I. EXECUTIVE SUMMARY

- 1. This stakeholder report addresses Uganda's compliance with its international human rights obligations towards LGBTI persons.
- 2. Actual or perceived LGBTI individuals in Uganda live in a hostile, and sometimes deadly, environment, facing constant threats of physical and emotional violence, persecution, and discrimination from Ugandan officials, police, and private individuals.
- 3. This stakeholder report also addresses Uganda's compliance with its international human rights obligations toward members of the political opposition.
- 4. Information for this report includes direct information from The Advocates' Ugandan asylum clients, including in-depth interviews with a client named Simon, who identifies as a gay man and a member of the LGBTI community, and from secondary sources. All client information is used with permission.

II. BACKGROUND AND FRAMEWORK

A. 2016 Universal Periodic Review of Uganda

1. Decriminalize homosexuality

Status of Implementation: Not Accepted, Not Implemented

- 5. During its second-cycle Universal Periodic Review in 2016, Uganda received 17 recommendations relevant to protecting human rights of LGBTI individuals, 12 of which specifically called for the decriminalization of homosexuality. Uganda noted all recommendations related to decriminalization of homosexuality and all recommendations calling for prevention of discrimination against sexual minorities. Uganda continues to criminalize homosexuality.
- 2. Cease discrimination and violence based on political opinion

Status of Implementation: Accepted, Not Implemented.

6. Uganda received three recommendations related to the treatment of political opposition.⁴ Uganda accepted two of these recommendations and noted one, however, mistreatment of political opposition continues to be prevalent in Uganda particularly during election years.⁵

B. Domestic Legal Framework

- 7. The Ugandan Constitution prohibits discrimination on the basis of sex and HIV/communicable disease status, but also prohibits same-sex marriage. Uganda does not prohibit discrimination against LGBTI persons in housing, employment, or access to government services.
- 8. Ugandan law criminalizes a person having "carnal knowledge of any person against the order of nature" and any person permitting a male to have "carnal knowledge … against the order of nature." Persons convicted of these felonies may be subject to seven years' imprisonment.9

9. In May 2021, Uganda's Parliament approved a Sexual Offenses Bill, which further criminalizes homosexuality by punishing homosexual acts by Ugandans while outside of Uganda and criminalizing failure to report such acts.¹⁰

III. IMPLEMENTATION OF INTERNATIONAL HUMAN RIGHTS OBLIGATIONS

Right or area 5. Legal, institutional & political framework

10. Since 2016, politicians have spoken against homosexuality publicly. The Ethics and Integrity Minister proposed imposing the death penalty for same-sex relations, resulting in increased attacks against LGBTI persons.¹¹ The open hostility and discriminatory views expressed publicly by Ugandan politicians has negatively impacted LGBTI individuals. For example, "Homophobic comments by Uganda's president and other politicians are making some LGBT+ Ugandans too scared to vote in elections."¹²

Right or area 8. Non-discrimination

- 11. Since 2016, Uganda has continued to criminalize homosexuality and has passed new laws criminalizing homosexuality. ¹³ See paragraphs 8-9.
- 12. The LGBTI community faces discrimination in many aspects of daily life, including but not limited to housing, education, health care and employment. See paragraphs 35-39.
- 13. There have also been multiple instances of targeting LGBTI individuals for arbitrary arrest. 14 See paragraphs 20-25.

Right or area 12. Right to physical and moral integrity

- 14. LGBTI individuals in Uganda are targeted for violence because of their sexual orientation and/or gender identity. 50% of respondents to a survey of LGBTI individuals in Uganda reported experiencing violence from law enforcement. 15 One client interviewed for this report described how his friend was targeted and murdered for being gay. 16 He described living in a state of constant fear of physical violence by State actors and private individuals as a gay man living in Uganda. 17 Another client reported repeated harassment whenever she and her girlfriend went out in public. In a separate incident, four armed men attacked and sexually assaulted this client and her girlfriend. They then killed the client's girlfriend when she tried to fight back. 18 See also paragraphs 8-10 and 20-27.
- 15. Two men dressed in army uniforms came to the home of a client who was a youth mobilizer in the People Power movement. They ransacked her house and searched her laptop and phone. One of the men sexually assaulted her. In a subsequent incident, three individuals forced her into a vehicle and subsequently punched her in the stomach and kicked her.¹⁹

