LEBANON

PERSISTENT DISCRIMINATION AGAINST WOMEN, PALESTINIAN REFUGEES AND LGBTI PERSONS

Amnesty International
Submission to the UN Universal Periodic Review, November 2015

AMNESTY INTERNATIONAL
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EXECUTIVE SUMMARY

This submission was prepared for the Universal Periodic Review (UPR) of Lebanon taking place in November 2015. In it, Amnesty International evaluates the implementation of recommendations made in the previous UPR, assesses the national human rights framework and human rights situation on the ground, and makes a number of recommendations to the government to strengthen the protection of human rights and address human rights violations.

Amnesty International is concerned about the personal status codes which contain discriminatory provisions regarding marriage, divorce, parenting and inheritance, as well as the Law on Protection of Women and Family Members from Domestic Violence which fails to criminalize marital rape and protect women and girls from psychological and economic abuse.

Amnesty International is also concerned about violations of the human rights of long-term Palestinian refugees as well as those fleeing the conflict in Syria and the exploitation and abuse of domestic workers. Torture and other ill-treatment continue to be perpetrated against people in detention and persons perceived to be gay, lesbian, bisexual or transgender continue to be discriminated against.

FOLLOW UP TO THE PREVIOUS REVIEW

WOMEN’S RIGHTS

Lebanon accepted recommendations related to achieving gender equality and combatting gender violence. Amnesty International welcomes that on 1 April 2014 the Law on Protection of Women and Family Members from Domestic Violence was passed. The law includes policing and judicial protective measures which strengthen the protection of women’s rights. However, among the recommendations which Lebanon accepted but failed to implement is one calling for the development of “a comprehensive policy at the national level, consistent with the provisions of the Convention on the Elimination of All Forms of Discrimination against Women” and strengthening “its efforts to eliminate discrimination against women in law and practice”.

RIGHTS OF REFUGEES

Lebanon accepted but has not implemented recommendations to “strengthen efforts to assist Palestinians living in Lebanon who are lacking identity documents” and to “strengthen the capacity of the Lebanese Palestinian Dialogue Commission to assist refugees in Lebanon”. Amnesty International is also disappointed that

3 A/HRC/16/18, recommendations 80.24 (Spain) and 80.25 (Norway).
4 A/HRC/16/18, recommendations 80.39 (Yemen), 80.32 (Norway), 81.26 (Sudan), 84.10 (Finland), 84.11 (Palestine), and 84.12 (UK).
Lebanon rejected 11 recommendations related to discriminatory provisions and other human rights abuses against Palestinian refugees.\(^5\)

**RIGHTS OF MIGRANT WORKERS**

Lebanon also accepted but has failed to implement recommendations to strengthen the right to work and rights at work of migrant domestic workers in line with internationals standards.\(^6\) Domestic migrant workers continue to face exploitation in their workplace.\(^7\)

**TORTURE AND OTHER ILL-TREATMENT**

Amnesty International regrets Lebanon’s failure to implement recommendations related to torture and other ill-treatment which it accepted in the previous review.\(^8\) Since its last UPR, Lebanon has failed to implement measures required of it as a party to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment and its Optional Protocol, including bringing the legal definition of torture in line with the Convention, establishing a national mechanism for the prevention of torture, and amending the Penal Code to criminalize all forms of torture and to provide for penalties appropriate to the grave nature of the crime.

**PREVAILING IMPUNITY FOR HUMAN RIGHTS VIOLATIONS**

Amnesty International also regrets that the government has not upheld its commitments made in the previous review regarding the legacy of the 1975-1990 civil war, including to establish “an independent national body empowered to investigate the whereabouts of missing persons and victims of enforced disappearance” and “a process to identify the victims by setting up a DNA database, exhume mass graves and to set up a national commission on missing persons”.\(^9\) Amnesty International welcomes the government’s decision in 2014 to publicize the findings of investigations conducted by the Official Commission of Investigation into the Fate of the Abducted and Disappeared Persons and concluded in 2000.

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\(^5\) A/HRC/16/18, recommendations 82.27 (Palestine), 82.28 (France), 82.29 (France), 82.30 (Norway), 82.31 (USA), 82.32 (Norway, Finland and Netherlands), 82.33 (Ireland), 82.34 (Brazil), 82.35 (Netherlands), 82.36 (Finland), and 82.37 (Canada).

