

UGANDA: 'WHERE DO WE GO FOR JUSTICE?'



The Abuse of the Rights of Sexual Minorities in Uganda's Criminal Justice System



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Introduction

There have been many reports about the abuse of fundamental rights and freedom of sexual minorities in Uganda. What then is purpose of this report? Is it just another report in the long list of reports on this very sensitive issue in Uganda? Two things have made it necessary to conduct this research and write this report. The first is that all previous reports document cases of abuse of sexual minorities and provide useful statistics. The Civil Society Coalition on Human Rights and Constitutional Law (CSCHRCL) for instance, in a report titled *Uganda Report of Violations Based on Sex Determination, Gender Identity and Sexual Orientation*, document instances of arbitrary arrests, long pre-trial detention, evictions by landlords, limited access to health services among others.

Sexual Minorities Uganda (SMUG) in its report *From Torment to Tyranny, enhanced Persecution in Uganda Following the Passage of the Anti-homosexuality Act, 2014* covering the period December 20, 2014 to May 1, 2014 chronicles the intensity of violations that were sparked off as a result of the enactment of the law. The report provides statistical data on the number of cases reported and the nature of violations. It put the number of reported cases over the period at 162 cases ranging from physical violence, kidnap, arrests, and blackmail to press intrusion.

There have also been other reports by Amnesty International that documented increased homophobia and the use of the law to restrict the space for assembly and association especially for sexual minorities.

This report seeks to go behind the arrests and long pre-trial detention to examine the treatment of sexual minorities within the criminal justice

system and examine the experiences of victims in the criminal justice system. The report seeks to vividly highlight the treatment of sexual minorities in the criminal justice system. It also highlights the response of the criminal justice system to reported cases of criminality against sexual minorities.

Secondly, the timing of this report is important. After the annulment of the Anti-Homosexuality Act (AHA) by the Constitutional Court, an attempt was made to force a re-tableing of a new law on homosexuality. Shortly after the annulment, two Members of Parliament; Hon. David Bahati and Hon Hudson Obua, sought, and were granted leave to table another law on homosexuality.

The MPs went into overdrive collecting signatures from other MPs to petition the Speaker of Parliament to reintroduce a new law. Several MPs from across the political divide found a convergence in an attempt to table a new law. The ruling party subsequently set up a committee to review the pleadings in the AHA petition, the ruling of the court and concerns raised. In a leaked bill named *The Prohibition of Unnatural Sexual offences Bill 2014*, the ruling party committee proposes a more extreme bill than the AHA, in terms of its provision.

There is a possibility that this leaked draft bill will be tabled for enactment in the remaining tenure of this parliament. This report is an attempt to provide some context into the implications of such a law especially on access to justice and the impact within the criminal justice system on sexual minorities.

The report thus provides real-life experiences of sexual minorities in the criminal justice system in Uganda. It is impossible to stop that which is unseen. When we fail to acknowledge the existence of sexual minorities, transgender people, and intersex people, their oppression, whether within the criminal justice system or elsewhere, remains invisible. In documenting these lived experiences of sexual minorities in the criminal justice system in Uganda, Chapter Four Uganda seeks to garner recognition that the violence experienced by LGBTI people is real and distinct.

Key Recommendations

To the Uganda Police

- Immediately cease the use of intrusive, non-consensual, inhuman and degrading anal/rectum examinations of persons of different sexual orientation and gender identity as a means of investigations.
- Provide counseling services and obtain patient consent prior to the conduct of medical procedures during the investigation of alleged crimes.
- Immediately issue practice directives for the conduct of investigations of sexual offences to ensure the observance of fundamental rights of both victims and suspects.
- Urgently investigate all allegations of refusal/disregard to investigate cases reported by persons of different sexual orientations and gender identity to the police and ensure that such cases are duly investigated and prosecuted
- Stop parading arrested suspects to the media; particularly LGBTI individuals who face increased violence as a result of such parade.
- Guarantee sexual minorities right to privacy and confidentiality while reporting abuses to the police. Their sexual orientation per se must not be a crime.
- Institute an investigation into assaults of sexual minorities suspects on the basis of their sexual orientation by the police officers at police stations and make such report public.
- Discipline and refer for criminal prosecution police officers who engage in assaulting of LGBTI suspects and other forms of homophobic treatment while at police installations.
- Investigate and discipline officers engaging in the abuse of the criminal justice process to blackmail and extort money and property from sexual minorities.
- Train officers handling LGBTI related cases on the principle of non-discrimination on the basis of sexual orientation and gender identity.

