Key Words: sexual orientation, gender identity and expression, SOGIE, gay, lesbian, bisexual, transgender, LGBT, freedom of association, freedom of assembly, torture and other ill-treatment.

Executive Summary

1. The present joint submission, prepared by GayBelarus and the Sexual Rights Initiativeⁱ (SRI), focuses on developments in the situation of the human rights of lesbian, gay, bisexual and trangender (LGBT) persons in Belarus since the 1st cycle of the UPR. Section A summarizes progress and gaps in the implementation of recommendations from 1st cycle of UPR. Section B provides a background for the situation of human rights of LGBT persons in Belarus. Section C describes concerns related to restrictions on freedom of assembly and association, allegations of torture and ill-treatment and bias motivated violence. In section D, GayBelarus and SRI make a number of recommendations for action by the government in the areas of concern listed.

A. Progress and gaps in the implementation of recommendations from 1st cycle of the UPR

2. In the 1st cycle of the UPR no specific recommendations were made to Belarus to address violations of the human rights of LGBT persons. In general, the concerns and recommendations made by the United Nations human rights mechanisms have, for the most part, neither been implemented nor followed up on. They include shortcomings of rule of law institutions, lack of accountability for human rights violations and thus ensuing impunity. On 18 April 2013, in his report the Special Rapporteur on the situation of human rights in Belarus recommended that the government of Belarus "investigate promptly allegations of violent incidents perpetrated because of actual or perceived sexual orientation, and establish a system to record such incidents". However, the recommendation was ignored by the government of Belarus.

B. Background

- 3. Belarus was the third republic of the former USSR to abolish criminal sanctions for homosexuality in 1994, however, there have been no other efforts to ensure that legislation protects the rights of LGBT persons in Belarus. The currently effective legislation provides no protection to victims in cases of discrimination on the grounds of sexual orientation and/or gender identity and/or gender expression. While the Belarusian Constitution forbids discrimination, sexual orientation, gender identity and gender expression are not on the list of social characteristics on the basis of which discrimination is legally prohibited.
- 4. LGBT persons in Belarus face very high levels of negative stereotyping and social prejudice, and these attitudes are supported at the highest level by President Lukashenka. In March 2012, following a statement by the German Foreign Minister, Guido Westerwelle, explaining that Germany was withdrawing its ambassador in protest at human rights violations in Belarus, Lukashenka retaliated: "When I heard him whoever he is, gay or lesbian talking about dictatorship, I thought it's better to be a dictator than gay." In March 2013, Lukashenka stated that he could not "forgive" homosexuality in men, and in April 2013 he stated, "We should not be forced to introduce same-sex marriages. This will not happen in the near future. That is for sure, when I am the president." In July 2013, Lukashenka condemned same-sex marriages as a "tragic sin of a general spiritual crisis and the Western world's blindness."
- 5. Amendments to the Criminal Code were adopted on 15 December 2005 (Law of the Republic of Belarus, no. 71-Z). These include provisions containing vague wording, which provides wide discretionary powers to the authorities allowing them to label activities of LGBT groups as illegal attempts to discredit or harm the Belarusian State. Some of these provisions are discussed here.

