



LEBANON

Stakeholder Report for the United Nations Universal Periodic Review Submitted by The Advocates for Human Rights,

a non-governmental organization in special consultative status

and

The World Coalition Against the Death Penalty

for the 37th Session of the Working Group on the Universal Periodic Review

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Founded in 1983, **The Advocates for Human Rights** (The Advocates) is a volunteer-based non-governmental organization committed to the impartial promotion and protection of international human rights standards and the rule of law. The Advocates conducts a range of programs to promote human rights in the United States and around the world, including monitoring and fact finding, direct legal representation, education and training, and publication. The Advocates is the primary provider of legal services to low-income asylum seekers in the Upper Midwest region of the United States. In 1991, The Advocates adopted a formal commitment to oppose the death penalty worldwide and organized a Death Penalty Project to provide pro bono assistance on post-conviction appeals, as well as education and advocacy to end capital punishment. The Advocates currently holds a seat on the Steering Committee of the World Coalition against the Death Penalty.

The World Coalition Against the Death Penalty, an alliance of more than 160 NGOs, bar associations, local authorities and unions, was created in Rome on 13 May 2002. The aim of the World Coalition is to strengthen the international dimension of the fight against the death penalty. Its ultimate objective is to obtain the universal abolition of the death penalty. To achieve its goal, the World Coalition advocates for a definitive end to death sentences and executions in those countries where the death penalty is in force. In some countries, it is seeking to obtain a reduction in the use of capital punishment as a first step towards abolition.

EXECUTIVE SUMMARY

- 1. This report addresses Lebanon's compliance with human rights obligations with regard to its use of the death penalty. Lebanon has not abolished or established a *de jure* moratorium on the death penalty. This absence of progress is particularly concerning in light of evidence of the systematic use of torture in coercing confessions related to crimes including capital crimes, the broad jurisdiction of the military courts over civilians, due process violations and a lack of transparency in military court proceedings, the failure to thoroughly investigate allegations of torture and make the results available to the public, allegations of arbitrary sentences and unfair trials, and the imposition of the death penalty *in absentia*.
- 2. This report suggests recommendations that Lebanon ratify the Second Optional Protocol to the International Covenant on Civil and Political Rights, establish a *de jure* moratorium on the death penalty, investigate allegations of torture and abuse and hold perpetrators accountable, improve conditions in prisons and detention centers, and make legislative changes to guarantee and enforce due process rights.

I. BACKGROUND AND FRAMEWORK

A. 2015 Universal Periodic Review of Lebanon

- 3. During its last Universal Periodic Review in 2015, Lebanon received 38 recommendations relevant to the death penalty and related issues, thirteen of which specifically mentioned abolishing the death penalty or establishing a *de jure* moratorium on the death penalty. Lebanon accepted twenty recommendations related to torture, ill-treatment, and inadequate conditions of detention, none of which specifically mentioned the death penalty.
- 1. Institute a de jure moratorium, abolish the death penalty, ratify the Second Optional Protocol to the ICCPR

Status of Implementation: Not Accepted, Not Implemented

- 4. Lebanon received four recommendations to ratify the Second Optional Protocol to the International Covenant on Civil and Political Rights (ICCPR),¹ as well as nine other recommendations to abolish the death penalty or impose a *de jure* moratorium on the death penalty.² Lebanon did not accept any of these recommendations.³ The Government of Lebanon has not ratified the Second Optional Protocol to the ICCPR and has not abolished the death penalty or instituted a *de jure* moratorium on the practice.
- 2. Address due process and fair trial issues

Status of Implementation: Not Accepted, Not Implemented

- 5. Lebanon received two recommendations related to arbitrary detention, and one recommendation related to the right to a fair trial.⁴ Lebanon did not accept any of the recommendations.⁵
- 3. End torture and cruel or inhuman detention conditions