Right or area 12.3. Extrajudicial, summary or arbitrary executions

- 16. During the 2021 election cycle, multiple supporters of political opposition leaders were killed.²⁰ In 2020, Ugandan police ran Ritah Nabukenya over with a truck after she attended a political meeting with Robert Kyagulanyi, known as Bobi Wine, reportedly because she was wearing red insignia that is commonly associated with Kyagulanyi's party.²¹ Police claim her motorcycle crashed, killing her, and claims to be investigating, although no findings have been released.²²
- 17. Daniel Kyeyune, another supporter of Kyagulanyi was killed in February 2020 by an officer of the military's Local Defense Unit, who shot into a crowd waiting to see

- Kyagulanyi's motorcade on its way back from Nabukenya's funeral.²³ The military contested the claims and attempted to discredit bystander cell phone video showing the officer shooting into the crowd and claimed it would investigate, although no findings have been released.²⁴
- 18. A client, who was previously active in the People Power Movement and left Uganda for the United States after being persecuted on the basis of political opinion, reported retaliatory attacks against his family. Police officers detained this client's relative, hoping to learn where the client was located. Shortly thereafter, the client's relative was missing for two days before his body was found.²⁵

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

19. The Advocates' clients and secondary sources report the use of torture against members of opposition groups. One client was active in the Uganda Young Democrats, a wing of the opposition Democratic Party, and later assumed a leadership role in the party. He was arrested and brough to an unknown facility after attending a political rally. While detained, officials covered his face with a sack and beat and tortured him.²⁶

Right or area 13.3. Arbitrary arrest and detention

- 20. The Ugandan police have arbitrarily arrested LGBTI individuals on multiple occasions.²⁷ The Advocates' client Simon confirmed that the police often raided locations where members of the LGBTI community met.²⁸ A group of five to ten people attacked another client after discovering the client having a sexual encounter with a man. Police responded to the scene and detained the client. While detained, officials beat and verbally abused the client.²⁹
- 21. On November 10, 2019, the police arrested 125 individuals in the only LGBTI bar in Kampala, Ram Bar, on supposed Anti-Tobacco Law charges, despite only a few people actually using sisha at the time of the raid.³⁰ "The Ugandan media outlet Kuchu Times reported that victims were dragged and thrown onto police trucks."³¹ Simon described his own arrest the night of the Ram Bar raid, which resulted in abuse by the police, and his firing.³²
- 22. In 2020, the government began using COVID-19 as pre-text for arresting LGBTI individuals and shutting down shelters that accepted LGBT1 individuals.³³ Twenty-three LGBTI youth were arrested from a shelter, which resulted in 19 being charged with "negligent acts likely to spread infectious diseases" and "disobeying legal orders" and being detained without access to lawyers or medical treatment, including anti-retroviral medications.³⁴
- 23. Multiple sources report that LGBTI persons are subjected to physical and sexual violence while in detention. Simon reports that he and his boyfriend were arrested after an acquaintance reported them police. During the three days they spent in detention, police officers subjected Simon and his boyfriend to anal examinations and physical abuse. Simon confirmed that almost every gay man was forced to undergo an anal examination while detained.³⁵ Other detained individuals forced them to perform sexual acts.³⁶ Simon also reported being harassed because of his sexual orientation through threats and slurs.³⁷ On October 21, 2019, police arrested 16 individuals associated with Let's Walk Uganda, a program advocating for LGBTI youth. A doctor forcibly administered anal examinations of these individuals.³⁸

- 24. Ugandan security forces have also carried out arbitrary arrests against political opposition leaders, including arresting Kyagulanyi when he tried to access a scheduled campaign event. ³⁹ Multiple individuals have been killed at protests and events held by opposition leaders. ⁴⁰ On two occasions, government officials arbitrarily detained a client. ⁴¹ One client, who was active in protesting against the ruling party, was detained by government officials on two occasions. During the first incident, which stemmed from the client's participation in the People Power Movement and in protests against the ruling party, officials detained, interrogated, and hit him. In a separate incident, two men detained and interrogated the client after the client posted anti-governmental opinions on social media. The client faced additional interrogation after these individuals brought him to a police station. Officials detained and interrogated his mother and brother, also torturing his brother in the process. ⁴²
- 25. Another client, who was a youth mobilizer in the People Power Movement, reported that two individuals, one wearing a military uniform, forced her into their vehicle and subsequently questioned and severely beat her.⁴³

