I. Background

1. The present report was prepared pursuant to Human Rights Council resolutions 5/1 and 16/21, taking into consideration the periodicity of the universal periodic review. It is a compilation of information contained in reports of treaty bodies and special procedures and other relevant United Nations documents, presented in a summarized manner owing to word-limit constraints.

II. Scope of international obligations and cooperation with international human rights mechanisms and bodies


3. The Committee on the Elimination of Racial Discrimination also encouraged the ratification of the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treating or Punishment.


5. The Committee on the Elimination of Discrimination against Women remained concerned that Andorra was not a State member of the International Labour Organization (ILO) and recommended that Andorra consider ratifying core ILO conventions, in particular the Equal Remuneration Convention, 1951 (No. 100), the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), and, in addition, the Workers with Family Responsibilities Convention, 1981 (No. 156), and the Domestic Workers Convention, 2011 (No. 189).
6. The Committee on the Elimination of Racial Discrimination and the United Nations Educational, Scientific and Cultural Organization (UNESCO) welcomed the ratification by Andorra of the Convention against Discrimination in Education, as ratification of the Convention had already been the subject of a recommendation formulated under the second cycle of the universal periodic review. UNESCO also urged Andorra to regularly submit national reports, in particular on the implementation of the Convention.\(^8\)

7. The Committee on the Elimination of Racial Discrimination also welcomed the ratification in 2016 of the Additional Protocol to the Council of Europe Convention on Cybercrime, concerning the criminalization of acts of a racist and xenophobic nature committed through computer systems.\(^9\)

8. The same Committee noted with satisfaction that Andorra had extended a standing invitation for the special procedure mandate holders of the Human Rights Council to visit the country.\(^10\)


III. National human rights framework\(^12\)

10. In 2019, the Committee on the Elimination of Racial Discrimination welcomed the expansion of the mandate of the Raonador del Cuitadà (Ombudsman) to cover the combating of racism and intolerance and to permit the consideration of complaints of racial discrimination in both the public and private sectors.\(^13\) It recommended, however, that Andorra amend its legislation to ensure that the Ombudsman complies fully with the principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles) and that the work and mandate of the Ombudsman be made more visible to the public, in particular to vulnerable persons and groups.\(^14\)

11. In 2019, the Committee on the Elimination of Discrimination against Women expressed concern that the expanded mandate of the Ombudsman did not specifically include discrimination against women, and thus recommended that Andorra establish an independent national human rights institution, in accordance with the Paris Principles, with a specific mandate to promote and protect women’s rights and gender equality.\(^15\) In 2018, the Committee against Torture also requested information on steps taken to establish an independent national human rights institution compliant with the Paris Principles.\(^16\)

12. While noting the recognition by Andorra of the primacy of international treaties and agreements over domestic legislation, the Committee on the Elimination of Racial Discrimination recommended that Andorra take appropriate measures, including through training, to ensure that judges, prosecutors and lawyers are sufficiently familiar with the provisions of the International Convention on the Elimination of All Forms of Racial Discrimination to invoke them or have them applied by the courts.\(^17\)

13. Similarly, the Committee on the Elimination of Discrimination against Women called upon Andorra to ensure that the Convention on the Elimination of Discrimination against Women is invoked and applied by public authorities, across all sectors and at all levels, in legislation and policy.\(^18\)

14. The Committee on the Elimination of Racial Discrimination recommended that Andorra consider amending the Qualified Act on Nationality to reduce the period of residence required for the acquisition of Andorran nationality, which is currently 20 years.\(^19\)
IV. Implementation of international human rights obligations, taking into account applicable international humanitarian law

A. Cross-cutting issues

1. Equality and non-discrimination

15. While noting the adoption of the Equal Treatment and Non-Discrimination Act, the Committee on the Elimination of Racial Discrimination was concerned that it did not explicitly prohibit discrimination on grounds of national origin, colour or descent, and recommended that Andorra amend it to bring it fully in line with article 1 of the International Convention on the Elimination of All Forms of Racial Discrimination. Moreover, the Committee was troubled that the term “race” did not appear in the list of discriminatory motives that aggravated liability for a criminal offence.