Methodology

This report is based on information gathered by Chapter Four Uganda between the months of December 2014 and February 2015 in the districts of Buikwe (Lugazi township), Entebbe, Kampala and Mbarara. Chapter Four relied on secondary and primary sources obtained in the research period.

The report focuses on the real life experiences of individuals, who have gone through the criminal justice system on accusation of homosexuality.

The report focuses on the experiences of criminal justice actors; people who on a day to day basis conduct investigations, hear cases, examine victims and suspects

and lawyers who defend or prosecute cases related to sexual minorities.

Chapter Four traced, obtained and reviewed volumes of documents including police statements, police files, court files, charge sheets, medical examination reports, and media reports relating to sexual minorities between the years 2012-2015. In all, 14 police files and 10 court files were obtained. In all, these files contained hundreds of pages of witnesses and suspect statements, taken at various police stations, medical reports from the police doctors and other private medical facilities authorized by the police to carry out medical examinations as part of the formal investigations. The case files were corroborated with interviews with victims, lawyers, medical practitioners and the police officers that handled the cases. These files are on record at Chapter Four Uganda.

Chapter Four Uganda carried out one-on-one interviews with 21 individuals who were arrested by the authorities on allegations of homosexuality. These interviews were conducted in-person, via telephone, email, and via Skype. The identities of the individuals interviewed have been replaced with pseudonyms for their own safety, except for those who agreed for their names to be mentioned in the report. The case file numbers have been cited in full as indicated in the court records or on the police files for ease of reference.

No incentives were offered for the interviews. The respondents voluntarily participated in the research and were informed that the interviews were purposely for research that would lead to the writing and publication of this report. Chapter Four Uganda interviewed two (2)

medical doctors who routinely conduct medical examinations on suspects and victims in homosexuality related cases. These doctors, by their own admission, have between themselves conducted more than twenty-five (25) medical examinations on cases related to homosexuality. Also interviewed were twelve (12) police officers, and eleven (11) activists working with non-governmental organizations (NGOs) dedicated to supporting sexual minorities.

Chapter Four Uganda sent letters to the Inspector General of Police (IGP) and the Director of Public Prosecutions (DPP) requesting for information and clarifications in relation to violations documented in this report. The DPP offered a reply and corresponded with Chapter Four Uganda on two occasions while the IGP did not respond to the letter at the time of compilation of the report. The Police Command Unit (PCU) however, received a copy of the letter addressed to the IGP and committed to follow up the concerns raised in this report.

The report also benefited from secondary data collected by the *Civil Society Coalition on Human Rights and Constitutional Law* and compiled in a report titled *Uganda Report of Violations, based on Sexual Determination, Gender Identity and Sexual Orientation* dated October 2014; two reports compiled by Sexual Minorities Uganda (SMUG) and other related human rights reports.

Background

“Whether there is a law or no law, the discrimination of persons with different sexual orientation and gender identity continues unabated in the Ugandan society. The narrative that describes persons of different sexual orientation as evil and child predatory is being preached in churches, mosques and in the community everyday putting the lives of many in danger...”

Ms. Clare Byarugaba, former co-coordinator of the Civil Society Coalition on Human Rights and Constitutional Law¹

In August of 2014, the Constitutional Court nullified the Anti-homosexuality Act, 2014 (AHA) for having been passed in violation of the rules of procedure of parliament. The court found that the law was passed without the requisite Coram of two thirds required to enact legislation.