- 6. Article 193-1 criminally persecutes the coordination of activities by an association or a foundation which has not been registered or has been suspended or liquidated. Bearing in mind that all Belarusian LGBT groups do not have any legal status, anyone who organizes such activities may face a fine and six months imprisonment, and in vaguely defined "serious cases" they can be subjected to a "restriction of freedom" for up to two years. Since 1999, the government of Belarus has been reluctant to register LGBT organizations.
- 7. Article 293-1 makes "training or other forms of preparation" for mass demonstrations, or financing such actions illegal, and punishable by imprisonment for up to six months, or a "restriction of freedom" for up to three years. Training or preparation of people for participation in group activities which "grossly violate public order," as well as the financing or material support of such activity, can also lead to a jail term of up to two years (Article 342).
- 8. Article 369-1 on "discrediting the Republic of Belarus" punishes those who provide "false information" to a foreign government or organization, which is interpreted to mean the misrepresentation of the political, economic, social, military or international situation of Belarus, its government agencies or the legal situation of its citizens. Such actions are punishable by six months in jail, or a "restriction of freedom" for up to two years.
- 9. The restrictive Law on Mass Events limits freedom of assembly and expression. The law requires demonstrators to apply for permission to local authorities and stipulates that public events cannot take place within 200 metres of underground stations and pedestrian crossings. It also requires organizers to take responsibility for public safety measures, as well as measures connected with medical services and cleaning up after the action, all of which they need to finance. As a result of these provisions, many applications for the holding of demonstrations have been turned down. Only one LGBT event has been sanctioned by the authorities of Belarus since 1999.
- 10. Currently there is a joint NGOs' initiative in Belarus to draft an anti-discrimination law that would help to deal with inequality in the society. The initiative is supported by different mainstream and LGBT organizations, though some of them are sceptical about the chance of such law to be adopted due to the hostile environment described above.
- 11. As a State party to the International Covenant on Civil and Political Rights (ICCPR) Belarus has an obligation to respect and ensure the rights of all those on its territory without discrimination on any of the grounds prohibited under international law, including gender identity, gender expression and sexual orientation. Furthermore as a State party to the UN Convention against Torture, Belarus has an obligation to prevent torture, or other cruel, inhuman or degrading treatment or punishment, and to ensure that allegations of torture and other ill-treatment are promptly, thoroughly and impartially investigated.

C. Situation of human rights of LGBT persons

Restrictions on freedom of peaceful assembly

- 12. State authorities frequently prevent and interrupt activities of LGBT initiatives. Since 1999, all applications for the holding of LGBT events (with only one exception in February 2011 in Minsk)^{ix} have been turned down by the government and in many cases LGBT gatherings have been attacked by the police. From 2009 2013, GayBelarus has documented numerous violations of the right to peaceful assembly of LGBT persons. Some of these violations are discussed here.
- 13. On 12 February 2009, an application by a group of 20 people to hold a small public awareness action about LGBT issues was refused by the Homiel city administration. They said that the application did not include copies of contracts with the local police department, the health clinic and the waste disposal services to cover the expenses of ensuring public order, safety and for cleaning up after the action. A similar request

- submitted to the Minsk authorities was also denied.^x Activists in Homiel appealed the city administration's decision to District Court. The Homiel District Court held that the application had been refused in accordance with the Law on Mass Events and turned down the appeal.^{xi}
- 14. In December 2009, a court in Minsk fined LGBT activists, Alyaksandr Haharyn 105 000 rubles (\$35), Syarhey Androsenka 875 000 rubles (\$300) and Syarhey Pradzed 350 000 rubles (\$120) for participating in an unsanctioned protest in front of the Iranian embassy. The activists demonstrated to protest the use of capital punishment of LGBT persons in Iran. The Minsk City Court and the Supreme Court subsequently upheld these fines. On 21 June 2010, Androsenka and Pradzed filed individual communications to the UN Human Rights Committee complaining about violation of their right to freedom of assembly.^{xii}
- 15. On 8 May 2010, the Minsk City Executive Committee refused permission for a march to celebrate Slavic Pride on 15 May because the proposed route was within 200 metres of an underground station and pedestrian crossings, which contravenes the Law on Mass Events. A group of demonstrators organized a peaceful march on 15 May regardless of the refusal. Five of the demonstrators were detained for three hours and another seven were detained over the weekend. On 17 May, the detained activists were sentenced to fines.
- 16. On 11 October 2010, police in Minsk arrested the activist, Syarhey Pradzed for staging a one-man protest to mark International Coming Out Day. He was held in custody overnight, charged with violation of the Law on Mass Events and fined 700 000 rubles (\$235). xiv
- 17. In April 2011, the Minsk City Executive Committee rejected applications from LGBT activists to hold a Day of Silence rally on the grounds that it would take place within 200 metres of an underground station and pedestrian crossings, which contravenes the Law on Mass Events.*v
- 18. In May 2011, the Minsk City Executive Committee denied an NGO, IDAHO Belarus the permission to hold an Equality Day Event coinciding with the International Day Against Homophobia and Transphobia (17 May), despite the Organising Committee submitting over a hundred applications suggesting different potential locations for a rally.^{xvi} Authorities of Minsk cited traffic issues, repair work near the proposed locations and other technical problems as reasons for denying public events.
- 19. On 18 July 2011, a member of IDAHO Belarus, Natallya Pradzed held a one-woman protest in front of the Minsk City Executive Committee's headquarters, protesting against violations of human rights, abuse of power and the disrespectful actions of the police. She was arrested, charged with violation of Article 23.34-1 ("violation of the procedure of organization or holding of mass events") of the Code of Administrative Offences and detained for 10 days. The Moscow District Court found it appropriate to penalize Natallya Pradzed with administrative arrest bearing in mind her status as a student and lack of income. **vii**
- 20. In October 2011, a request to hold a march for Minsk Pride on 22 October on the outskirts of Minsk was refused by the Minsk City Executive Committee on the grounds that the march would have passed within 50 metres of public buildings, which contravenes the Law on Mass Events. An appeal to the Moscow District Court in December was turned down. *Viii*
- 21. In May 2012, authorities of Minsk denied permission to hold public LGBT events planned for the International Day against Homophobia and Transphobia citing technical reasons and repair work near the proposed locations as reasons for denying the protest. These included a picket in front of the Belarusian People's Front headquarters, as well as pickets of LGBT activists on Nyamiha and Bangalore Squares. xix
- 22. In October 2012, the Minsk City Executive Committee refused to allow a public protest in front of the Ukrainian Embassy in Belarus citing violation of Articles 5 and 9 of the Law on Mass Events. An activist from Amnesty International Belarus had applied for permission to picket the Embassy of Ukraine under the slogan "No law #8711", which refers to the bill intended to ban 'homosexual propaganda' in Ukraine."
- 23. In October 2012, a request to hold a Minsk Pride march was turned down on the grounds that the local authorities were planning an event at the same time and place. **i