Status of Implementation: Partially Accepted, Partially Implemented

Lebanon received 22 recommendations addressing torture, ill-treatment, and inadequate conditions in detention facilities.⁶ UN Member States recommended that Lebanon criminalize torture,⁷ establish a National Prevention Mechanism and amend legislation to fully implement the Convention Against Torture and its Optional Protocol,8 take measures to prevent torture and ill-treatment and investigate allegations of abuse,9 improve conditions in detention, 10 and hold perpetrators of torture accountable. 11 accepted twenty recommendations¹² and declined to recommendations, 13 including a recommendation from Brazil to "[i]nitiate national consultations, involving representatives from civil society organizations and human rights defenders, in order to adopt and implement a national system to prevent and fight against torture and all forms of ill-treatment, in line with recommendations submitted by the Committee against Torture and the obligation to establish a National Preventive Mechanism, as contained in the Optional Protocol to the Convention against Torture."14 Lebanon has amended its criminal code to criminalize torture, establish procedures for investigating alleged torture, and prohibit the use of confessions extracted through torture, but otherwise has made little progress toward implementing these recommendations.

B. Domestic Legal Framework

- 7. Lebanon has a *de facto* moratorium on executions, but the death penalty remains a potential punishment for several offenses, some of which do not require the defendant to have committed an intentional killing. Capital offenses include, *inter alia*, premeditated murder, ¹⁵ gang robbery or gang assault involving torture or death, ¹⁶ homicide committed as a prelude to arson ¹⁷ or accompanied by theft, ¹⁸ acts of terrorism causing the complete or partial destruction of a building containing at least one person, ¹⁹ importing nuclear, toxic, hazard waste, or polluting waterways, ²⁰ treason, ²¹ espionage, ²² military crimes including desertion, crimes against military duty, military treason and conspiracy, and pillaging and destruction, ²³ assault on roads or transport causing death, ²⁴ and certain felonies committed by individuals serving life sentences. ²⁵
- 8. Lebanon criminalized torture in 2017, through a law amending article 401 of the criminal code. Among other measures, the law provides procedures for investigating allegations of torture and prohibits the use of confession extracted under torture, except in cases where the accused is being prosecuted for committing torture. Penalties for committing torture range from one to three years in prison for cases not resulting in harm, to ten to twenty years in cases where torture has resulted in death.²⁶
- 9. Lebanon has not carried out any executions since 2004.²⁷ Since 2015, Lebanese courts have sentenced at least 194 people to death.²⁸ As of the end of 2019, there were more than 47 people on death row.²⁹

II. IMPLEMENTATION OF INTERNATIONAL HUMAN RIGHTS OBLIGATIONS

Right or area 2.1. Acceptance of international norms

10. In the National Human Rights Plan, the Parliamentary Human Rights Committee urged the government to ratify the Second Optional Protocol to the International Covenant on Civil and Political Rights, and to consider abolishing the death penalty. Members of the Parliamentary Committee noted an existing proposal to abolish the death penalty that has

not received adequate consideration.³⁰ Lebanon has not ratified the Second Optional Protocol.

Right or area 3.2. Cooperation with special procedures

11. In 2011, Lebanon extended a standing invitation to all thematic special procedures.³¹ In 2015, the Special Rapporteur on the Independence of Judges and Lawyers requested a visit to Lebanon and issued a reminder in 2017. Lebanon accepted the request, for the dates of November 3–10, 2020.³² The Special Rapporteur on Torture and other Cruel, Inhuman or Degrading Treatment or Punishment requested a visit in 2017, and the Working Group on Arbitrary Detention requested a visit in 2018. Lebanon has not replied to either request.³³

Right or area 3.3 Cooperation with other international mechanisms and institutions

12. In its 2015 Universal Periodic Review, Lebanon accepted recommendations from several countries to continue efforts to establish a National Human Rights Institution in accordance with the Paris Principles.³⁴ In 2016, Lebanon's Parliament passed legislation establishing the National Human Rights Institution (NHRI),³⁵ an independent, 10-member organization tasked with monitoring human rights by reviewing laws and administrative decisions, investigating reports of human rights violations, and issuing reports about the human rights situation in the country.³⁶ The National Preventative Mechanism against Torture (NPM) is a body within the NHRI that is mandated to oversee the implementation of anti-torture legislation, by conducting visits to detention centers, investigating reports of torture, and making recommendations about the treatment of people in detention.³⁷ As of 2019, the Government of Lebanon had not yet issued a decree to put the NPM into operation.³⁸