The ruling of the court did not delve into the substantive challenges to the Anti-homosexuality Act contained in the main body of the petition. The court did not pronounce itself on the issues of discrimination on the basis of sexual orientation, the broad definition contained in the law such as ‘recruitment into homosexuality’ and ‘promotion of homosexuality,’ among others. The court missed the opportunity to settle these questions and bring to a close in Uganda, the debate on discrimination on the basis of sexual orientation.

The ruling of the court was nonetheless significant in many ways. First, several individuals and organizations that were under investigations or arrests for offences under the AHA such as promoting homosexuality received temporary reprieve as the basis for their investigations were rendered a nullity.²

A case in point is the Walter Reed Project of the School of Public Health Makerere University. The police on August 4, 2014 raided the Nakasero based project, arresting two staff members on allegations of recruiting the youth into homosexuality.³ Although the two personnel arrested were released without charge, the police interrogated several board members of the project and no charges have since been brought against them.

Secondly, the nullification of the AHA halted a dangerous precedent from being concretized in a law. It forced a deeper reflection among the political leadership and the general public on the unintended consequences of such legislation on access to public health, economic development

1. Chapter Four Uganda interview with Clare Byarugaba, Kampala, February 2nd, 2015

2. In fact, no known prosecution was ever commenced under the AHA even though many of the arrests were done under the pretext of the law after it was passed. All the cases recorded at police and in court were prosecuted under the provisions of the Penal Code Act. They were either terms as sodomy, acts of gross indecency or having carnal knowledge of a person against the order of nature. See Promoting ‘Morals’ by Dehumanizing Suspected LGBTI Persons? A critique of the enforcement of the Law Criminalizing Same Sex Conduct in Uganda, HRAF and CSCHRCL, October 2013 (available at http://www.hrapf.org/sites/default/files/publications/section_145_research_report_full_version.pdf accessed on February 16, 2015)

3. A police file General Enquiries File (GEF): 51/14 was opened March 15, 2014 based on ‘intelligence information.’ An initial report obtained by Chapter Four Uganda prepared on March 8, 2015 by No. 25809 D/Sgt. Mifitundinda Edward addressed to the IGP concluded that ‘the US Government is sponsoring the research on HIV, Makerere University Walter Reed Project, which is also recruiting homosexuals.’ The report further concluded that ‘there was recruitment of youths ageing between 15-25 years of male only (sic)’

and inclusiveness. At the very least, the legislators will pay attention to the issues raised in the petition, judgment of the court and the debate that ensued post enactment.

The above notwithstanding, the nullification of the AHA has not resolved the deeper societal concerns about discrimination, violence and all forms of abuse towards sexual minorities. Reports indicate increased cases of persecution of sexual minorities. Sexual Minorities Uganda (SMUG) in its report *From Torment to Tyranny, enhanced Persecution in Uganda Following the Passage of the Anti-homosexuality Act, 2014* reported that between the months of December 20, 2013 and May 1, 2014 'there were 162 reported incidences of 'persecution perpetrated against LGBTI people.'⁴

In the report, the number of cases in 2012 was 19, and in 2013, 8 cases representing a significantly low numbering in the previous period. Another report conducted between the periods of October 2013 and April 2014 registered 153 cases of various forms of violations against sexual minorities.⁵ The statistics in the report, verified through LGBTI networks and legal aid clinics, paint a picture of continued and intensified discrimination of sexual minorities in Uganda after the enactment and nullification of the AHA.

Continued criminalization of same sex conduct

Same sex "relations" still remain outlawed in Uganda. Article 31 of the constitution prohibits same sex marriages. Arrests

of sexual minorities or suspected sexual minorities continues to rise due to the continued use of Uganda's *Penal Code Act Cap 120 enacted in 1950*, a piece of colonial legislation that has been maintained as a part of Ugandan law. Some provisions of this colonial rulebook are now the "primary tool" for the harassment of sexual minorities.