\(^6\) A/HRC/16/18, recommendations 80.30 (Iran), 80.31 (Brazil), 80.40 (Sri Lanka) and 80.41 (Sri Lanka).

\(^7\) For example, there are no laws that would protect domestic migrant workers’ rights to a weekly day off, monthly salary, or payment of extra working hours.

\(^8\) A/HRC/16/18, recommendations 80.13 (Netherlands, Ireland), 80.14 (Germany), 80.15 (Netherlands, Slovakia and Belgium), 80.16 (Spain), 80.17 (Canada and Belgium), 80.38 (Belgium), 81.4 (Belgium), 84.6 (United States), and 84.7 (Netherlands).

\(^9\) A/HRC/16/18, recommendations 84.4 (Mexico) and 84.5 (Germany).

In April 2011, during a research visit to Lebanon Amnesty International spoke to many relatives of the missing. The families continue to live with the suffering caused by their loss and the uncertainty surrounding the fate of their relatives. The relatives also face legal, financial and administrative problems due to the uncertain fate of their missing relatives.
THE NATIONAL HUMAN RIGHTS FRAMEWORK

LEGISLATION ON WOMEN’S RIGHT TO EQUALITY

Lebanon’s various personal status codes contain discriminatory provisions regarding marriage, divorce, parenting and inheritance. The Nationality Law stipulates that Lebanese women married to foreign nationals cannot pass on their nationality to their children, even if they were born in Lebanon. Children can receive Lebanese nationality from their fathers, but only from their mothers if they were born out-of-wedlock and their father is unknown.\(^\text{10}\) A further exception is when a non-Lebanese woman, who has children from a previous marriage to a non-Lebanese man, subsequently acquires Lebanese nationality through marriage to a Lebanese man; in such cases she can confer her acquired Lebanese nationality onto her non-Lebanese children upon the death of her Lebanese husband. While Lebanese men can pass their nationality to their foreign national spouses after only one year of marriage, Lebanese women married to foreign national spouses cannot do so.

In 2013, Parliament rejected a draft law that would have given women equal rights to men to confer citizenship to their children and spouses, based on the argument that such a reform would have disturbed the country’s demographic balance and stability.\(^\text{11}\)

Denying Lebanese women the right to pass their nationality to their children and spouses violates the fundamental principle in human rights law of non-discrimination.\(^\text{12}\)

LEGISLATION ON THE PROTECTION OF WOMEN FROM DOMESTIC VIOLENCE

On 1 April 2014, Parliament passed the Law on Protection of Women and Family Members from Domestic Violence. It includes measures to enhance the effectiveness of police and prosecutors in addressing domestic violence and provides for the establishment of shelters. However, Amnesty International is concerned that the law fails to criminalize marital rape, to protect women and girls from psychological and economic abuse, and to address the discriminatory personal status laws that make it difficult for women to obtain a divorce or the custody of their children. The Penal Code already criminalizes assault and threats, but these crimes are not explicitly mentioned in the new law’s definition of domestic violence.

\(^{10}\) Children born to Lebanese mothers and foreign national fathers face obstacles in claiming basic rights such as the right to free public education due to Law No. 686 of 1998, which amended Article 49 of Decree No. 134/59, and to health care, employment, and membership of professional bodies (such as syndicates) when they reach the age of 18.


\(^{12}\) The violation of the fundamental principle of human rights law of non-discrimination specifically relates to Articles 2, 3, and 26 of the International Covenant on Civil and Political Rights, which enshrine the principles of non-discrimination on the ground of sex, equality between women and men, and equality before the law.
PROMOTION AND PROTECTION OF HUMAN RIGHTS ON THE GROUND

SITUATION OF REFUGEES FROM SYRIA

Amnesty International commends Lebanon for hosting over 1.2 million refugees from Syria.\(^{13}\) While recognizing the tremendous challenges posed by this mass influx, including its impact on the infrastructure in Lebanon, public services and economy,\(^{14}\) Amnesty International is concerned about discriminatory laws and regulations relating to refugees from Syria.