- 24. In December 2013, organizers of Minsk Pride reported an unusual amount of obstacles preventing them from holding a week-long event. The Minsk City Executive Committee rejected the organizers' request to hold a march and a rally on two different days, citing "technical" and "timing" problems on the one hand, and inconsistencies with the Law on Mass Events on the other hand. Additionally, organizers had planned events in several private venues, a restaurant, and several clubs. Despite effective bookings, the venues' owners gave pretexts of last-minute water pipe bursts, electricity outages, or hurricanes to cancel the reservations. When verifying these claims, activists found that no such events had taken place, and the venues were open to the public, functioning normally. Activists believe that business owners made cancellations because of the pressure from State authorities for associating with LGBT-related activities.
- 25. On 7 December 2013, police raided an apartment rented by several persons participating in Minsk Pride events. The police copied the passport data of the nine persons who were present and then demanded that they leave the apartment threatening them with possible arrests.^{xxiii}

Restrictions on freedom of association – Refusal to register LGBT organizations

- 26. There are no officially registered LGBT NGOs in Belarus despite the existence of a number of active groups and organizations. State authorities refuse to register not only LGBT but any human rights organizations. NGOs in Belarus are subject to very detailed requirements which can serve as reasons for the authorities to refuse registration in the first place or to liquidate the organization for failure to comply with requirements. For example, the Law on Public Associations requires 50 founding members to register a nation-wide public association. The stringent requirements placed on NGOs, and the consequences of closure and threats of closure which result from a failure to comply with them, do not meet the tests of necessity for a legitimate purpose set out in international human rights law. **xiv**
- 27. Seventy new NGOs were registered in 2013, which is the lowest number of NGOs registered annually since 2005. These registration figures show a bias on the part of the registering authorities against certain types of associations: 53% of them were sports organizations; not one of the registered NGOs focused on women's rights, gender equality, human rights, or any aspect of democratic transformation. ***
- 28. In 2011, the State Security Agency (KGB)^{xxvi} of the Republic of Belarus harassed a teenage member of GayBelarus in Hrodna, questioning him about the organization and its members. Another LGBT activist, Syarhey Pradzed, was questioned by police in Minsk about transgender activists on 21 January. Yet another activist, Maksim Haikou was interrogated in Vitebsk by KGB agents who inquired about the plans of GayBelarus to hold gay pride events in the city. There is documentation of GayBelarus activists being harassed by university authorities and the Ministry of Justice for being members of organization. The plans of GayBelarus activists and the Ministry of Justice for being members of organization.
- 29. In 2011, GayBelarus attempted to register under the name of Alternativa Plyus. On 19 December, the Ministry of Justice rejected the application, citing minor errors in information on two of its 61 founders, such as a misspelled name and an incorrect birth date. xxix
- 30. In December 2012, GayBelarus applied again for registration, this time registering under the name of the national youth public association Human Rights Centre Lambda. The Ministry of Justice wrote refusing registration in February 2013. This time the reason for turning down their application was that the organization did not include in its statute any activities "supporting social maturity and comprehensive development of the Belarusian youth." They further argued the association's name didn't reflect its real aims. They further argued the Justice Ministry's decision to deny official registration to Human Rights Centre Lambda.
- 31. Following the application to register Human Rights Centre Lambda in December 2012, LGBT activists were subjected to a series of police raids and investigations which included incidents of ill-treatment. On the night of 11 12 January 2013, police officers entered a Minsk night club 6A where an LGBT party was taking place. They blocked the exit and interviewed everybody in the club checking their identity documents. The police claimed to be looking for an escaped convict. On the following night a similar incident occurred in Vitebsk at