For example, Section 145 of this Penal Code title "*Unnatural offences*" provides for life imprisonment of persons found guilty of "having or permitting a male person to have carnal knowledge with a fellow male or female "against the order of nature". The same sentence is prescribed for persons found guilty of having sex with animals.

Section 146 of the same provides for a seven-year jail term for persons found guilty of "attempting" to have carnal knowledge with humans or animals. Additionally, Section 148 of the same code provides for a seven-year jail term for a person who "commits or attempts to procure the commission of any acts of gross indecency" publicly or in private. To date, no prosecution under this law has been successful although it continues to be used on sexual minorities.

Vitriolic rhetoric of government officials

After the Constitutional Court struck down the Anti-homosexuality Act 2014 on August 01st, 2014, the government and anti-gay activists engaged in sensational rhetoric as they came to terms with the ruling of the court. It also presented a moment for a slight change in rhetoric by Uganda's President Yoweri Museveni.

In August 12th, 2014, President Museveni addressed Members of Parliament (MPs) at State House Entebbe where he signaled a

4. Sexual Minorities Uganda (SMUG) report *From Torment to Tyranny, enhanced Persecution in Uganda Following the Passage of the Anti-homosexuality Act, 2014* at page.2.

5. See Uganda Report of Violations Based on Sex Determination, Gender Identity and Sexual Orientation

major change of rhetoric. While reminding them that the anti-gay law was not a 'priority' for Uganda's development, he is quoted to have observed;

"A country which has no vision punishes a divided house. We need to work together through consensus and use of collective methods.... This is now an issue of Semusota guli muntamu (a snake which has entered into a cooking pot – a local proverb used to describe a delicate situation which if not carefully handled, would result in major catastrophe). If we try to kill the snake, we may break the pot, if we don't, we won't" - President Yoweri Kaguta Museveni

The President further reportedly complained that his advice on the drafting of the annulled anti-gay law was *ignored*. As he commissioned a 10-member committee chaired by the Vice President Edward Kiwanuka Sekandi to draft a new anti-gay bill, he cautioned the committee to '**study the petition**' which successfully got the anti-gay law nullified.

As the Speaker of Parliament Rebecca Kadaga and a number of MPs passionately swore to pass the bill when it gets to Parliament, President Museveni cautioned them to debate the law without any emotional feelings. Speaker Rebecca Kadaga, in an extensive interview with the State owned New Vision newspaper, lambasted judges of the court over the annulment of the AHA and was further quoted saying,

"Now that we have the 207 signatures (of MPs who had informally vowed to vote for the new anti-gay bill which was even not yet drafted), the rest (passing of the new anti-gay bill) is going to be smooth" ⁶

Pastor Martin Ssempe reacted by promising that, *"We (anti-gay movement) want to join with the Attorney General to appeal this to the Supreme Court. This decision is a legal travesty. It is an insult to all family-culture-loving people in Uganda"*⁷. He questioned the independence of the judiciary and wondered why a '*conservative religious judge ... like Justice Remy Kasule... (was) not included on the bench*'⁸. Ssempe further questioned whether there had been a conspiracy by the government since the President was travelling to Washington DC for the US-Africa Summit. President Museveni denied these allegations in an interview⁹ with Agence France Press.

Increased number of LGBTI fleeing the country

As a result of the continued discrimination, violence and harassment, LGBTI people continue to seek refuge out of Uganda. Statistics on the numbers seeking asylum is scanty but the CSCHRCL reported that in the aftermath of the enactment of the AHA, 25 cases were registered. Kenya's National Gay & Lesbian Human Rights Commission also noted close to 20 cases of Ugandans seeking asylum in Kenya.

6 Kadaga Blasts Court on Gay Law, The New Vision August 17, 2014

7 Uganda: Ssempe claims governmental conspiracy after anti-gay law overturned: <http://www.pinknews.co.uk/2014/08/04/uganda-ssempe-claims-governmental-conspiracy-after-anti-gay-law-overturned/>

8 Ibid

9 Museveni denies Uganda forced to drop anti-gay law: <http://mg.co.za/article/2014-08-02-museveni-denies-uganda-forced-to-drop-anti-gay-law>

This is a large increase from 2013 where the NGO noticed only five such cases.¹⁰

According to an online blog, there were an estimated 60 members of Uganda's LGBTI community in refugee camps by 2014.¹¹

Due to the sensitivity of the circumstances under which these persons fled Uganda, Chapter Four Uganda resolved not to make public their identities or the countries they have found peace and comfort in.