Entry restrictions

Despite the strain on Lebanon, to its considerable credit it operated an “open border” policy until August 2013 when limitations were imposed on the entry of Palestinian refugees from Syria. In May 2014, Lebanon introduced further entry measures which closed the border to them,\(^{15}\) and since 5 January 2015 a new set of regulations issued by the General Directorate of General Security (GSO) have taken effect for Syrians. The regulations require Syrians to apply for a visa under seven categories.\(^{16}\) For each category, specific documentation must be presented at the border in order to meet the criteria. At the time of writing, the requirements do not include criteria for humanitarian cases such as refugees who are fleeing conflict or persecution and seeking safety in Lebanon.\(^{17}\)

\(^{13}\) The number of refugees registered by UNHCR as of 3 March 2015 was 1,167,521 people; data is available at: http://data.unhcr.org/syrianrefugees/country.php?id=122, accessed on 3 March 2015. In addition, Lebanon hosts 53,070 Palestinian refugees from Syria; data is available at: http://www.unrwa.org/prs-lebanon, accessed on 3 March 2015. Amnesty International continues to call on the international community to fully fund the UN Syria Regional Refugee and Resilience Plan and significantly increase the number of resettlement and humanitarian admission places for Syria’s most vulnerable refugees. For example see Amnesty International, Left out in the Cold: Syrian refugees abandoned by the international community (Index: MDE 24/047/2014).


\(^{16}\) Amnesty International, Lebanon: New entry requirements for Syrians likely to block would-be refugees, 6 January 2015, available at: http://www.amnesty.eu/content/assets/public_statements/Lebanon_New_entry_requirements_for_Syrians Likely_to_block_would-be_refugees.pdf, accessed on 3 March 2015. The new regulations were communicated through a series of circulars by the GSO on 31 December 2014, 13 January and 3 February 2015. The categories include tourism, property ownership, medical appointment, transit, study and sponsorship by a Lebanese national.

Lebanon is not party to the 1951 Convention relating to the Status of Refugees or the 1967 Protocol Relating to the Status of Refugees. However, under customary international law, as well as the International Covenant on Civil and Political Rights and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, Lebanon is obliged not to return individuals to a situation where they would be at risk of persecution or serious human rights abuses.18

Limited legal status
Amnesty International is concerned about the complex set of rules that are applied to Syrian refugees who were already in Lebanon prior to 5 January 2015, which distinguishes between Syrians who are registered with the UN Refugee Agency, UNHCR, and those who are not. Those registered with UNHCR must pledge not to work and those who are unregistered have to be sponsored by a Lebanese citizen.19 In either case, they are required to have a residency permit in order to remain legally in Lebanon. Refugees who break the pledge not to work risk criminal sanctions, such as arrest and detention, limits to livelihood opportunities and a reduction in assistance – all of which increase their vulnerability.20

SITUATION OF PALESTINIAN REFUGEES IN LEBANON
Amnesty International is concerned that discriminatory laws and regulations relating to property, education and work continue to affect nearly 455,000 Palestinian refugees who are registered with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) in Lebanon.21 Even greater restrictions are imposed on at least 3,000 Palestinian refugees who do not hold identity documents (known as “non-ID holders”).22