the 21st Century Club. At about 11pm two duty policemen entered and said that they knew there was a "sexual minorities action" going on at the club. They stayed and watched what was going on for about an hour and then left. Half an hour later a group of police and special police forces entered. They immediately asked everybody to stand facing the wall – men on one wall and women on another. They wrote down everybody's details, and filmed everybody. According to activists, the police officers made homophobic jokes and indecent comparisons. Club 6A was raided again in February, and 40 revellers were taken to a police station for identity checks. Activists reported that nine officers in civilian clothes declared the raid was related to Syarhei Androsenka, leader of GayBelarus, who was "engaged in things that are not supposed to be happening in Belarus". GayBelarus reported that Club 6A, "a space of active Belarusian LGBT life" for "almost ten years", closed down in March. At least eight police raids were registered in January and February 2013. ***

- 32. Following these events 67 of 71 people whose names were on the list of the founding members of the Human Rights Centre Lambda were invited for questioning by the Department for drug control and the prevention of human trafficking of the Ministry of Internal Affairs in 12 different cities. They were called for questioning in connection with various crimes including drug trafficking and rape, but according to activists, the questions were not related to the alleged crimes, but to the founding members' sexual activity and the work of the organization. In many cases the police harassed the activists by arriving at places of their work or phoning up relatives causing embarrassment. xxxxvi
- 33. In August 2013, authorities forced the closure of the Minsk and regional offices of "Vstrecha," an organization that focuses on HIV/AIDS education and support for men who have sex with men. Twice during the year, authorities summoned the organization's coordinator, Vadzim Kruk, for interrogation on the organization's activities, information about other LGBT activists, and his personal life. During the year the Vityebsk regional coordinator for the organization was asked to vacate his office because other NGOs that shared the office space faced pressure from State authorities for associating with LGBT-affiliated organizations. XXXXVIII

Torture and other ill-treatment

- 34. At least three LGBT activists (including Syarhey Androsenka, leader of GayBelarus) were subject to "preventive arrests" by Minsk Police on 15 June 2011. They were planning to participate in the silent protests taking place in Minsk that day. One activist was reportedly severely beaten by the police whilst in custody. XXXXVIII
- 35. Ihar Tsikchanyuk, an openly gay man and drag performer, was one of those questioned by police following the attempt to register Human Rights Centre Lambda in January 2013. He was held in a police station for one hour, beaten and subjected to threats and abuse for being gay before being released without charge. He told Amnesty International that he was undergoing treatment in hospital in Hrodna for a stomach ulcer when on 6 February 2013 two plain-clothes policemen entered the hospital ward and asked him to accompany them to the October District police station. He was taken to a third floor office where the police asked him a serious of questions about the make of his mobile phone, car and shoes. Not understanding the reason for the seemingly pointless questions Ihar Tsikchanyuk refused to answer. He consented to bend down and find out the make of his shoes at which point he was punched in the chest and fell down. He was asked to stand up and police punched him again a total of six times. The police officers then left the room and two different police officers then entered and asked him what he been doing in Minsk in December 2012 when he had gone to attend a meeting of GayBelarus. Ihar Tsikchanyuk refused to answer and then a female police officer entered and knowing Ihar Tsikchanyuk, she started to scroll through the photographs of Ihar Tsikchanyuk in drag that were on his mobile phone and showed the policemen who then started to mock him for being gay and threatened him with violence. The director of the ward on which Ihar was being treated then phoned the police station and demanded that he be sent back to the hospital. The police officers released him and drove him back to the hospital. Ihar Tsikchanyuk complained about the ill-