16. The same Committee was also concerned that Andorra had not developed precise criteria making it possible to produce reliable statistics on the make-up of its population with a view to identifying and combating racial discrimination.

17. While welcoming the establishment in 2015 of the Department for Equality Policies, the Committee on the Elimination of Racial Discrimination recommended that Andorra ensure that the Department had the expertise to combat racism and racial discrimination and requested information on the operations of the Observatory on Equality and the effectiveness with which it fulfilled its mandate.

18. The same Committee recommended that Andorra undertake outreach campaigns so that members of the public know how to lodge complaints of racial discrimination and gain access to judicial remedies.

19. The same Committee recommended the establishment of an independent body to receive and consider complaints against all types of media in relation to racist hate speech and to monitor the media in that regard.

20. With reference to previous concluding observations, the Committee against Torture requested information on measures taken to prohibit and punish discrimination and incitement to violence against vulnerable groups, in particular with regard to sexual orientation and in school settings, and to ensure that all hate crimes were investigated and prosecuted.

21. The Committee on the Elimination of Discrimination against Women welcomed the adoption of Act 34/2014 regulating civil partnerships and amending the Marriage Act of 1995, which provided for the same legal basis for same-sex civil partnerships as for marriages and legalizes adoption for same-sex civil partnerships. It remained concerned, however, at the persistence of discriminatory provisions in practice in certain areas, in relation with the enjoyment of rights in favour of marriage compared with civil unions.

2. Development, the environment, and business and human rights

22. The Committee on the Elimination of Discrimination against Women welcomed the adoption in 2019 of the strategic plan for the implementation of the Sustainable Development Goals.

3. Human rights and counter-terrorism

23. The Committee against Torture asked Andorra to provide information, ahead of the examination of its second periodic report, on how the measures it had taken to respond to threats of terrorism were compatible with its obligations under international law, especially the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.
B. Civil and political rights

1. Right to life, liberty and security of person

24. With reference to its previous concluding observations, the Committee against Torture requested information on steps taken to amend the Criminal Code to include a definition of torture that covers all the elements contained in article 1 of the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, to introduce appropriate penalties for the crimes of torture and genocide that go beyond 10 years of imprisonment and to ensure that prosecution and punishment for acts of torture are not subject to a statute of limitations.

25. Also with reference to its previous concluding observations, the Committee queried whether steps had been taken to ensure that the Manual on the Effective Investigation and Documentation of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (the Istanbul Protocol) was an essential part of training for all medical professional and other public officials involved in work with persons deprived of their liberty.

26. With further reference to its previous concluding observations and taking into account the information provided by Andorra in its follow-up reply, the Committee requested information on the implementation in practice of measures to guarantee all fundamental legal safeguards for detained persons, including the right to receive a medical examination by an independent doctor, if possible a doctor of their choice.

27. The same Committee also requested information on whether prison staff continued to routinely subject prisoners to complete strip searches before and after family visits, which may amount to degrading treatment, instead of using less invasive methods.

28. With reference to its previous concluding observations, the same Committee requested updated information on steps taken to amend disciplinary regulations so that solitary confinement as a disciplinary measure is used only if necessary and for as short a time as possible.

29. Also with reference to its previous concluding observations and taking note of the information provided by Andorra in its follow-up reply, the Committee requested information on the use, and monitoring thereof, of electrical discharge weapons such as “tasers” in closed settings such as prisons.

2. Administration of justice, including impunity, and the rule of law

30. With reference to its previous concluding observations, the Committee against Torture requested information on steps taken to reduce the number of pretrial detainees and devise alternative, non-custodial, measures, taking into account the United Nations Standard Minimum Rules for Non-custodial Measures (the Tokyo Rules).

31. The same Committee also requested information on any steps taken to establish an independent mechanism to monitor action by the police and investigate allegations and complaints of ill-treatment by members of the police force.

3. Fundamental freedoms

32. While noting that freedom of information was guaranteed under the Constitution, UNESCO encouraged Andorra to introduce a freedom of information law in accordance with international standards.

