I. EXECUTIVE SUMMARY

1. This report addresses the death penalty in the Syrian Arab Republic and Syria’s compliance with human rights obligations with regard to death penalty practices and related issues. Unlike many other countries, Syria’s penal code allows for the application of the death penalty even absent an intentional killing.¹ The death penalty is mandatory for certain offenses including recidivist drug trafficking ² and membership in the Moslem Brethren Group (also known as the Muslim Brotherhood Organization).³ The death penalty is available to punish political dissent. Given the ongoing conflict within the country, it is difficult to obtain reliable data about the imposition of death sentences and about executions.⁴ There are reports of thousands of people arbitrarily detained and under sentence of death within Syria’s prisons.⁵ Additionally, people are subjected to life-threatening prison conditions as well as torture to coerce confessions, particularly in response to accusations of anti-regime activities.⁶

2. This report recommends that Syria abolish the death penalty, ratify relevant human rights treaties, amend laws to criminalize and punish torture, adopt a zero-tolerance policy regarding torture, improve prison conditions, publicize investigations of deaths resulting from torture in prison, and increase transparency in death penalty-related cases, including public reporting of sentencing, general prison conditions, and treatment of people on death row in particular.

II. BACKGROUND AND FRAMEWORK

A. The 2016 Universal Periodic Review of Syria

3. During its second-cycle Universal Periodic Review in 2016, Syria received 6 recommendations specifically related to the death penalty (see items 1 and 2 below) and 50 recommendations in other related areas (3 through 9 below). Syria rejected the majority of these recommendations. Syria also received several other recommendations that touch upon issues relevant to the death penalty and either did not accept them or accepted them but made little progress in implementing these recommendations.

1. Ratify the Second Optional Protocol of the ICCPR

   Status of Implementation: Not Accepted, Not Implemented

   4. Syria received five recommendations to ratify the Second Optional Protocol to International Covenant on Civil and Political Rights.⁷ Syria did not accept or implement these recommendations.⁸

2. Abolish the death penalty or institute a de jure moratorium

   Status of Implementation: Not Accepted, Not Implemented

   5. Portugal recommended that Syria establish a moratorium on the death penalty as an interim step toward abolition.⁹ Syria did not accept or implement this recommendation.¹⁰
3. Ratify the Optional Protocol to the Convention Against Torture (CAT).

**Status of Implementation: Not Accepted, Not Implemented**

6. Syria received three recommendations to ratify the Optional Protocol to the Convention Against Torture.\textsuperscript{11} Syria did not accept or implement these recommendations.\textsuperscript{12}

4. Identify and end the use of torture in detention facilities.

**Status of Implementation: Not Accepted, Not Implemented**

7. Syria received 16 recommendations to end the use of torture in detention centers.\textsuperscript{13} Israel also recommended that Syria conduct an investigation into the torture and death of 18,000 persons held in Syria’s prisons since March 2011 and publish a clear report on the subject.\textsuperscript{14} Syria rejected these recommendations.\textsuperscript{15}

5. Provide access to adequate medical care in detention facilities.

**Status of Implementation: Accepted, Not Implemented**

8. Syria received two recommendations from the United States and Austria to ensure that adequate medical care is available to people in detention.\textsuperscript{16} Syria accepted the recommendation from Austria, stating that prison regulations allow the provision of medical care.\textsuperscript{17} Nonetheless, reports of prison conditions in Syria indicate that the recommendation has not been implemented. Syria rejected the United States’ recommendation, stating the United States was a party at war or hostile to Syria.\textsuperscript{18}

6. Allow independent monitoring of detention facilities.

**Status of Implementation: Not Accepted, Not Implemented**

9. Syria received five recommendations to allow independent monitoring of detention facilities.\textsuperscript{19} It rejected the recommendation from Germany that full international monitoring be permitted,\textsuperscript{20} as well recommendations from Austria, Australia, Belgium, and Denmark to give international monitoring bodies appropriate and immediate access without undue restriction to all people in detention or detention facilities, stating these functions were already carried out by the police and judiciary.\textsuperscript{21}