Right or area 12.4. Death penalty

- 13. While Lebanon has observed a *de facto* moratorium on executions since 2004,³⁹ Lebanon maintains the death penalty and its courts continue to sentence people to death.⁴⁰ As noted above, at least 194 people have been sentenced to death since 2015. According to Amnesty International, at the end of 2019 at least 47 people were "known to be under sentence of death."⁴¹
- 14. The death penalty in Lebanon is not limited to the "most serious crimes," ⁴² as it is an available penalty for crimes that do not include intentional killing. ⁴³ Capital crimes include "national treason," "assault with seditious intent," and various military offenses not leading to loss of life. ⁴⁴ The death penalty is most often imposed for offenses related to terrorism. ⁴⁵
- 15. Lebanese courts impose the death penalty *in absentia*. In 2019, the Government of Lebanon reported to Amnesty International that 17 death sentences were imposed without the defendant present.⁴⁶
- 16. Non-citizens can be sentenced to death in Lebanon. In 2019, sixteen foreign nationals were under sentence of death, and all but three had been tried *in absentia*.⁴⁷

Right or area 12.5. Prohibition of torture and cruel, inhuman or degrading treatment

17. Torture is illegal in Lebanon.⁴⁸ Nonetheless, torture in detention is still believed to be routine, especially during police interrogations.⁴⁹ Refugees, migrants, victims of human

- trafficking, members of religious and ethnic minorities, and LGBTI persons are at an especially high risk of torture and ill-treatment.⁵⁰
- 18. Reports indicate that the military court apparatus frequently uses torture to coerce confessions,⁵¹ despite the fact that the 2017 anti-torture law prohibits the use of such confessions as evidence.⁵² Individuals have reported being beaten, electrocuted, psychologically tortured, hung with their wrists behind their backs, raped, and subjected to other forms of torture and ill-treatment in military detention.⁵³
- 19. In 2017, at least four Syrians died in Lebanese military custody who appeared to have been tortured.⁵⁴ The military prosecutor dismissed allegations that the men had been tortured to death and did not release the results of the investigation to the public.⁵⁵ Amnesty International has documented at least four other cases in which individuals have died in military custody as a result of torture.⁵⁶ Authorities have failed to properly investigate reports of torture, as required under the anti-torture law,⁵⁷ and perpetrators of torture often are not held accountable, even in highly publicized cases.⁵⁸ In fact, individuals have been charged and tried in military court for speaking out about torture in military detention. In one case, a woman was convicted of "offending the military institution" because she spoke to a journalist about being tortured and raped in military custody.⁵⁹

Right or area 12.6. Conditions of detention

- 20. The Human Rights Committee in 2018 expressed concern about "the persistence of severe overcrowding and inadequate living conditions in police detention centres and in prisons," as well as the 81 recorded deaths in prison between 2012 and 2016.⁶⁰ The Committee also expressed concern about the length of time that solitary confinement can be imposed as a disciplinary measure.⁶¹
- 21. In its 2016 State Party Report to the Committee against Torture, Lebanon noted that its law recognizes fundamental and legal rights of people in detention. These rights include but are not limited to the right to recreation, to medical services, to maintain personal hygiene, to see relatives and friends, to lodge complaints concerning the infringement of any right while in prison, and to be informed about the legal proceedings related to their cases, *inter alia*. Lebanon also conceded that the living environment for people in detention is unhealthy for several reasons, including severe overcrowding, high humidity and a lack of adequate temperature regulation, insufficient sunlight, and the failure to observe legal requirements concerning the right of people in detention to maintain their personal hygiene. 63
- 22. The Government of Lebanon has observed that severe overcrowding in prisons and detention centers prevents detention facilities from meeting the Standard Minimum Rules for the Treatment of Prisoners, and attributes an increase in overcrowding to the ongoing war in Syria.⁶⁴ According to the Government of Lebanon, its prisons are equipped to accommodate roughly 2,500 people, but they currently have over three times that number.⁶⁵ Lebanon has stated that it has taken measures to decrease overcrowding and improve conditions in prisons, including increasing efforts to separate pretrial detainees from convicted persons, creating a prison complaints system, allowing civil society organizations to inspect detention centers, expanding prisons and adding field hospitals, planning the construction of new prisons, and increasing healthcare for people in detention.⁶⁶