33. UNESCO also encouraged Andorra to continue decriminalizing defamation and place it within the Civil Code, in accordance with international standards.

4. Prohibition of all forms of slavery

34. While welcoming the adoption in 2017 of the Act on Measures to Combat Trafficking in Persons and Protect Victims, the Committee on the Elimination of Racial Discrimination was nonetheless concerned about the absence of studies and analyses that would make it possible to evaluate the scale of trafficking to, through and from the country. It thus recommended that Andorra adopt a national strategy and action plan to
combat trafficking in persons, that it ensure, through its national protocol, the early identification and referral of victims of trafficking, that it conduct expeditious, effective and impartial investigations into all cases of trafficking in persons and other related offences, trafficking in migrant workers in particular, and ensure penalties that are commensurate with the gravity of the offence.46 The Committee on the Elimination of Discrimination against Women made a similar recommendation.47

35. The Committee on the Elimination of Discrimination against Women also recommended that judges, prosecutors, border police, immigration authorities and other law enforcement officials be provided with mandatory training, and that labour inspectors be attributed powers to enable them to contribute to preventing and detecting cases of trafficking in persons.48

36. The same Committee also recommended that Andorra provide educational and alternative income opportunities to women who are at risk of being trafficked or exploited in prostitution, as well as exit programmes for women in prostitution, including social and professional reintegration strategies.49

37. With reference to its previous concluding observations, the Committee against Torture requested updated information on trafficking in persons, including on the steps taken to increase the protection of and provide redress to victims of trafficking, including legal, medical and psychological aid and rehabilitation.50

5. Right to family life

38. The Committee on the Elimination of Discrimination against Women recommended that Andorra eliminate the obligatory waiting period required to seek divorce and the temporal limitation of the widow’s pension according to age.51

C. Economic, social and cultural rights

1. Right to work and to just and favourable conditions of work52

39. The Committee on the Elimination of Racial Discrimination recommended that Andorra take all necessary measures to facilitate access to the labour market for persons of non-European Union origin, especially women.53

40. The Committee on the Elimination of Discrimination against Women welcomed the adoption in 2018 of the Act on labour relations, which increased the length of maternity leave to 20 weeks and established paternity leave of 4 weeks.54

41. The same Committee noted with concern that a wide gender pay gap (22 per cent in 2016) persisted and adversely affected women through their working life. It recommended that Andorra effectively enforce the principle of equal pay for work of equal value in order to narrow and ultimately close the gender pay gap.55

42. The same Committee also recommended that victims of sexual harassment in the workplace be ensured access to effective complaints procedures, protection measures and recourse to remedies.56

2. Right to health57

43. With reference to its previous concluding observations and the information provided by Andorra in its follow-up reply, the Committee on the Elimination of Discrimination against Women reiterated its concern that Andorra had not amended its legislation in order to decriminalize abortion under certain circumstances and that women and girls were compelled to travel abroad to obtain an abortion, while women and girls without the means to travel, including poor and migrant women and girls, might be compelled to carry their pregnancies to full term or to undertake unsafe abortions, which might lead to severe mental pain and suffering.58 The Committee thus recommended that Andorra legalize the termination of pregnancy, at least in cases of risk to the life of the pregnant woman, rape, incest and severe impairment of the fetus, and that it decriminalize abortion in all other cases.59
44. With reference to its previous concluding observations, the Committee against Torture requested information on steps taken to amend national legislation in order to decriminalize abortion under certain circumstances, such as pregnancies that are the result of rape.60

45. The Committee on the Elimination of Discrimination against Women reiterated its recommendation that Andorra amend article 108 of the Criminal Code to ensure free access to sexual and reproductive health information and education and that it ensure that healthcare providers, physicians and pregnancy counsellors do not operate under a constant fear that their services may be subject to criminal investigation and prosecution.61

46. The same Committee also recommended that Andorra ensure the availability, accessibility and affordability and use of modern contraceptives.62