Right or area 14.3. Freedom of opinion and expression

- 26. Members of the LGBTI community in Uganda report that they are forced to hide their opinions on sexuality or gender identity. Many members of the LGBTI community have experienced violence. In this light, over 54% of respondents to a survey of LGBTI individuals reported violence from family members. 44 The Advocates' client Simon shared that, both as a youth and an adult, he experienced psychological harm and trauma because he identifies as gay. 45 He reported that he and other members of the LGBTI community are forced to lead secret lives to avoid harassment, discrimination, and violence from employers, landlords, the police, and private citizens. 46 Simon described how others suspected him as being gay if he was not seen with women or dressed in bright or tight clothing. 47
- 27. Ugandan officials reportedly often use a law that prohibits defrauding a person by misrepresenting oneself as another in order to arrest transgender individuals, despite lacking evidence of intent to defraud.⁴⁸

Right or area 14.5. Freedom of association

- 28. Uganda's Constitution and laws grant freedom of association, but the government restricts local organizations, especially those advocating for human rights of LGBTI persons.⁴⁹
- 29. Members of the political opposition have also faced barriers to free association. Wine and other members of the opposition have received pushback from the ruling party. Wine was arrested in November 2020 and March 2021.⁵⁰ Ahead of the 2021 presidential election, officials detained hundreds of opposition members.⁵¹ Reports of torture, including electric shocks, waterboarding, and extended solitary confinement, accompanied the arrests.⁵²
- 30. The Advocates' client Simon described how he and others in the LGBTI community could only meet in homes or safe spaces, not public places. The only known public LGBTI meeting spot was raided by police.⁵³ See paragraph 22. However, even meeting in homes does not guaranty freedom of association for or safety of LGBTI individuals. See paragraphs 36-37.

Right or area 14.6. Right to private life, privacy

31. See paragraphs 9-10, 32 and 37.

Right or area 16. Right to an effective remedy, impunity

- 32. The Ugandan government is "reluctant to investigate, prosecute, or punish officials who committed human rights abuses, whether in the security services or elsewhere in the government." On November 26, 2016, police and military officials killed over 100 people in Kasese, a town in Western Uganda. The government failed to hold the perpetrators accountable, prompting one report to call the Ugandan army a "beacon of impunity."
- 33. One client pressed charges of theft against another individual. At a preliminary court hearing, the defendant spoke of the client's sexual orientation. The client dropped the charges for fear of being arrested for homosexuality.⁵⁷

Right or area 19. Rights related to marriage & family

34. Same-sex marriage is criminalized in Uganda. See paragraphs 9-10 and 39.

Right or area 22.3. Right to adequate housing

35. LGBTI individuals in Uganda face discrimination in housing. Simon and his boyfriend were evicted from their apartment after his neighbors complained that having a gay couple in building was a "bad influence." He and his partner moved to another apartment and still were subject to harassment. Simon described how a straight person befriended his boyfriend in order to blackmail them, threatening to out them to the police. This person assaulted Simon's boyfriend, stole their money and phones, and still reported them to the police for being homosexual. Simon again lost his housing after police arrested him for being gay, revealing his orientation to his neighbors and landlord. A different client was forced to leave his residence after being discovered having sex with a man. See also paragraph 22. Many LGBTI individuals, in addition to receiving blame for the virus, have been unable to work as result of the COVID-19 pandemic, exacerbating what is often an already precarious financial situation. Evictions of LGBTI individuals have forced many to return to unsafe living situations.

Right or area 23.1. Right to work

36. LGBTI individuals in Uganda experience employment discrimination. Simon attested to the difficulties in obtaining and maintaining employment as a LGBTI person, especially for those with less education (See paragraph 40). Simon explained "Being queer and uneducated in Africa is the worst thing." At one job, Simon's employer threatened to investigate him for being gay, leading to Simon quit out of fear. Simon tried working in a more remote position with the hope that having less interaction with other employees would lessen his chance of being outed to his employer or the police, but ultimately was fired after being arrested at Ram Bar (see paragraph 22). Simon's boyfriend has lost all of his jobs due to his sexual orientation, a fact which is exacerbated by the fact that his boyfriend has less education.

Right or area 24. Right to health

37. LGBTI individuals suffer discrimination in access to health services.⁶⁹ LGBTI patients are often turned away from services or worse.⁷⁰ Simon described how his friend was beaten by her doctor because the doctor suspected that she was a lesbian.⁷¹

38. Police also shut down a health care event hosted by an LGBTI advocacy group on government orders.⁷² See paragraph 26.