- 23. Lebanese authorities are reported to hold pretrial detainees together with convicted persons, exacerbating prison overcrowding.⁶⁷ At the end of 2018, over 46% of the 6,508 people in Lebanese prisons were being detained pre-trial.⁶⁸
- 24. Civil society organizations report evidence of ill-treatment and inadequate conditions in detention facilities.⁶⁹ In addition to overcrowding, most prisons and detention centers are reported to lack adequate sanitation, ventilation, and lighting, as well as access to potable water and basic medical care for people in detention.⁷⁰ The National Action Plan for Human Rights describes prison conditions as "dismal," noting overcrowding, a lack of fair treatment, resource shortages, and the high number of people who are provisionally detained.⁷¹
- 25. Amid panic over COVID-19, people housed in multiple facilities, including Roumieh and Zahle prisons, have been injured in riots and altercations with officers. People have attempted to escape and have demanded to be released over fears of a heightened risk of contracting COVID-19 due to overcrowding. On April 6, Minister of Interior Mohammed Fahmi announced the release of more than 600 pretrial detainees. Prime Minister Hassan Diab has announced plans to release approximately 3,000 persons, or almost half of the prison population. Amnesty International has urged the Government of Lebanon to prioritize releasing people who have served their sentences, to expedite review of pretrial detainees, and to consider releasing all pretrial detainees and people at heightened risk due to age or underlying medical conditions.

Right or area 15.1. Administration of justice & fair trial

- 26. The Human Rights Committee in 2018 expressed concern about reports of various due process violations. Concerns included arbitrary arrest and detention, incommunicado detention, violations of the legal time frame for bringing an accused person before a judge, the high number of pre-trial detainees, prolonged pre-trial detention, detention without access to a lawyer, and interrogations without a lawyer.⁷⁶
- 27. While Lebanese law prohibits arbitrary arrest and detention, civil society organizations have reported instances of arbitrary and politically motivated arrests and detention.⁷⁷
- 28. The Human Rights Committee also expressed concern about Lebanon's use of military courts with broad jurisdiction over civilians. Concerns included the "reported lack of independence and impartiality of military court judges," as well as reports of "violations of fair trial guarantees and fundamental legal safeguards," including arbitrary sentences, a limited right of appeal, interrogations without a lawyer present, torture, and forced confessions.⁷⁸
- 29. The military court system has broad jurisdiction over civilians in cases involving a range of offenses. Some of these offenses are eligible for the death penalty, such as treason and espionage, 79 and the Military Tribunal has imposed death sentences. 80
- 30. Military judges are not required to have legal training.⁸¹ They are appointed by and remain under the authority of the Minister of Defense⁸² and military hierarchy, and can be removed at almost any time.⁸³ They therefore lack independence and impartiality. Military tribunals have restricted access, impeding the ability of journalists and human rights defenders to monitor trials and hindering transparency.⁸⁴ These factors amount to a violation of the right to a fair trial for individuals tried in military court.