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18 This is known as the principle of non-refoulement. The principle of non-refoulement also prohibits the rejection of asylum-seekers at the border. As such Lebanon must permit entry to people seeking asylum to assess whether they need to be protected as refugees. Cases of refugees being forcibly returned to Syria have been reported. See for example, Human Rights Watch, “Lebanon: Syrian Forcibly Returned to Syria”, 7 November 2014, available at: http://www.hrw.org/news/2014/11/07/lebanon-syrian-forcibly-returned-syria, accessed on 25 March 2015.
19 Both groups are required to pay a fee of US$200, to obtain a “housing pledge” and lease agreement and to pay around US$75 for various documents; information obtained from an NGO in Lebanon providing legal services, February 2015.
20 In order to renew expired residency permits, each person over 15 years of age is required to pay US$200. As increasingly more Syrians are unable to maintain legal status, freedom of movement and access to health care, education and other essential services are increasingly limited. For example see: Dalia Aranki and Olivia Kalis, Limited legal status for refugees from Syria in Lebanon, Forced Migration Review, September 2014, available at: www.fmreview.org/syria/aranki-kalis, accessed on 11 March 2014.
22 In 2008, the Lebanese authorities issued temporary ID cards valid for one year to some 800 Palestinians as a step towards legalizing their status and to enable them to move freely in the country. In 2009, however, the General Directorate of the General Security prevented further ID cards from being issued, leaving Palestinian refugees to continue facing severe obstacles in accessing essential services such as the registration of births, marriages and deaths; see, for example, Amnesty International, Lebanon: Submission to the UN Universal Periodic Review Ninth session of the UPR Working Group of the Human Rights Council: November-December 2010, 12 April 2010 (Index: MDE 18/002/2010). The submission also highlighted the fact that the children of Lebanese women married to foreign nationals – including Palestinians – are not considered Lebanese citizens and cannot obtain citizenship, and are denied access to free state education.
Palestinian refugees are subject to a discriminatory law introduced in 2001 preventing them from owning or inheriting property.\(^{23}\) Palestinian refugee children are denied access to free public education under a 1998 law which restricts the right to free primary education to Lebanese children.\(^{24}\) Despite amendments in 2010 to some provisions of the laws regulating the employment of Palestinian refugees,\(^{25}\) Palestinians are still barred from working in at least 25 professions requiring syndicate membership, including law, medicine and engineering.\(^{26}\)

**SITUATION OF MIGRANT DOMESTIC WORKERS**

Domestic workers are excluded from the scope of application of the Labour Law, which means that such workers are not protected against labour exploitation and physical, sexual and psychological abuse in their workplace.

In 2013, the Labour Ministry and the Syndicate of Owners of Recruitment Agencies introduced a Code of Conduct to ensure that recruitment agencies promote and respect the rights of domestic workers.\(^{27}\) The Code was introduced by the government in response to a recommendation made in the previous review.\(^{28}\)

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\(^{23}\) Presidential Decree 11614 of 4 January 1969, as modified by Law 296 of 3 April 2001, prohibits persons who do “not carry a citizenship issued by a recognized state” from owning property in Lebanon. The decree provides: “No non-Lebanese person, either natural or juridical... is entitled to acquire through a contract or any other legal deed concluded between living persons, any real property rights in Lebanese territory... No real right of any kind may be acquired by any person that does not carry a citizenship issued by a recognized state, or by any person if such acquisition contradicts with the provisions of the constitution relating to the prohibition of settlement (Tawteen)”.

\(^{24}\) Law No. 686 of 1998, which amended Article 49 of Decree No. 134/59, provides: “Public education is free and compulsory in the primary phase, and is a right of every Lebanese in the primary education age.”

\(^{25}\) In August 2010, the Lebanese parliament approved amendments to Article 59 of the Labour Law and Article 9 of the Social Security Law in relation to the employment of Palestinian refugees. The amendments waived the fees to obtain a work permit by Palestinian refugees born in Lebanon and revoked the reciprocity of treatment policy applying to social security benefits (end-of-service compensation and work-related injuries). The amended text of Article 9 states: “Palestine refugee workers are exempt from the condition of reciprocity stated in the Labour Law and Social Security Law, so that they benefit from the contributions of end-of-service indemnity conditions from which Lebanese workers benefit. Henceforth, the Administration of the Social Security Fund should establish a separate independent account for the contributions belonging to Palestinian refugee workers that does not bring any financial obligation on the Treasury or the National Social Security Fund. Beneficiaries covered by the provisions of this law do not benefit from the contributions of sickness, maternity, and family allowance funds.” In other words, Palestinian workers are required under the amended law to make full contributions to the National Social Security Fund, but only receive partial benefits and are not eligible for maternity leave pay or family allowances.


\(^{27}\) In 2009, the Labour Ministry had introduced a standard employment contract for migrant workers which included a job description and set out the rights and responsibilities of the employer and employee, and the maximum number of working hours.

\(^{28}\) A/HRC/16/18, recommendation 81.24 (Algeria, Norway), “Continue efforts to address the problems in connection with domestic workers with a view to increasing protections for this vulnerable group (Algeria); Establish mechanisms for monitoring the employment of domestic workers (Norway)”. 