7. End arbitrary detentions and release arbitrarily detained individuals, including human rights defenders.

**Status of Implementation: Accepted, Not Implemented**

10. Syria received eight general recommendations to end arbitrary detentions.\textsuperscript{22} Six countries recommended release of arbitrarily detained individuals.\textsuperscript{23} Brazil also recommended investigating arbitrary detentions and reporting back to the families.\textsuperscript{24} As with the above recommendations, Syria either questioned the source of the recommendation or asserted that sufficient measures were in place.\textsuperscript{25} Nonetheless, arbitrary detention remains prevalent. Syria also received one recommendation from Norway to stop the arbitrary arrest of human rights defenders, journalists, and political dissidents.\textsuperscript{26} It also received a recommendation from Slovenia to ensure the prompt, impartial, and effective investigation into and cessation of, arbitrary detention, harassment, and persecution of human rights defenders.\textsuperscript{27} Four countries recommended the release of human rights
defenders or political detainees. Syria either rejected the recommendations as made by hostile or warring nations or purported to accept the recommendations, claiming that measures were in place to protect such individuals. Nonetheless, large numbers of political detainees continue to face the death penalty in Syria.

8. Share and publish information about detainees and detention centers.

Status of Implementation: Accepted, Not Implemented

11. Austria recommended Syria inform detainees’ families about their whereabouts and publish lists of detainees who have died in facilities. Brazil recommended Syria publish a list of all detainees under its control, together with information about the grounds of detention. Denmark recommended Syria publish a list of all detention facilities. Syria accepted the recommendations from Austria and Brazil, but, once again, purported to have sufficient measures in place. Once again, however, there remains a consistent lack of information about death row cases. Syria rejected Denmark’s recommendation, asserting it was a hostile or warring nation.

B. Domestic Legal Framework

12. The Syrian Constitution contains no reference to capital punishment or the right to life. The Syrian Penal Code allows for the death penalty, and Syria remains a retentionist country. In addition to crimes involving the intentional killing of a person, such as murder, death-eligible crimes include arson, gang-robbery resulting in death, terrorism not resulting in a death, drug trafficking not resulting in a death, drug possession, belonging to the Muslim Brotherhood, and treason. “Terrorism” is vaguely defined and includes a wide range of activities including political dissent.

13. If a court finds mitigating circumstances, it may, in some limited cases, commute a death sentence to forced labor. Under Article 29 of the Narcotics Drugs Law of 1992, however, courts can be prohibited from considering mitigating factors in cases involving repeat offenders, a public official responsible for combating drugs, use of a minor in drug-related crimes, or conduct implicating an international smuggling syndicate. Of course, courts cannot commute death sentences where the death penalty is mandatory.

14. Reported means of execution include hanging. At Saydnaya prison, for example, once or twice a week people are hanged in groups after being beaten extensively. Prison officials refer to these events as “parties.”

15. The government notes that Syrian law prohibits the use of torture. In fact, such laws are on the books. Article 358 of the Criminal Code states that “Anyone who illegally batters a person in order to extract a confession to, or information about, an offence shall be liable to penalty from three months to three years in prison. If the violence results in illness or injury, the minimum penalty shall be one years’ imprisonment.” Under article 53 of the Syrian constitution, “No one may be tortured or treated in a humiliating manner, and the law shall define the punishment for those who do so.” The Syrian Government reports that it “acceded to the Convention against Torture and prepares a report on it every year.” However it has not ratified the Optional Protocol to CAT, which establishes an international inspection system for places of detention within a country.

16. Under the constitution and code of criminal procedure, defendants must be informed of the reasons for their arrest, and they are entitled to legal aid and are presumed innocent
until convicted by a court in a fair trial.\textsuperscript{50} Civil and criminal defendants have the right to bail hearings and possible release from pretrial detention on their own recognizance, but the regime applied the law inconsistently.\textsuperscript{51} The constitution presumes that defendants are innocent until proven guilty, but according to numerous in-country reports this right is not respected.\textsuperscript{52}

17. The constitution provides for an independent judiciary, but authorities regularly subject courts to political influence and intimidate and abuse prosecutors and defense attorneys.\textsuperscript{53}

18. Persons excluded from the death penalty include individuals below age eighteen at the time of the crime, pregnant women, women with small children, and people with intellectual or psycho-social disabilities.\textsuperscript{54}

III. IMPLEMENTATION OF INTERNATIONAL HUMAN RIGHTS OBLIGATIONS

Right or area 2.1. Acceptance of international norms

19. The Syrian Constitution makes no reference to international law.\textsuperscript{55} Syria has not ratified the Second Optional Protocol to the International Covenant on Civil and Political Rights (ICCPR) or the Optional Protocol to the Convention against Torture.