Right or area 25. Right to education

39. LGBTI individuals experience discrimination in accessing their right to education. Simon described how actual or perceived LGBTI students are often harassed in school by professors and other students and face the threat of being kicked out for being homosexual. 73 In high school, his classmates harassed him for having a "soft voice" and having little interest in sports. 74 "People thought being gay was untraditional, not African". 75 He feared self-identifying as gay because of the harassment he already faced. 76 Simon felt he had to be secretive around professors and teachers to avoid additional harassment or potential violence, and knows of other LGBTI students who faced harassment and had to leave school. 77

Right or area 36. Human rights defenders

40. Simon described how LGBTI activism has to remain underground because they are constantly threatened and harassed.⁷⁸ Shelters assisting LGBTI individuals get raided.⁷⁹ See paragraph 24.

IV. RECOMMENDATIONS

- 41. This report offers the following recommendations for the Government of Uganda:
- Adopt a moratorium on punishing individuals under Chapter XIV Section 145(a) and 145(c), with a view to repealing the same and decriminalizing homosexuality.
- Repeal all sections of the Sexual Offenses Bill, 2019 that criminalize or increase punishments for same-sex relations between consenting adults, impose reporting obligations on family members' of LGBTI individuals, or allow for prosecution of LGBTI Ugandans participating in consensual same-sex relations outside of Uganda.
- Prevent the introduction of any new laws that further criminalize homosexuality, increase punishment for homosexual acts between consenting adults, or lead to discrimination of LGBTI individuals.
- Investigate all attacks on LGBTI individuals and their community and prosecute perpetrators of such attacks.
- Stop pre-textual arrests of LGBTI individuals.
- Enact laws prohibiting discrimination against LGBTI persons, including in education, housing, employment and access to services.
- Take active steps to improve the public's opinion of the LGBTI community with the goal of preventing discrimination and harassment of and violence towards LGBTI individuals.
- Carry out prompt, impartial, effective, and transparent investigations of the deaths of opposition leaders, and ensure effective prosecutions of those allegedly responsible
- Investigate claims of arbitrary arrests and attacks against political opposition and publish all findings of such investigations.

¹ Report of the Working Group on the Universal Periodic Review: Uganda, (December 27, 2016) UN Doc. A/HRC/34/10 ¶ 117.1 Decriminalize consensual same-sex conduct, starting with the repeal of laws governing unnatural offences and indecent practices, and investigate and prosecute cases of discrimination, intimidation and attacks on lesbian, gay, bisexual, transgender and intersex persons and organizations (Canada); ¶ 117.3 Take further measures to combat and prevent all forms of discrimination and social stigmatization, including on the grounds of sexual orientation and gender identity; ¶ 117.4 Take measures to combat rules, practices and stereotypes that cause discrimination and violence against lesbian, gay, bisexual and transgender persons, particularly those that are an attack against their dignity and self-determination with respect to their sexual orientation (Colombia); ¶ 117.9 Decriminalize same-sex relationships between consenting adults (Czechia); ¶ 117.14 Repeal the legal provisions that provide for the criminalization of lesbian, gay, bisexual, transgender and intersex persons, in respect of the principle of non-discrimination (France); ¶ 117.23 Adopt measures to combat and prevent discrimination and social stigmatization, in particular of persons with disabilities, persons with albinism, and on the grounds of sexual orientation or gender identity (Guatemala); ¶ 117.27 Investigate and prosecute State actors and individuals perpetrating violence against LGBTI persons (Iceland); ¶ 117.31 Repeal the law against homosexuality, which facilitates discrimination against lesbian, gay, bisexual and transgender people, encourages harassment and violence against them and imposes sentence of imprisonment for the offenses of homosexuality, same-sex marriage and "aggravated homosexuality" (Mexico); ¶ 117.36 Increase access to sexual and reproductive health services for vulnerable groups, including sexual minorities, by raising the health budget to 15 percent in line with the Abuja Declaration on Roll Back Malaria I Africa (Netherlands); ¶ 117.38 Respect, protect and promote the human rights of all persons without discrimination on any grounds, including sexual orientation, gender identity or same-sex relationships between consenting adults (Norway); ¶ Decriminalize consensual same-sex sexual relations, delegalize discrimination against lesbian, gay, bisexual and transgender persons and discourage harassment and violence against them (Slovenia); ¶ 117.48 Amend the law against homosexuality and the Penal Code, which criminalizes homosexual conduct (Spain); ¶ 117.49 Take all necessary measures to ensure that the human right to non-discrimination is applied and that the human rights of all persons, including lesbian, gay, bisexual, transgender and intersex persons, are fully respected and protected (Sweden); ¶ 117.54 Repeal the provisions of the penal code that penalize same-sex relations between consenting adults and put an end to the detention and harassment of LGBTI activists and allow them to freely exercise their right to assembly and peaceful protest (Uruguay); ¶ 117.58 Adopt the necessary measures to repeal all legislation that discriminates against and penalizes persons because of their sexual orientation (Argentina); ¶ 117.59 Repeal the Penal Code provisions criminalizing sex between consensual same-sex partners and remove discriminatory language against lesbian, gay, bisexual, transgender and intersex persons or minority groups or their supporters (Australia); ¶ 117.61 Repeal all legislation giving rise to discrimination against people on grounds of their sexual orientation or gender identity and refrain from reintroducing the Anti-Homosexuality Act, annulled by the Supreme Court in 2014 (Austria) ¶ 117.64 Decriminalize same-sex relations and review national legislation with a view to promoting equality and preventing discrimination of any kind (Brazil).

