vast majority of children in refugee camps do not have access to formal schooling. Children lack standardized curriculu and acknowledged qualifications because educational institutions found by humanitarian organizations largely provide informal education. This lack of formal education perpetuates the cycle of poverty, limiting opportunities for young refugees to improve their circumstances or integrate into broader societies in the future. Moreover, the Bangladeshi government's restrictions on refugees' access to higher education make matters worse, hampering efforts to help refugees become more competent and self-sufficient.[15]

3.1.2. Lack of Employment Opportunities

Employment restrictions further contribute to the misery of Rohingya refugees. Under Bangladeshi law, refugees are not permitted to work legally, forcing many into the informal sector where they are vulnerable to exploitation and abuse.[16] For this reason, refugees are largely dependent on humanitarian aid for their basic needs, creating economic instability within the camps. The absence of employment opportunities also fosters a sense of hopelessness and dependency, undermining the dignity and self-sufficiency of the refugee population.[17] Efforts by organizations such as UNHCR to promote vocational training and income-generating activities have been limited by legal and policy constraints, leaving the majority of refugees without sustainable means of livelihood.[18]

3.1.3. Lack of Legal Protection

The lack of legal recognition for Rohingya refugees in Bangladesh leaves them vulnerable to a range of abuses and injustices. As Bangladesh has not ratified the 1951 Refugee Convention or its 1967 Protocol, Rohingya refugees are not

[15] A. N. M. Zakir Hossain, ‘ Educational crisis of Rohingya refugee children in Bangladesh: Access, obstacles, and prospects to formal and non-formal education’ (2023) 9(7) Heliyon <https://www.sciencedirect.com/science/article/pii/S2405844023055548> accessed 4 January 2025.

[16] Human Rights Watch, 'Bangladesh: New Restrictions in Rohingya Camps' (Human Rights Watch, 4 April 2022) https://www.hrw.org/news/2022/04/04/bangladesh-new-restrictions-rohingya-camps accessed 5 January 2025.

[17] Mateusz J. Filipski and others, ‘Refugees Who Mean Business: Economic Activities in and Around the Rohingya Settlements the Rohingya Settlements in Bangladesh’ (2020) 34(1) Journal of Refugee Studies 1202. < https://doi.org/10.1093/jrs/feaa059>

[18] ibid.

afforded the protections typically granted under international refugee law.[19] Instead, they are classified as "forcibly displaced Myanmar nationals," a designation that provides little clarity or security regarding their legal status.[20] Refugees are vulnerable to discrimination, arbitrary imprisonment, and restricted access to justice due to this ambiguity. In addition, refugees are left in such a condition due to lack of a strong legal framework.

3.1.4. Risk of Human Trafficking and Gender-Based Violence

Rohingya refugees are at significant risk of human trafficking, particularly women and children who are lured with false promises of safety or better living conditions.[21] Overcrowded and poorly monitored camps create an environment that enhances the criminal activities. Gender-based violence is another pervasive issue, with women and girls facing risks due to insecure living conditions and limited access to justice mechanisms.[22] Although psychosocial support services offered by agencies such as UNHCR are essential, they are still insufficient to adequately address the scope of the issue.

3.2. Gaps in International and Domestic Responses

The difficulties experienced by the Rohingya are made worse by gaps in international and domestic responses. These gaps emphasize the need for improved coordination, additional resources, and a more inclusive approach to the crisis.

3.2.1. Insufficient Burden Sharing by the International Community

The international community's response to the Rohingya crisis has been criticized for its lack of sufficient burden sharing.[23] Bangladesh, despite its resource constraints, has taken steps on the primary responsibility for hosting the refugees, with limited support from other countries. Funding shortfalls remain a persistent issue, with the 2023 Joint Response Plan only partially met, leaving critical humanitarian programs underfunded.[24] Moreover, the reluctance of many countries to accept Rohingya refugees for resettlement underscores a lack of global solidarity in addressing these protracted crises.

Gaps in Legal Frameworks for Durable SolutionsBangladesh's domestic legal framework does not adequately address the needs of refugees, as the country lacks

[19] Arif (n 9).