treatment he had experienced at the police station and on 13 March the Prosecutor's office informed him that there was not enough evidence to start an investigation. xxxix

Bias motivated violence

- 36. Belarus has a penalty-enhancement statute for crimes motivated by racial, national, and religious hatred and discord. Bias motivated speech/violence on the grounds of sexual orientation, gender identity and expression (SOGIE) is not recognized in criminal law. From 2009-2013, GayBelarus has documented numerous instances of hate-motivated violence against LGBT persons, that rarely met with any law enforcement action. Some examples are described here.
- 37. On 24 August 2009, following a dispute at a bar, unknown persons followed and assaulted gay rights activist, Maksim Tsarkou. During the assault the assailants cursed at the victim and shouted homophobic slurs. xlii
- 38. In 2010, at least six physical assaults on LGBT people motivated by prejudice related to SOGIE were reported. Three of them involved serious bodily injury. xiiii
- 39. In 2011, at least five physical assaults on LGBT people were reported in Brest, Homiel, Minsk and Pinsk, one of which involved serious bodily injury and one involved police brutality. xliv
- 40. In 2012, at least three physical assaults on LGBT people were reported, all committed by a group of persons and one resulting in serious injury after the victim disclosed his sexual orientation. *IV* In July, a young gay man was attacked in Minsk by a group of men. Four of them were identified by the police and acknowledged that they attacked him because he is gay. In September, only one of the assailants was prosecuted and sentenced to pay a fine by the Frunzenski District Court of Minsk. In September, a 17 year-old gay student was attacked by classmates in one of the professional schools of Brest. A year prior, the victim had disclosed his sexual orientation to a friend and this became known to his classmates. After the incident, the victim was hospitalised and diagnosed with an open fracture of the nose. He did not lodge a complaint as he did not want to disclose his sexual orientation to the police. In April, activists of the conservative youth organisation Young Front attacked a group of LGBT activists marching with rainbow flags during the Chernobyl Way march for democracy. The LGBT activists were eventually forced to go to the back of the march after their flags were grabbed by members of Young Front. *IVI*
- 41. On 3 March 2013, two gay men were attacked and severely beaten by a group of men outside of gay club in Minsk. On 9 July, following the cyberbullying and harassment of LGBT activists, ultra-nationalist group "European Action Belarus" offered 35 EUR as compensation for information about the home address of the leader of GayBelarus Syarhei Androsenka. XIVIII

D. Recommendations for action:

International obligations

- 42. Bring domestic legislation into line with the country's obligations under international human rights treaties, in particular ICCPR and the UN Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment.
- 43. Comply with all UN Human Rights Committee decisions where it has found violations of freedom of association and assembly.
- 44. Recognize and extend full cooperation to the UN Special Rapporteur on Belarus by engaging in a substantive and constructive dialogue and facilitating a visit to the country.

Freedom of assembly and association

45. Make the following amendments to the Law on Mass Events to bring it into line with the requirements of ICCPR: reduce the restrictions on the location of events to only those which in the particular instance are demonstrably necessary for a permissible purpose recognised in international human rights law; remove the

requirement for organizers to provide for public safety, medical and cleaning services in relation to the event; remove the extensive restrictions on who can organize events; remove the requirement to report financial sources for events; remove Article 15 providing for the liquidation of any organization that fails to abide by that law; amend the definition of pickets to exclude actions by single individuals.