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However, the government has not established an inspection mechanism to monitor the enforcement of the Code of Conduct.

TORTURE AND OTHER ILL-TREATMENT
In 2008, Lebanon ratified the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment and the Ministry of Justice submitted a proposal to set up an independent national preventive mechanism to visit detention centres with a view to preventing torture and other ill-treatment. However, this and other measures required to prevent and punish torture have yet to be implemented.

Torture is still a concern in Lebanon. Amnesty International has documented cases of torture and other ill-treatment inflicted on people detained by the army, including military intelligence, following armed clashes between the army and non-state armed groups in the south of Lebanon in June 2013. Amnesty International has also documented the death in custody of Nader al-Bayoumi, who was detained by military intelligence in June 2014. The family were given his body on 27 July 2014. A forensic pathologist who reviewed seven images of Nader al-Bayoumi’s body for Amnesty International concluded that the pattern of bruising on the body was consistent with assault and that an internal haemorrhage may have been the cause of death. The army launched an investigation into his death, but has yet to announce the outcome of the investigation.

RIGHTS OF LESBIAN, GAY, BISEXUAL AND TRANSGENDER PEOPLE
Lebanon has failed to implement a directive from the Minister of Justice in 2012 calling for an end to the practice of anal examination to determine whether a person has engaged in anal sex. Sexual intercourse that is deemed “contrary to the order of nature” is prohibited by Article 534 of the Penal Code. In practice, this Article is used to discriminate against persons perceived to be gay, lesbian, bisexual or transgender.

RECOMMENDATIONS FOR ACTION BY THE STATE UNDER REVIEW
Amnesty International calls on the government of Lebanon to:

National legislation affecting women

- Review current legislation and amend as necessary all discriminatory provisions, including regarding rights in marriage, divorce and inheritance,

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29 For example in January 2014, five men arrested on suspicion of consensual same-sex sexual activities were reported to have been subjected to such examinations by a doctor. The Committee against Torture, the Special Rapporteur on Torture and the Working Group on Arbitrary Detention have raised concerns about the practice of forced examinations. See: Human Rights Council, Report of the Working Group on Arbitrary Detention, Addendum, Opinions adopted by the Working Group on Arbitrary Detention, 2 March 2011, A/HRC/16/47/Add.1.

30 Although a district court ruling in 2009 stated that it is not possible to classify “any human practice or behaviour is contrary to nature”, gay people continue to be arrested and charged under this article.
and the right of women to confer nationality onto their children and spouses;

- Amend Law No. 15 of 1925 relating to nationality to give women equal rights with men to confer their nationality to their children and spouses in conformity with Articles 2, 3, 24 and 26 of the International Covenant on Civil and Political Rights and Article 7 of the Convention on the Rights of the Child;

- Lift all reservations to the Convention on the Elimination of All Forms of Discrimination against Women, including Article 9, paragraph 2, regarding nationality.

**National legislation on domestic violence**

- Amend relevant provisions in law to criminalize marital rape;

- Amend the definition of domestic violence to include the protection of women from psychological, economic and sexual abuse.

**Refugees from Syria**

- Ratify the 1951 Convention relating to the Status of Refugees and its 1967 Protocol;

- Lift restrictions at the border and allow those fleeing the conflict in Syria access to safety and security in Lebanon;

- Remove the fee and other obstacles to the renewal of residency permits for refugees from Syria.

**National legislation affecting the rights of Palestinian refugees**

- Amend Law No. 296 of 3 April 2001 to enable Palestinians in Lebanon to exercise their right to own and inherit property, in conformity with Article 5 of the International Convention on the Elimination of All Forms of Racial Discrimination and relevant provisions in the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights;

- Amend the Labour Law to allow Palestinians equal access to employment in all jobs and professions, to receive equal wages, and to attain job security;

- Make primary education compulsory, free and available to all children, and guarantee respect for its obligations under Article 28 of the Convention on the Rights of the Child and Article 13 of the International Covenant on Economic, Social and Cultural Rights;

- Take all necessary steps to regularize, without delay, the status of “non-ID” Palestinian refugees in Lebanon, including by:
  - Registering all “non-ID” Palestinian refugees under Lebanese jurisdiction, providing them with official identification documents, ensuring that all their children are provided with the necessary registration and documents, and ensuring that the authorities comply with Article 7(1) of the Convention on the Rights of the Child and Article 24 of the International Covenant on Civil and Political Rights, which stipulates that every child has the rights to be registered immediately after birth, to have a name and to acquire a nationality;
• Allowing, with immediate effect, Palestinian refugee students who do not have identification documentations to sit the Lebanese state exams, which give access to higher levels of education.