https://www.state.gov/wp-content/uploads/2021/03/UGANDA-2020-HUMAN-RIGHTS-REPORT.pdf.

² Report of the Working Group on the Universal Periodic Review: Uganda, (December 27, 2016).

³ Report of the Working Group on the Universal Periodic Review: Uganda, (December 27, 2016); Uganda Penal Code Chapter XIV (accessed: June 6, 2021 https://www.refworld.org/docid/59ca2bf44.html).

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- ¹⁶ Interview with asylum client named Simon (June 17, 2021).
- ¹⁷ Interview with asylum client named Simon (June 17, 2021).
- ¹⁸ Interviews are hereinafter referred to as "Interviews conducted by The Advocates (2019)." Details have been removed to maintain confidentiality and to protect the identities of clients and their families.
- ¹⁹ Interviews conducted by The Advocates (2019).
- ²⁰United States Bureau of Democracy, Human Rights, and Labor, "Uganda 2020 Human Rights Report," accessed Apr. 6, 2021, https://www.state.gov/wp-content/uploads/2021/03/UGANDA-2020-HUMAN-RIGHTS-REPORT.pdf
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- ⁶³ Interviews conducted by The Advocates (2019).
- ⁶⁴ Nita Bhalla and Alice McCool, *RPT-FEATURE-Arrests*, evictions and scapegoating: Coronavirus takes a toll on *LGBT*+ Africans, Reuters, Apr. 16, 2020, https://www.reuters.com/article/health-coronavirus-lgbt-africa/rpt-feature-arrests-evictions-and-scapegoating-coronavirus-takes-a-toll-on-lgbt-africans-idUSL8N2C40JE.
- ⁶⁵ Interview with asylum client Simon (June 17, 2021).
- ⁶⁶ Interview with asylum client Simon (June 17, 2021).
- ⁶⁷ Interview with asylum client Simon (June 17, 2021).
- ⁶⁸ Interview with asylum client Simon (June 17, 2021).
- ⁶⁹ United Kingdom Home Office, "Uganda: Sexual Orientation and Gender Identity and Expression," (April 2019), accessed Apr. 6, 2021,
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- ⁷⁰ Interview with asylum client Simon (June 17, 2021).
- ⁷¹ Interview with asylum client Simon (June 17, 2021).
- ⁷² United Kingdom Home Office, "Uganda: Sexual Orientation and Gender Identity and Expression," (April 2019), accessed Apr. 6, 2021,
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- ⁷³ Interview with asylum client Simon (June 17, 2021).
- ⁷⁴ Interview with asylum client Simon (June 17, 2021).
- ⁷⁵ Interview with asylum client Simon (June 17, 2021).
- ⁷⁶ Interview with asylum client Simon (June 17, 2021).
- ⁷⁷ Interview with asylum client Simon (June 17, 2021).
- ⁷⁸ Interview with asylum client Simon (June 17, 2021).
- ⁷⁹ Oral Interview with Simon, June 17, 2021.