3. Right to education63

47. UNESCO encouraged Andorra to fully implement the relevant provisions of the Convention for the Protection of the World Cultural and Natural Heritage, the Convention for the Safeguarding of the Intangible Cultural Heritage and the Convention on the Promotion and Protection of the Diversity of Cultural Expressions so as to promote access to and participation in cultural heritage. In doing so, Andorra was encouraged to give due consideration to the participation of communities, practitioners, cultural actors and non-governmental organizations from the civil society, as well as vulnerable groups, and to ensure that equal opportunities were given to women and girls.64

48. The Committee on the Elimination of Discrimination against Women remained concerned by the concentration of women and girls in traditionally female-dominated fields of study and their underrepresentation in the areas of science, technology, engineering and mathematics, which reduced their prospects in the labour market.65 It recommended that Andorra address discriminatory stereotypes and structural barriers that might deter girls from enrolling in traditionally male-dominated fields of study and pursuing male-dominated career paths and encourage the increased participation of girls in apprenticeships, crafts, science and technology.66

D. Rights of specific persons or groups

1. Women67

49. While taking note of the adoption of Act No. 13/2019 on equal treatment and non-discrimination, the Committee on the Elimination of Discrimination against Women was concerned that the Act did not include a definition of discrimination against women that explicitly prohibited direct and indirect discrimination, as well as intersecting forms of discrimination, in both the public and private spheres.68 It thus recommended that Andorra adopt specific and comprehensive legislation on gender equality that includes a definition of discrimination against women that is in accordance with article 1 of the Convention on the Elimination of All Forms of Discrimination against Women and guarantee effective remedies for victims of gender-based discrimination.69

50. The same Committee also recommended that Andorra accelerate the adoption and implementation of a comprehensive strategy for the elimination of discriminatory stereotypes based on gender, strengthen coordination among the institutions involved and improve the joint monitoring mechanism to assess its implementation.70

51. The same Committee remained concerned that the national machinery for the advancement of women was still fragmented and therefore recommended that Andorra establish one centralized national machinery for the advancement of women and the Equality Observatory.71 It also recommended that Andorra strengthen its collaboration with women’s organizations and ensure their systematic participation in the development and implementation of legislation and policies about issues related to women, including through the provision of sufficient financial support.72

52. While welcoming the ratification in 2014 of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence and the adoption in 2015 of the Act on the eradication of gender-based violence and domestic violence, the Committee on the Elimination of Discrimination against Women...
recommended that Andorra adopt a comprehensive multi-year strategy with plans that include all necessary measures, including the collection of data and statistics and strengthened prevention and awareness-raising measures, and that it reinforce the protection and assistance provided to women who are victims of gender-based violence, including by increasing financial support for the civil society organizations providing specialized services for victims.73

53. The same Committee recommended that Andorra strengthen its justice system and thereby enhance women’s access to justice through a specialization on combating violence against women and by establishing specialized gender units within the law enforcement, penal and prosecution systems.74 It also recommended taking appropriate measures that encourage women to claim their rights, report crimes committed against them and actively participate in criminal justice processes.75

54. The same Committee noted with concern that, despite the fact that the Labour Relations Code applied to all workers, including domestic workers, women domestic workers in the State were suffering de facto labour exploitation and had limited access to justice.76

55. The Committee on the Elimination of Racial Discrimination recommended that Andorra ensure that the Labour Relations Code also applied to women migrant workers, including domestic workers, and that they had access to means of lodging complaints with the courts.77

56. The Committee on the Elimination of Discrimination against Women noted with concern the situation of women seasonal workers in tourist destinations in the mountains, in particular with regard to their access to health insurance and contracts, and the lack of mechanisms to protect them from low wages and from unfair dismissal.78 It recommended that Andorra ensure that women seasonal workers were guaranteed the same level of protection and benefits as other workers, in particular with regard to holidays, maximum weekly working hours and regular days of rest.79

57. The same Committee also recommended that Andorra adopt necessary measures, including temporary special measures, to support entrepreneurship and promote the economic empowerment of women, in particular young women who intend to manage their own business.80