- 31. Defendants and lawyers have reported a wide range of due process violations in the military courts. These violations include, for example, the failure to promptly notify accused persons of the charges brought against them, a lack of adequate counsel, trials *in absentia*, 85 unexplained decisions, a limited ability to appeal sentences, lengthy pretrial detention, and incommunicado detention. 86 Military courts appear to impose sentences that are arbitrary. One judge told Human Rights Watch that with the same charges against them, some defendants "will get six months and others will get the death sentence." 87
- 32. Individuals are often interrogated without the presence of a lawyer. Reports indicate that officials regularly torture suspects to extract confessions in military cases, 88 despite the fact that testimony extracted under torture cannot be admitted as evidence. 89 If the defendant is convicted, the fact that the confession was forced does not qualify as grounds for appeal. 90 In some cases, defendants have been found guilty based solely on a confession extracted under torture. 91

III. RECOMMENDATIONS

- 33. This stakeholder report suggests the following recommendations for the Government of Lebanon:
- Abolish the death penalty and replace it with a sentence that is fair, proportionate, and in compliance with international human rights standards. Commute any death sentences still in force.
- Ratify the Second Optional Protocol to the International Covenant on Civil and Political Rights.
- Establish a *de jure* moratorium on sentences of death and executions, with a view to abolition of the death penalty.
- In the meantime, amend laws to ensure that the death penalty is an available punishment only for defendants proven to have committed an intentional killing.
- Increase transparency and accurate collection and dissemination of data on the number of people sentenced to death and executed.
- Ensure that a lawyer representing the suspect is present for any interrogation.
- Amend the Code of Military Justice to remove civilians from the jurisdiction of the military courts.
- Amend the Code of Military Justice to remove military judges from the military chain of command, and require all military judges to have adequate legal training and certification.
- Amend and create appropriate legislation to compel the investigation of all allegations of torture, and create clear protocol to ensure independent investigation all allegations of torture.
- Publish the results of all allegations and investigations of torture and ill-treatment and make this information accessible to the public.
- Take the steps necessary to fully and properly enforce the 2017 anti-torture law.

- Ensure a full, independent investigation into every death occurring in a detention facility and publicize the results of each investigation.
- Ensure that all military court trials are fully open and accessible to the public.
- Adopt necessary legislation to ensure that all persons tried in military courts are ensured the right to a fair trial and the right to due process.
- Prohibit trials in absentia.
- End the practice of incommunicado detention.
- Amend legislation to allow allegations that a confession was extracted under duress to be a permissible basis for appeal.
- Overturn all sentences of individuals convicted on the basis of confessions extracted under torture or other duress.
- Adopt necessary legislation, dedicate substantial resources, and take additional measures to improve conditions of detention, in order to align them with the Nelson Mandela Rules.
- Ensure that detention conditions are improved, particularly with respect to food, health care, sanitation, and quarantine measures, so as to minimize the risk of spread of COVID-19, particularly for people at greater risk.
- Fully fund and begin operation of the National Human Rights Institution and the National Preventative Mechanism against Torture.
- Facilitate country visits by the Special Rapporteur on Torture and the Working Group on Arbitrary Detention.
- Ensure that all foreign nationals suspected of capital crimes are afforded their rights to consular notification under the Vienna Convention.

¹ Human Rights Council, Report of the Working Group on the Universal Periodic Review: Lebanon, (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶¶ 132.1–132.4.

² Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Lebanon,* (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶¶ 132.101–132.109.

³ Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Lebanon: Addendum*, (Feb. 25, 2016), U.N. Doc. A/HRC/31/5/Add.1.

⁴ Human Rights Council, Report of the Working Group on the Universal Periodic Review: Lebanon, (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶ 132.123, 132.124, and 132.149.

⁵ Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Lebanon: Addendum*, (Feb. 25, 2016), U.N. Doc. A/HRC/31/5/Add.1.

⁶ Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Lebanon,* (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶ 132.111–132.122, 132.124, 132.34–132.36, and 132.56–132.61.

⁷ Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Lebanon,* (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶¶ 132.111, 132.113–132.114, 132.119, and 132.34–132.35.

⁸ Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Lebanon,* (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶¶ 132.114, 132.117−132.119, 132.36, and 132.56−132.61.

⁹ Human Rights Council, Report of the Working Group on the Universal Periodic Review: Lebanon, (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶ 132.111–132.116, 132.120, and 132.124.