Abductions and enforced disappearances

• Ratify the International Convention for the Protection of All Persons from Enforced Disappearance;

• Establish a body aimed at guaranteeing the right to truth, justice and reparation of families of victims of abduction and enforced disappearance, and tasked with the following:
  • Locating Lebanese citizens and foreign nationals who were abducted on Lebanese soil and transferred to other countries, and undertaking all efforts to secure their release;
  • Locating and protecting mass graves in Lebanon believed to contain the remains of unidentified victims of the civil war that could belong to those who were subjected to abductions and enforced disappearances, including the three mass graves in Beirut mentioned in the findings from 2000 of the Official Commission of Investigation into the Fate of the Abducted and Disappeared Persons: the St Demetrious Cemetery in Achrafieh, the Martyrs’ Cemetery in Horsh Beirut and the English Cemetery in Tahwita;
  • Locating and protecting other possible mass graves, including the site that was formerly used as a base by Fatah, the Revolutionary Council, where the remains of Alec Collett and another body were found, and investigating whether this site contains remains belonging to other victims of the 1975-1990 civil war;
  • Exhuming the human remains found in these and other mass graves in accordance with international standards, in particular the UN Model Protocol for Disinterment and Analysis of Skeletal Remains;
  • Setting up a DNA database to identify human remains and to allow the families of victims of abductions and enforced disappearances to finally know the fate of their loved ones.

Situation of migrant domestic workers

• Amend the Labour Law to ensure full compliance with international law and standards, including by setting up effective enforcement mechanisms;

• Set up the necessary inspection mechanisms to prevent abuse and ensure regular payment of wages and decent working conditions for migrant domestic workers.

Torture and other ill-treatment

• Expedite the establishment of a robust and independent national preventive mechanism with access to all places of detention in Lebanon;

• Amend the definition of torture in line with the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment;

• Amend articles in the Penal Code to criminalize all forms of torture, regardless of its objective, and to provide for penalties appropriate to the grave nature of the crime;

• Ensure that all allegations of torture or other ill-treatment are effectively and promptly investigated by an independent and impartial body, and that
those responsible for torture or other ill-treatment are brought to justice in
fair trials and without recourse to the death penalty;

- Ensure that statements extracted under torture or other ill-treatment cannot
  be invoked in any proceedings, except against a person accused of torture
  or other ill-treatment.

Rights of lesbian, gay, bisexual and transgender people

- Immediately cease arrests of individuals who are perceived to be lesbian,
gay, bisexual or transgender, under Article 534 of the Penal Code; and to
drop charges against and release unconditionally individuals who have been
arrested under this legislation;

- Implement the Ministry of Justice directive to immediately cease the
practice of anal examinations of individuals under arrest, to immediately
and impartially investigate such incidents, and to bring to justice the
perpetrators;

- Immediately investigate allegations of torture or other ill-treatment by the
police against individuals who have been arrested because they have been
perceived to be lesbian, gay, bisexual or transgender, and ensure that the
perpetrators are brought to justice;

- Review existing legislation and amend as necessary any legislation that
criminalizes consensual sexual activities, in particular Article 534 of the
Penal Code.
ANNEX

AMNESTY INTERNATIONAL DOCUMENTS FOR FURTHER REFERENCE

Lebanon: New entry requirements for Syrians likely to block would-be refugees (Index: MDE 24/002/2015).

Lebanon: Denied refuge: Palestinians from Syria seeking safety in Lebanon (Index: MDE 18/002/2014).

Never Forgotten: Lebanon’s Missing People (Index: MDE 18/001/2011).

31 All of these documents are available on Amnesty International’s website: https://www.amnesty.org/en/countries/middle-east-and-north-africa/lebanon/