[20] Md Ridwanur Rahman, 'Forcibly Displaced Myanmar Nationals (FDMN's) to Bangladesh- Health Sector Response & Challenges' (2018) 36(3) Journal of Bangladesh College of Physicians and Surgeons. <10.3329/jbcps.v36i3.37030>

[21] Annekathryn Goodman and Iftkher Mahmood, 'The Rohingya Refugee Crisis of Bangladesh: Gender Based Violence and the Humanitarian Response' (2019) 9(3) Open Journal of Political Science. <https://www.scirp.org/journal/paperinformation?paperid=92943> accessed 4 January 2025.

[22] ibid.

[23] Srobana Bhattacharya and Bidisha Biswas, 'International Norms of Asylum and Burden-Sharing: A Case Study of Bangladesh and the Rohingya Refugee Population' (2021) 34(4) Journal of Refugee Studies 3734. <https://academic.oup.com/jrs/article-abstract/34/4/3734/6044360> accessed 5 January 2025.

[24] ibid.

specific refugee laws or policies.[25] Rohingya refugees are governed by ad hoc administrative arrangements, which do not provide them with clear legal rights or protection.[26] This absence of a formal legal framework creates uncertainty and limits the scope for long-term solutions.

On the international level, the lack of enforceable measures to hold Myanmar accountable for its actions against the Rohingya hampers progress towards resolving the situation. Efforts to provide accountability through international legal organizations such as the International Court of Justice are ongoing, but they confront considerable political and procedural hurdles.[27]

4. Legal Framework in Bangladesh

4.1. Lack of Formal Refugee Legislation

Bangladesh is not a party to the 1951 Refugee Convention or its 1967 Protocol and lacks a formal domestic legal framework for refugee protection.[28] Consequently, the Rohingya are classified as "Forcibly Displaced Myanmar Nationals" rather than refugees, which limits their legal rights and protections.[29]

The absence of a legislative framework leaves the treatment of Rohingya refugees largely at the discretion of government policy. For example, the government has restricted the movement of Rohingya refugees outside designated camps, prohibited their access to formal employment, and limited access to education.[30] These policies, while addressing security and resource concerns, have created legal and social vulnerabilities for the Rohingya population.

4.2. Administrative and Policy Measures

Bangladesh's legal approach to managing the Rohingya crisis has relied on administrative measures and policy directives rather than codified laws.[31] The Refugee Relief and Repatriation Commissioner (RRRC), established in 1992, oversees the management of refugee camps and coordinates humanitarian assistance in collaboration with the UNHCR and other organizations. While this arrangement has facilitated the delivery of aid, it lacks the legal framework to ensure long-term protection for refugees.

In 2017, Bangladesh signed a bilateral agreement with Myanmar to facilitate the voluntary repatriation of Rohingya refugees.[32] However, the absence of safety

[25] Shah Jahan Shuvo and others, 'Humanitarianism and National Security Conundrum: A Systematic Review on Bangladesh's Refugee Policy Dilemma, More Owes to Displaced Rohingyas' (2024) 12(10) Open Journal of Social Sciences. https://doi.org/10.4236/jss.2024.1210033

[26] Arif (n 9).

[27] Bhattacharya and Biswas (n 22).

[28] Arif (n 9).

[29] Rahman (n 19).

[30] Human Rights Watch, 'Bangladesh: New Restrictions in Rohingya Camps' (4 April 2022) https://www.hrw.org/news/2022/04/04/bangladesh-new-restrictions-rohingya-camps accessed 5 January 2025.

[31] ibid.

[32] Shahadat Hossain, 'The Rohingya Crisis: Challenges to Achieving a Sustainable Solution' (*LSE South Asia Blog*, 25 September 2023) https://blogs.lse.ac.uk/southasia/2023/09/25/the-rohingya-crisis-challenges-to-achieving-a-sustainable-solution/ accessed 5 January 2025.

guarantees and basic rights in Myanmar has rendered these efforts ineffective. Moreover, the government's decision in 2019 to relocate thousands of Rohingya to Bhasan Char, a remote and flood-prone island, has drawn criticism for potential human rights violations, as the relocation policy lacks transparency and adequate legal safeguards.

4.3. Human Trafficking and Anti-Terrorism Laws

Bangladesh has enacted laws addressing issues indirectly related to refugee protection, such as the Prevention and Suppression of Human Trafficking Act 2012. This law criminalizes human trafficking, which is a significant risk for Rohingya refugees, particularly women and children. Similarly, the Anti-Terrorism Act 2009 provides a legal basis for addressing security concerns, including the potential exploitation of refugees. However, these laws do not specifically address the unique vulnerabilities of refugees or provide them with adequate safeguards.