20. Right or area 12.4. Death penalty

21. As discussed in paragraph 12 above, Syria does not limit the death penalty to the most serious crimes. The government has conceded that the death penalty can be imposed for political activities, including non-violent expression of views or belief.\textsuperscript{56} As discussed in paragraph 13, in some cases the death penalty is mandatory.

22. The government has released very little information about sentences and executions.\textsuperscript{57}

23. Online media outlet Syria Call reported that in April 2018, 95 detainees were executed in Saydnaya Prison, the majority of whom were held on terrorism-related charges.\textsuperscript{58}

24. A 2017 Amnesty International report states that every week, sometimes twice a week, groups of 20 to 50 people were executed in total secrecy at Saydnaya prison.\textsuperscript{59} Just before their execution, these people were brought before a “military field court” for “trials” lasting between one and three minutes, the report continues.\textsuperscript{60} In reality, these trials are a one- or two-minute procedure in an office, in front of a military officer, where effectively the person’s name is logged into a death registry.\textsuperscript{61} According to the report, detainees were told they would be transferred to a civilian prison. Instead, they were taken to a basement cell and beaten over the course of two to three hours before being hanged.\textsuperscript{62} A former military court judge was asked if the detainees had committed crimes alleged to have taken place. “Whether the answer is ‘yes’ or ‘no’, he will be convicted... This court has no relation with the rule of law,” he said.\textsuperscript{63}

25. Mazen Darwish, Director of the Syrian Centre for Media and Freedom of Expression, who was formerly detained in Syria,\textsuperscript{64} stated that his and many others’ detentions were technically legal, since they were sanctioned by the courts.\textsuperscript{65} According to Darwish, the field military courts have sentenced thousands of individuals to die without due process.\textsuperscript{66}

26. Syrian authorities impose the death penalty on an arbitrary basis. An uprising against the regime that began in 2011 continued throughout 2020.\textsuperscript{67} In October 2018, the regime
granted amnesty to army deserters and civilians who avoided military duty, provided they reported for duty within four months if residing inside Syria and within six months if outside the country. Those deserters and civilians otherwise might have faced the death penalty. The amnesty did not cover people fighting against the regime or joining the opposition, regarded by the regime as terrorists, who may face the death penalty.

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

27. According to Syrian Network for Human Rights (SNHR), more than 14,361 individuals died through the use of torture between 2011 and September 2019, including 178 children. The SNHR attributed approximately 99% of all cases to regime forces. Human Rights Watch and the UN Commission of Inquiry on Syria (COI) reported regular use of torture against perceived regime opponents at checkpoints and regime facilities run by the Air Force, Political Security Division, General Security Directorate, and Military Intelligence Directorate branches.

28. Despite constitutional provisions against torture, State officials employ 72 different documented torture methods include beatings, shock (sometimes to the genitals), burns, cutting off body parts, and forced positions. Common methods of torture include sexual violence including rape and stress positions. These methods are often used in combination during multiple sessions over the course of days, weeks or months. One torture method, called shabeh, involves suspending naked prisoners from the ceiling and electrocuting them. There have also been very common reports of psychological torture, such as forcing prisoners to sleep in cells with corpses.

29. Many victims of torture are accused of being members of opposition groups, taking part in protests, or knowing the location and origins of weapon caches. Authorities use torture to obtain confessions and to intimidate or punish an individual for perceived support for opposition groups and use these false confession to then determine sentences in sham “trials.” These interrogations usually take place shortly after the initial arrest and continue for days or weeks, often until detainees are forced to sign a “confession.” Interrogation is often repeated when a person is transferred to a different branch.

30. Most facilities have no official process in place for detainees to submit official complaints. As a result, the Syrian Government has done little to investigate each alleged case of torture and cruel, inhuman, or degrading treatment in detention facilities.

31. In cases alleged to involve torture, officials at military hospitals routinely listed the cause of death on death notices, formal certificates, and medical reports as heart attack or stroke.

Right or area 12.6. Conditions of detention

32. Detention conditions are reportedly “harsh” and “life threatening” due to food shortages, gross overcrowding, physical and psychological abuse, and inadequate sanitary conditions and medical care.

33. People are held in subhuman conditions and systematically denied basics including food, water, medicine, medical care, and sanitation. Prison authorities pack them into filthy, overcrowded cells without access to fresh air, sunlight, or ventilation. In these conditions, scabies, lice, infections, and diseases run rampant, and many detainees develop serious
mental conditions such as psychosis. In some cases, there have been more than 50 people in a cell as small as 3 meters by 3 meters.