2. Children81

58. The Committee on the Elimination of Discrimination against Women noted with concern that the minimum age for marriage remained at 16 years for girls and boys, with legal exceptions allowing for marriage at 14 years of age, and recommended that Andorra raise to 18 years the minimum age of marriage and civil unions.82

3. Persons with disabilities83

59. UNESCO noted that, in 2018, 85 per cent of schools in Andorra complied with the provisions contained in the law on accessibility and recommended that Andorra strengthen its efforts to ensure the right of persons with disabilities to education.84

60. The Committee on the Elimination of Discrimination against Women was concerned that, despite the fact that the right to inclusive education was recognized in Act No. 27/2017 on urgent measures for the implementation of the Convention on the Rights of Persons with Disabilities, Andorra continued to segregate students with high support needs and it did not include a gender perspective or a disability perspective in its legislation and education policies.85

4. Minorities86

61. The Committee on the Elimination of Racial Discrimination was concerned by the lack of information on the situation of women belonging to minorities and the instances of multiple discrimination to which they may be subjected.87
5. Migrants, refugees and asylum seekers

62. Expressing concern about the large number of women migrants who are victims of violence, the Committee on the Elimination of Racial Discrimination recommended that Andorra take measures to protect women migrants from gender-based violence and ensure that victims are provided with adequate legal, medical and psychosocial assistance, regardless of their immigration status.\(^9\)

63. While noting the adoption of Act No. 4/2018 on temporary and transitional protection for humanitarian reasons, which made it possible to provide temporary and provisional humanitarian protection to Syrian asylum seekers, the Committee on the Elimination of Discrimination against Women recommended that Andorra adopt national asylum legislation.\(^9\) The Committee on the Elimination of Racial Discrimination made a similar recommendation\(^9\) and the Committee against Torture had also raised an issue in that regard.\(^9\)

Notes

1 Tables containing information on the scope of international obligations and cooperation with international human rights mechanisms and bodies for Andorra will be available at https://www.ohchr.org/EN/HRBodies/UPR/Pages/ADIndex.aspx.
2 For the relevant recommendations, see A/HRC/30/9, paras. 83.1, 83.4, 83.5 and 84.1–84.24.
3 CEDAW/C/AND/CO/4, para. 49, and CERD/C/AND/CO/1-6, para. 33.
4 CERD/C/AND/CO/1-6, para. 33. See also CAT/C/AND/QPR/2, para. 26.
5 CEDAW/C/AND/CO/4, para. 42.
6 CERD/C/AND/CO/1-6, para. 30 (c).
7 CEDAW/C/AND/CO/4, paras. 33 and 34 (a).
8 CERD/C/AND/CO/1-6, para. 4 (e) and UNESCO submission for the universal periodic review of Andorra, p. 5.
9 CERD/C/AND/CO/1-6, para. 4 (f).
10 Ibid., para. 6.
12 For the relevant recommendations, see A/HRC/30/9, paras. 83.2–83.3, 83.6, 84.29–84.37, 84.57 and 85.1.
13 CERD/C/AND/CO/1-6, para. 15.
14 Ibid., para. 16.
16 CAT/C/AND/QPR/2, para. 11.
17 CERD/C/AND/CO/1-6, paras. 9–10.
18 CEDAW/C/AND/CO/4, para. 10 (a).
19 CERD/C/AND/CO/1-6, paras. 21–22.
20 For the relevant recommendations, see A/HRC/30/9, paras. 84.44–84.46 and 84.48–84.49.
21 CERD/C/AND/CO/1-6, paras. 11–12.
22 Ibid., para. 19.
23 Ibid., para. 7.
24 Ibid., paras. 5 (f) and 14.
25 Ibid., para. 18.
26 Ibid., para. 32.
27 CAT/C/AND/QPR/2, para. 7.
28 CEDAW/C/AND/CO/4, para. 43 and, specifically, 43 (b).
29 Ibid., para. 5 (b).
30 CAT/C/AND/QPR/2, para. 25.
31 For relevant recommendation, see A/HRC/30/9, para. 84.55.
32 CAT/C/AND/QPR/2, paras. 2–3.
33 Ibid., para. 16 (c).
34 Ibid., para. 4, and CAT/C/AND/CO/1/Add.1, paras. 3–4.
35 CAT/C/AND/QPR/2, para. 22.
36 Ibid., para. 17.
38 For relevant recommendations, see A/HRC/30/9, paras. 84.54 and 84.56.
39 CAT/C/AND/QPR/2, para. 5.
40 Ibid., para. 6.
For relevant recommendations, see A/HRC/30/9, paras. 84.28 and 84.61–84.62.