4.4. International Cooperation and Customary Practices

Despite the absence of formal laws, Bangladesh has allowed international agencies, including UNHCR, to operate and provide humanitarian assistance.[33] The government has allocated land for refugee camps and facilitated aid delivery, demonstrating a de facto acknowledgment of international norms, such as the principle of non-refoulement. However, the lack of a formal legal framework continues to limit the Rohingya's access to justice, education, and livelihoods. Bangladesh's domestic legal framework regarding the Rohingya is marked by a reliance on administrative measures rather than codified laws. While the government has demonstrated significant goodwill in hosting refugees and facilitating international aid, the lack of formal legal protections exposes the Rohingya refugees to vulnerabilities and arbitrary policies.

5. UNHCR's Role in Protecting Rohingya Refugees

5.1. Mandate of UNHCR

The United Nations High Commissioner for Refugees (UNHCR) is the principal international body mandated to provide protection and seek durable solutions for refugees worldwide. Its legal foundation stems from the 1950 Statute of the Office of the United Nations High Commissioner for Refugees, which outlines the agency's responsibilities, including ensuring respect for refugee rights and promoting international conventions on refugee protection. Despite Bangladesh not being a party to the 1951 Refugee Convention or its 1967 Protocol, UNHCR's mandate enables it to provide essential support to the Rohingya in coordination with the Bangladeshi government.

[33] UNHCR, 'Bangladesh Rohingya Response' (2023) https://www.unhcr.org accessed 4 January 2025.

5.2. Protection of Refugee Rights

UNHCR's mandate emphasizes the importance of safeguarding the basic rights of refugees, including non-refoulement, a principle prohibiting the forced return of individuals to countries where they face persecution. While Bangladesh has not ratified the Refugee Convention, it is bound by customary international law to uphold this principle.[34] UNHCR works closely with the Bangladeshi government to ensure that the Rohingya refugees are not forcibly repatriated to Myanmar, where they face significant risks of discrimination.

5.3. Humanitarian Assistance

UNHCR has been at the forefront of providing humanitarian assistance to Rohingya refugees in Bangladesh since the crisis happened in 2017. The agency collaborates with the Bangladeshi government and other international and local organizations to deliver essential services, including shelter, food, healthcare, and clean water.[35] UNHCR has constructed temporary shelters and improved camp infrastructure, focusing on disaster resilience to mitigate risks from monsoons and cyclones. Additionally, it coordinates with the World Food Programme (WFP) to ensure that refugees have access to basic nutrition.[36]

5.4. Legal Assistance and Documentation

One of the cornerstone initiatives of UNHCR in Bangladesh is the provision of legal assistance to Rohingya refugees. UNHCR has undertaken large-scale registration drives to document refugees and provide them with identity cards. These cards serve not only as proof of identity but also as a safeguard against arbitrary arrests and exploitation. UNHCR's documentation efforts align with its global campaign to end statelessness and ensure that refugees can access basic services and rights.[37]

5.5. Education and Livelihood Programs

UNHCR also supports education and livelihood initiatives aimed at enhancing the long-term well-being of Rohingya refugees. Informal learning centers established in collaboration with UNICEF provide basic education to children, focusing on literacy, numeracy, and life skills. Furthermore, UNHCR promotes vocational training and skills development programs to empower refugees economically, despite restrictions on formal employment in Bangladesh.[38]

5.6. Addressing Gender Based Violence

UNHCR places a strong emphasis on addressing gender-based violence (GBV) within the refugee camps. Safe spaces for women and girls have been established to provide psychosocial support and legal assistance to survivors of

[34] Arif (n 9).
[35] Taufiq E Faruque, 'Rohingya Refugee Crisis in Bangladesh: The Case of UNHCR's Response' (2020) 9(1) Jurnal Hubungan Internasional. http://dx.doi.org/10.18196/hi.91160
[36] ibid.
[37] Gill McAdam (n 4).
[38] Faruque (n 34).