¹⁰ Human Rights Council, Report of the Working Group on the Universal Periodic Review: Lebanon, (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶ 132.112, 132.121–132.122.

¹¹ Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Lebanon,* (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶ 132.34, 132.111, 132.113, 132.115–132.116, and 132.124.

- 12 Human Rights Council, Report of the Working Group on the Universal Periodic Review: Lebanon, (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶¶ 132.111–132.122, 132.34–132.36, and 132.56–132.60; Human Rights Council, Report of the Working Group on the Universal Periodic Review: Lebanon: Addendum, (Feb. 25, 2016), U.N. Doc. A/HRC/31/5/Add.1.
- ¹³ Human Rights Council, Report of the Working Group on the Universal Periodic Review: Lebanon, (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶¶ 132.61, 132.124; Human Rights Council, Report of the Working Group on the Universal Periodic Review: Lebanon: Addendum, (Feb. 25, 2016), U.N. Doc. A/HRC/31/5/Add.1.
- ¹⁴ Human Rights Council, Report of the Working Group on the Universal Periodic Review: Lebanon, (Dec. 22, 2015), U.N. Doc. A/HRC/31/5, ¶ 132.61.
- ¹⁵ Lebanon Penal Code, art. 549 (1975); Human Rights Committee, Consideration of reports submitted by States parties under article 40 of the Covenant: Third periodic reports of States parties due in 1999: Lebanon, (Dec. 28, 2016), U.N. Doc CCPR/C/LBN/3, ¶ 53.
- ¹⁶ Lebanon Penal Code, art. 336; Human Rights Committee, Consideration of reports submitted by States parties under article 40 of the Covenant: Third periodic reports of States parties due in 1999: Lebanon, (Dec. 28, 2016), U.N. Doc CCPR/C/LBN/3, ¶ 53.
- ¹⁷ Lebanon Penal Code, art. 591 (1975); Human Rights Committee, Consideration of reports submitted by States parties under article 40 of the Covenant: Third periodic reports of States parties due in 1999: Lebanon, (Dec. 28, 2016), U.N. Doc CCPR/C/LBN/3, ¶ 53.
- ¹⁸ Lebanon Penal Code, art. 640, 642, 643; Human Rights Committee, Consideration of reports submitted by States parties under article 40 of the Covenant: Third periodic reports of States parties due in 1999: Lebanon, (Dec. 28, 2016), U.N. Doc CCPR/C/LBN/3, ¶ 53.
- ¹⁹ Lebanon Penal Code, art. 315 (1975).
- ²⁰ Law of the Maintenance of the Environment from Pollution by Hazardous Waste and Materials, art. 10, 11, No. 64 of 1988, amended by Law No. 266 of 1993.
- ²¹ Lebanon Penal Code, art. 273 (1975). The definition of the crime of treason against Lebanon is subject to change depending on the government in power and is often influenced by political, religious or social affiliations. Personal Communication to Nicholas Braye, Project Manager, Ensemble Contre la Peine de Mort (ECPM), Mar. 13, 2015.
- ²² Lebanon Penal Code, art. 282, 284, 257 (1975).
- ²³ Lebanon Penal Code, art. 110–135, 152–171; Human Rights Committee, *Consideration of reports submitted by States parties under article 40 of the Covenant: Third periodic reports of States parties due in 1999: Lebanon*, (Dec. 28, 2016), U.N. Doc CCPR/C/LBN/3, ¶ 54.
- ²⁴ Lebanon Penal Code, art. 599 (1975); Human Rights Committee, Consideration of reports submitted by States parties under article 40 of the Covenant: Third periodic reports of States parties due in 1999: Lebanon, (Dec. 28, 2016), U.N. Doc CCPR/C/LBN/3, ¶ 53.
- ²⁵ Lebanon Penal Code, art. 258 (1975).
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³² U.N. Human Rights Office of the Hight Commissioner, "Special procedures country visits," accessed Jun. 30,

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