34. As former detainees report, even before they reach the gallows, many people die of malnutrition, medical neglect, or physical abuse, often after a psychological breakdown. Detainees at Saydnaya Prison were deprived of water for extended periods of time, some resorting to drinking cleaning solution or their own urine. Local NGOs and medical professionals reported authorities denied medical care to people in detention with pre-existing health needs, such as diabetes, asthma, and breast cancer, and often denied pregnant women any medical care.

**Right or area 13.3. Arbitrary arrest and detention**

35. The constitution prohibits arbitrary arrest and detention, but a 2011 decree allows the regime to detain suspects for up to 60 days without charge if suspected of “terrorism” and related offenses.

36. According to the SNHR, between 2011 and March 2019 there were reportedly 146,657 arbitrary arrests and so-called “forced disappearances.” In up to 90% of the cases, government is to blame. The COI stated regime forces and affiliated militias continued to detain tens of thousands of persons arbitrarily or unlawfully in official and makeshift detention facilities.

37. A July 2020 SNHR report details the arbitrary detention of at least 947 people in the first six months of 2020. At least 152 of those individuals were detained in June alone.

38. Instead of acquiring a warrant, officials make arrests based solely on “emergency” or “national security” justifications, a practice permitted by law. The regime has continued to arrest individuals under the malleable standards of “provoking sectarian strife, weakening the system of governance, weakening national sentiment, collusion with external agents and the enemy, supporting and financing terrorism and weakening the nation’s morale.”

39. Authorities continued to refuse to divulge information regarding the numbers or names of persons detained on political or security-related charges. In most cases authorities reportedly did not identify themselves. Of the former detainees interviewed by the International Center for Transitional Justice (ICTJ), 99% said they were never provided paperwork describing the charges against them during their entire period of detention.

40. Also, although the law allows defendants to challenge the arbitrariness of their arrest or detention, few have been able to do so.

**Right or area 14.3. Freedom of opinion and expression**

41. Though the Syrian Constitution provides that every citizen has the right to freely and openly express his views, the Committee to Protect Journalists (CPJ) has called Syria “the most dangerous place for journalists in the world.”

42. Between 2011 and October 2019, 25 journalistic professionals were detained and executed, according to Reporters Without Borders (RSF). CPJ attributed more than 65 journalist deaths from 2011 to 2017 to regime and pro-regime forces.
Right or area 15.1. Administration of justice & fair trial

43. As discussed in paragraphs 24-25, capital proceedings lack any semblance of procedural safeguards, and purported “trials” amount to perfunctory meetings where a person’s name is recorded into a death registry. The person is subsequently tortured and executed on the same day.

44. In cases involving political or national security offenses, authorities reportedly often made arrests in secret, with cases assigned in an arbitrary manner to the Counterterrorism Court (CTC), Military Field Courts, or criminal courts. Although the law allows defendants to challenge the arbitrariness of their arrest or detention, few defendants have been able to do so.

45. Official data on the use of torture evidence in Syria is unavailable. But as described in greater detail in paragraphs 27-31, “confessions” obtained under torture are routinely accepted as evidence, and the right to counsel is severely restricted.

46. For example, Syrian human rights lawyer Anwar Al-Bunni, reports to Amnesty International that the role of lawyers before the Anti-Terrorism Court is very limited. Security detainees did not have access to lawyers before or during questioning or throughout preparation and presentation of their defense. Lawyers are allowed to speak to their clients only after they have already been questioned by the investigating judge. Moreover, lawyers have only very restricted access to the case files of their clients, (including the evidence against them), which may be viewed only after the client has been formally charged by the investigating judge. The Syrian Justice and Accountability Center echoed these observations.

47. The regime reportedly detained suspects incommunicado for prolonged periods without charge or trial and denied them the right to a judicial determination of their pretrial detention. In most cases pre-arraignment periods can last for months or years after arrests. Many defendants are denied bail hearings. Sentences for persons accused of antigovernment activity tend to be harsh, with violent and nonviolent offenders receiving similar punishments.

48. Military Field Courts operate closed proceedings, and defendants facing security-related charges do not have access to lawyers before or during questioning or throughout preparation and presentation of their defense. Their verdicts, usually issued after trials lasting only a few minutes, are not subject to appeal, and sentences can be harsh, including the death penalty.

49. Some defendants report at trial that they have been tortured or otherwise ill-treated, but judges fail to order investigations into the allegations.