“A country which has no vision punishes a divided house. We need to work together through consensus and use of collective methods.... This is now an issue of Semusota guli muntamu (a snake which has entered into a cooking pot – a local proverb used to describe a delicate situation which if not carefully handled, would result in major catastrophe). If we try to kill the snake, we may break the pot, if we don't, we wont”

President Yoweri Kaguta Museveni

¹⁰ Ibid

¹¹ <http://oblogdeeblogda.me/2014/06/16/ugandan-gays-in-kenya-desperate-sick-and-fear-death/>

Understanding case flow in the criminal justice system

The prosecution of all criminal cases is vested in the Director of Public Prosecution (DPP) and all criminal cases are instituted in the name of the State. The DPP supervises over case investigations, and conducts prosecution through Resident State Attorneys (RSAs). Cases are investigated by the Uganda Police (UPF) though the Directorate of Criminal, Investigation and Intelligence Department (CIID).

The criminal justice system in Uganda revolves around the police, the Director of Public Prosecutions (DPP), courts of law, and the Uganda Prisons which detains the accused persons during trial.

Any persons with complaints of a criminal nature is at liberty to visit any police station to register a complaint and later receive a police reference number, often abbreviated as CRB or SD REF. In some instances, the police open a General Enquiry File (GEF) if the reported allegations of criminality are of a general nature. Complainants are required to have their statements recorded with the help of an assigned police officer. The complainant is then required to read and confirm that what has been recorded is accurate. Also complainants are at times asked to provide potential witnesses to corroborate their cases. The police have the powers to summon anyone for interrogation to help with investigations into a reported case. The police also seek medical examinations in cases where it is deemed necessary. These medical examinations are conducted by police doctors or private doctors authorized by the police. Medical examinations results are recorded in police forms PF 3 or PF 18.

Once a case has been deemed to be of merit, the police proceed to seek the accused persons. It is mandatory that the police issue criminal summons in the event that potential witnesses or accused person are uncooperative.

During investigations, the police can conduct searches at the suspects' houses or work places in the event that such a search could yield evidence.

The head investigator then forwards the complete police file containing all the statements and preliminary evidence obtained to the Resident State Attorney (RSA)¹² for perusal and legal advice.

The RSA may then arrive at any of the following conclusions.

1. Sanction the file if he or she finds a *prima facie* case against the accused and order that he or she be produced in court at the earliest opportunity to answer to the charges alleged against him or her.
2. Order the police to close the file if there is no *prima facie*¹³ due to insufficient evidence.
3. The RSA may also direct the police criminal investigations department to release the accused on police bond and proceed with further investigations.

¹² Resident State Attorney is a representative of the Director of Public Prosecutions in a respective magisterial area. He or she exercises the powers of a prosecutor in criminal trials.

¹³ A fact that is presumed to be true on the face of it unless it is rebutted

If the RSA prefers the case to court, a court case number will be obtained and the accused will then be arraigned before the court to take plea.

While before the court, the accused has the option to either take a plea of guilty or a plea of not guilty. If the accused pleads guilty, the court will record such plea and adjourn the case for sentencing. If the accused pleads not guilty, the court will record the same and adjourn the case as his or her trial starts in earnest.

During the trial, the accused is free to alter his or her plea. The RSA also has the liberty to amend the charge sheet or enter a *nolle prosequi*¹⁴ if new evidence surfaces or incriminating statements are recanted.

In the trial, the prosecution adduces evidence it has against the accused in court after which the court rules on whether the accused has a case to answer. If the prosecution in the opinion of the court has established no case, the accused will be set free. However, if the court finds incriminating facts against the accused, he or she will be put on defence.