UNESCO submission, pp. 2 and 5.

For relevant recommendations, see A/HRC/30/9, paras. 84.39–84.42 and 86.

CEDAW/C/AND/CO/1-6, paras. 5 (d) and 27, specifically 27 (a).

For relevant recommendations, see A/HRC/30/9, paras. 84.39–84.42 and 86.

Ibid., para. 28 (b), (d) and (f).

CEDAW/C/AND/CO/4, para. 28 (c).

Ibid., para. 28 (a).

Ibid., para. 28 (d).

CAT/C/AND/QPR/2, para. 10.

CEDAW/C/AND/CO/4, para. 44 (c)–(d).

For relevant recommendations, see A/HRC/30/9, paras. 84.47, 84.51, 84.58 and 84.63–84.65.

CEDAW/C/AND/CO/1-6, para. 26.

CEDAW/C/AND/CO/4, para. 4 (d).

Ibid., paras. 33 (a) and 34 (b).

Ibid., para. 34 (d).

For relevant recommendations, see A/HRC/30/9, paras. 84.25–84.26 and 84.66.

CEDAW/C/AND/CO/4, para. 35 and, specifically, 35 (b)–(c), and CEDAW/C/AND/CO/2-3/Add.1, paras. 33–35.

CEDAW/C/AND/CO/4, para. 36 (a), and CEDAW/C/AND/CO/2-3/Add.1, para. 32.

CAT/C/AND/QPR/2, para. 9.

CEDAW/C/AND/CO/4, para. 36 (c), and CEDAW/C/AND/CO/2-3, para. 32.

CEDAW/C/AND/CO/4, para. 36 (b).

For the relevant recommendation, see A/HRC/30/9, para. 84.43.

UNESCO submission, pp. 5–6.

CEDAW/C/AND/CO/4, para. 31.

Ibid., para. 32 (a)–(b).

For relevant recommendations, see A/HRC/30/9, paras. 83.7–83.8, 84.25–84.26, 84.38, 84.49, 84.50 and 84.52–84.53.

CEDAW/C/AND/CO/4, para. 11.

Ibid., para. 12.

Ibid., para. 24 (b).

Ibid., paras. 15–16 (a) and (c).

Ibid., para. 18.

Ibid., paras. 5 (b), 6 (b) and 26 (c)–(d).

Ibid., paras. 14 (b) and 26 (a).

Ibid., para. 14 (d).

Ibid., para. 33 (b).

CEDAW/C/AND/CO/1-6, para. 24 (b).

CEDAW/C/AND/CO/4, para. 33 (d).

Ibid., para. 34 (e).

Ibid., para. 38 (a).

For relevant recommendations, see A/HRC/30/9, paras. 84.27, 84.59–84.60, 85.2 and 87.

CEDAW/C/AND/CO/4, paras. 43 (a) and 44 (a).

For relevant recommendations, see A/HRC/30/9, paras. 84.67–84.70.

UNESCO submission, pp. 4–5.

CEDAW/C/AND/CO/4, para. 31.

For the relevant recommendation, see A/HRC/30/9, para. 84.24.

CEDAW/C/AND/CO/1-6, para. 23 (c).

For relevant recommendations, see A/HRC/30/9, paras. 84.71–84.74.

CEDAW/C/AND/CO/1-6, paras. 23 (a) and 24 (a).

CEDAW/C/AND/CO/4, para. 42.

CEDAW/C/AND/CO/1-6, paras. 29 and 30 (a).

CAT/C/AND/QPR/2, para. 12.