GBV. These initiatives aim to mitigate the heightened risks faced by women and girls in insecure camp environments.[39]

6. Challenges Faced by UNHCR

6.1. Funding Constraints

One of the primary challenges UNHCR faces in Bangladesh is insufficient funding to address the extensive needs of the Rohingya refugee population. Despite international appeal, funding gaps persist, affecting critical programs such as shelters, healthcare, and education. Limited financial resources also hinder the development of durable solutions and the provision of essential legal assistance.[40]

6.2. Coordination Issues with Local and International Stakeholders

Effective co-ordination among local authorities, international agencies, and humanitarian organizations remains a significant challenge. Discrepancies in priorities and approaches often results in duplication of efforts or gaps in service delivery. Additionally, the complex and dynamic nature of the crisis demands continuous adaptation, which can strain existing coordination mechanisms. Strengthening partnerships and collaboration among stakeholders is crucial to improving the overall response.[41]

6.3. Balancing Protection Mandates with State Sovereignty Concerns

UNHCR's mandate to protect refugees often intersects with the sovereignty concerns of Bangladesh's government. The absence of formal refugee status for the Rohingya complicates efforts to implement comprehensive protection measures. Balancing the rights of refugees with the interests of the host state requires diplomatic engagement and mutual trust, which can be challenging to achieve in a politically sensitive environment. Advocacy for international standards while respecting national interests is an ongoing challenge for UNHCR.[42]

7. Proposed Solutions and Recommendations

Addressing the challenges faced by Rohingya refugees requires a multi-faceted approach that prioritizes both immediate humanitarian relief and long-term policy reforms. Some of the key recommendation include:

a. Enhancing Legal Protection

Bangladesh should consider adopting a domestic refugee law aligned with international standards to provide legal recognition and protection for Rohingya refugees. Bangladesh needs to ratify the 1951 Refugee Convention and its 1967

[39] ibid.
[40] Neegar Sultana and others, 'The challenges and coping of Rohingya refugees: a comparative study of registered and nonregistered Rohingya refugees in Bangladesh' (2023) 23(2) Southeast Asia: A Multidisciplinary Journal. <https://www.emerald.com/insight/content/doi/10.1108/seamj-04-2023-0033/full/html#:~:text=%2C%20Dhaka%2C%20Bangladesh)-,Southeast%20Asia:%20A%20Multidisciplinary%20Journal,pdf%20(8.8%20MB)> accessed 7 January 2025.
[41] ibid.
[42] Faruque (n 34).

Protocol so which would demonstrate its commitment to refugee rights and establish a framework for addressing their legal status.[43] Additionally, expanding partnerships with organizations like UNHCR can also enhance legal aid and advocacy services.[44]

b. Improving Access to Education and Employment

Creating opportunities for formal education is essential. International donors and NGOs should collaborate to fund and implement educational programs, ensuring refugee children have access to quality education. Vocational training programs tailored to the needs of refugees can also equip them with skills for self-reliance.[45] Providing employment opportunities would not only empower individuals but also contribute to the local economy.[46]

c. Strengthening International Cooperation

The international community must take a more active role in sharing the burden of hosting Rohingya refugees. This includes increasing financial contributions to humanitarian efforts and expanding third-country resettlement programs. Advocacy for accountability in Myanmar through international legal mechanisms, including sanctions and diplomatic pressure, is essential to addressing the root causes of the crisis.[47]

8. Conclusion

One of the most urgent humanitarian and human rights issues of the present time is the Rohingya refugee crisis in Bangladesh. The Rohingya face tremendous hardship, which is made worse by their restricted access to legal protections, employment possibilities, and education.

The United Nations High Commissioner for Refugees (UNHCR) has played a pivotal role in addressing the immediate and long-term needs of the Rohingya. Although the UNHCR cannot act alone, its role in coordinating and protecting the rights of refugees is still vital. Addressing this issue requires a persistent and coordinated effort from Bangladesh, regional actors, and the international community. Only through a unified and principled approach can the rights and dignity of the Rohingya be restored, ensuring a future where they are no longer marginalized but are afforded the opportunities and freedoms they deserve as equal members of humanity.

[43] Arif (n 9).
[44] ibid.
[45] Parvez Uddin Chowdhury, 'Education for Rohingya children is good for them and for Bangladesh' *Prothom Alo* (Dhaka, 12 March 2022) <https://en.prothomalo.com/opinion/education-for-rohingya-children-is-good-for-them-and-for-bangladesh> accessed 7 January 2025.
[46] Filipski and others (n 16).
[47] Bhattacharya and Biswas (n 22).