- 46. Allow the registration of LGBT organization GayBelarus.
- 47. Put an end to the pattern of obstruction, harassment and intimidation of NGOs directly and indirectly engaged in the promotion and defence of human rights in Belarus including LGBT groups.
- 48. Immediately abolish Article 193-1 of the Criminal Code criminalizing any activity on behalf of an unregistered organization. While registration may be a legitimate administrative requirement in order to be able to obtain legal personality as an organization, or to obtain benefits such as tax exemption for charities, the failure to register should not be reason to prohibit individuals from exercising their right to freedom of association.

Torture or other ill-treatment

- 49. Ensure that there is a prompt, thorough, independent and impartial investigation into the allegations by Ihar Tsikchanyuk that he was beaten by police and targeted because of his sexual orientation. The officers responsible should be subject to disciplinary and criminal proceedings as appropriate.
- 50. Make amendments to the Criminal Code to include a comprehensive definition of torture as provided for in Article 1 of the UN Convention against Torture.
- 51. Sign, ratify and implement the Optional Protocol to the UN Convention against Torture.

Bias motivated violence

- 52. Enact specific, tailored legislation to combat hate crime, motivated by prejudice related to SOGIE, providing for effective penalties that take into account the gravity of such crimes.
- 53. Collect, maintain and make public reliable data and statistics in sufficient detail on hate crimes and violent manifestations of intolerance against LGBT persons.
- 54. Promptly investigate hate crimes related to SOGIE and ensure that the motives of those convicted of hate crimes are acknowledged and publicly condemned by the relevant authorities and by the political leadership.

¹ The Sexual Rights Initiative (SRI) is a coalition including: Action Canada for Population and Development (Canada); Egyptian Initiative for Personal Rights (Egypt); Federation for Women and Family Planning (Poland); Creating Resources for Empowerment and Action (India); Coalition of African Lesbians (Africa); Akahata Equipo de Trabajo en Sexualidades y Generos (Latin America) and others. www.sexualrightsinitiative.com.

[&]quot; A/HRC/RES/23/15, A/HRC/RES/20/13, A/HRC/RES/17/24.

iii A/HRC/26/44.

iv A/HRC/23/52.

^v Article 22 of the Constitution: "All shall be equal before the law and entitled without discrimination to equal protection of their rights and legitimate interests".

vi http://www.spiegel.de/international/europe/better-to-be-a-dictator-than-gay-germany-slams-lukashenkoover-slur-a-819458.html.

vii http://www.state.gov/j/drl/rls/hrrpt/2013/eur/220256.htm.

viii http://ilga-europe.org/home/guide_europe/country_by_country/belarus/fact_finding_mission_to_belarus.

ix http://www.gayrussia.eu/en/world/1181/.

^{*} http://www.state.gov/j/drl/rls/hrrpt/2009/eur/136021.htm.

xi What is not permitted is prohibited: Silencing civil society in Belarus, London: Amnesty International, 2013.

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- xxix http://gaybelarus.org/naviny/belarus/belaruskuyu-respublikanskuyu-lgbt-arganizacyyu-ne-zaregistravali.html.
- xxx http://spring96.org/en/news/61307.
- xxxi ILGA-Europe Annual Review 2014: Belarus.
- xxxii http://www.state.gov/j/drl/rls/hrrpt/2013/eur/220256.htm.
- xxxiii http://belarusdigest.com/story/attempt-register-lgbt-organisation-belarus-provokes-police-raids-12972.
- xxxiv ILGA-Europe Annual Review 2014: Belarus.
- xxxv http://www.civilrightsdefenders.org/news/campaign-against-lgbt-organisation/.
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- xxxviii http://www.state.gov/j/drl/rls/hrrpt/2013/eur/220256.htm.
- xxxviii ILGA-Europe Annual Review 2011: Belarus.
- xxxix What is not permitted is prohibited: Silencing civil society in Belarus, London: Amnesty International, 2013.
- xl Criminal Code of the Republic of Belarus, Article 64-1, para 9.

x^{li} Chronicles of discrimination and persecution of LGBT community in Belarus in 2009-2013, Minsk: GayBelarus, 2013.

xlii http://www.state.gov/j/drl/rls/hrrpt/2009/eur/136021.htm.

xliii Hate Crimes in the OSCE Region – Incidents and Responses, Warsaw: ODIHR, 2011. xliv Hate Crimes in the OSCE Region – Incidents and Responses, Warsaw: ODIHR, 2012.

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