50. In March 2021, the High Commissioner for Human Rights criticized the lack of transparency in Syria’s criminal court proceedings. As mentioned in paragraph 22, Syrian authorities have disclosed very little information about death sentences passed and no information on executions.

Right or area 36. Human Rights Defenders

51. Human rights groups have noted that detainees included doctors, humanitarian aid providers, human rights defenders, and journalists, as well as women and children. Front Line Defenders (FLD) noted that there are many arbitrarily arrested political prisoners (e.g., journalists, lawyers, human rights defenders, protesters).
IV. RECOMMENDATIONS

52. This stakeholder report suggests the following recommendations for the Government of the Syrian Arab Republic:

- Abolish the death penalty and ensure sentencing that is fair, proportionate, and in compliance with international human rights standards.
- Immediately impose a formal moratorium on the death penalty, both prospectively and with regard to persons currently on death row.
- To the extent the death penalty is not abolished, eliminate provisions calling for a mandatory death penalty.
- To the extent the death penalty is not abolished, amend the criminal law to limit the death penalty to crimes in which the defendant committed an intentional killing.
- Ratify the Second Optional Protocol to the International Covenant on Civil and Political Rights and the Optional Protocol to Convention Against Torture.
- Abolish the practice of secret trials and executions and provide access to counsel for all detainees, including those held on terrorism-related charges, and ensure that all persons accused of crimes have access to counsel during all interrogation proceedings.
- Establish a mechanism by which courts are prohibited from considering evidence obtained through torture or other forms of cruel, inhuman, or degrading treatment.
- Enforce the laws against torture. Ensure that officials at the highest level publicly condemn torture by state agents and adopt more rigorous policies and procedures regarding torture, including: a zero-tolerance policy; conducting investigations of reports of deaths related to torture; criminalizing torture by law enforcement and others; publicizing deaths by torture, including by publicizing coroner’s reports of such deaths; requiring training for state agents on the conduct of investigations without the use of torture; imposing appropriate disciplinary actions for violations of the ban, beyond suspension, including immediate, temporary action upon accusation and immediate termination of employment for verified acts of torture in the line of duty, all in addition to criminal punishment for engaging in acts of torture.
- Train all officials responsible for carrying out arrests and conducting interrogations on international human rights standards governing use of force and torture.
- Improve prison conditions to ensure compliance with the Nelson Mandela Rules, including through the provision of adequate healthcare for all detainees.
- Increase the transparency of the criminal legal system, including by collecting and publicly releasing case-by-case data on all charges of death-eligible crimes, the exact crime charged, date of arrest and date of charge, demographic information about the accused (including nationality and ethnicity), the evidentiary basis for the charge, identity of counsel and whether counsel was appointed or retained, whether the accused was afforded an opportunity to challenge their detention (including access to bail), trial dates, outcome of criminal proceedings, status of any appeals, requests for pardon or commutation, or similar relief, location of detention for any person under sentence of death, how long the person has been under a death sentence, and whether the accused had access to counsel at all stages of criminal proceedings.
- Take concrete measures to strengthen the independence of the judiciary and to prohibit anyone other than the parties from influencing judicial proceedings, including bail and appellate proceedings.
• Prohibit the trial of civilians in Military Field Courts.
• Develop systems to provide for pre-trial release where appropriate, and enlist international assistance to expand the capacity of the criminal legal system to handle cases swiftly and fairly, prioritizing cases involving people in prolonged pretrial detention, so as to reduce the pretrial population in detention facilities.
• Release any person detained for so-called terrorist acts that involve only the exercise of the right to freedom of expression or opinion.
• Ensure that all persons are free to express criticism of authorities and the government, including criticism of the death penalty, a right provided under the ICCPR.

2 Syria Narcotic Drugs Law, art. 39, Law No. 2, Apr. 12, 1993.
39 Syria Narcotic Drugs Law, art. 50, Law No. 2, Apr. 12, 1993.
42 According to Amnesty Intl. “anyone who opposes the aims of the Revolution” is punishable by death under arts. 3 &4 of Legislative Decree No. 6 of 7 January 1965; Amnesty International, Syrian Arab Republic: Briefing to the


44 Syria Narcotic Drugs Law, art. 39, Law No. 2, Apr. 12, 1993.


46 Human Rights Committee, Comments by the Government of Syria on the concluding observations of the Human Rights Committee (September 12 2006) U.N. CCPR/CO/84/SYR/Add.1


48 Syria Criminal Code Article 391.


https://www.state.gov/reports/2020-country-reports-on-human-rights-practices/syria/.