Judging on the evidence adduced during the entire trial, the court will either acquit the accused or convict him or her and adjourn for purposes of passing sentence accordingly.

At all times during this case flow within the criminal justice system, the accused has a right to bail and several other attendant fundamental rights such as the right to a fair and speedy hearing and freedom from torture, inhumane and degrading treatment while in detention.

14 A formal notice to court by a prosecutor indicating that prosecution is abandoning all or part of a case against an accused person

Grave violations within the criminal justice system

Intrusive non-consensual and inhumane anal examinations

The practice of subjecting suspects and victims in homosexuality related offences to intrusive non-consensual and inhumane anal examinations is common practice in the criminal justice system. It is considered among practitioners and investigating officers 'normal and formalistic practice' in cases involving sexual offences.

The practice as narrated to Chapter Four Uganda involves identifying the suspects and victims by police officers who routinely take them to a medical doctor, with medical examination forms, with instructions to have them conduct anal examinations on grounds they are either suspects or victims in alleged acts of homosexuality.

On these instructions, doctors conduct anal/rectum examinations on the patients in the presence of at least one police officer. These examinations are done without, consent or any form of counseling. It involves doctors inserting their fingers in the rectum to determine the circumference of the rectum and locate any signs of rectum penetration. The doctors then fill the police form with their observations. The process is unscientific, with some doctors who carry out these kinds of examinations, finding it disturbing.

In two separate interviews with medical practitioners who routinely carry out these examinations, they described how the "suspects" are ordered by the police officers present to remove all their clothes, lay on

the examination table with one leg up or bend over. The medical practitioner is then asked to conduct a "thorough search" of the suspect's private parts, around the anus and testicles area. The medical practitioner is required to forcefully insert his finger or fingers into the anus of the suspect, measuring the anal sphincter and checking for the anal tone. This inhumane practice is often characterized by continuous movements of the doctor's fingers inside the anus of the suspect. No scientific means exist for this test.

A Medical Clinical Officer¹⁵ working at a private clinic in Kampala told Chapter Four Uganda that he had conducted numerous anal examinations on suspects brought to him by the police. He explained to Chapter Four Uganda how he conducts these examinations.

*"I have had several requests to conduct medical examinations on people suspected to have been involved in homosexuality. It is usually the victim of the act and some times, the suspect as well. We do not ask for their consent because they are suspects. In these medical examinations, we have two types of Uganda Police medical examination forms. The first is the medical examination form of a victim of sexual assault (Police Form 3A) and the other is the medical examination form of a person accused of sexual assault (24A)."*¹⁶

¹⁵ Real names withheld on request of the interviewee for confidentiality and other personal reasons (pseudonym)

¹⁶ Chapter Four Uganda interview with a Medical Clinical Officer, Kampala (Uganda), January 8th, 2015

He further explained to Chapter Four Uganda the examination process.

*“After taking the narration, I ask the patient to remove all his clothes and lie naked on a table with one hand on the cheek. After this, I ask them to lift one leg up and keep it there to allow me space to search his private parts around the testicles and the anus for any signs of sexually transmitted infections (STIs) such as Genital warts and signs of abrasions around the opening of the anus. While the patient is still lying down on the table, I insert my fingers into his anus to check the looseness of the anal sphincter. The walls are normally tight and any signs of easy penetration indicate evidence of previous internal involuntary penetration by a large object.”*¹⁷

Chapter Four Uganda inquired whether there are scientific examination procedures conducted to determine anal penetration. He said all the examinations are done by fingers.

*“Having handled these medical examinations, I still don't understand why the state should mind what people do in their bedrooms. For example, “does the government know what you do in your bedroom?”. “You see, those are private things and government should have no business there”. In my opinion, they should not be prosecuted.”*¹⁸

In a separate interview, a gynecologist at a Government Hospital, told Chapter Four Uganda;

*“When I receive a patient who normally comes along with a medical form from police, I first interview them to take down important background information. After the interview, I ask the patient to lie down naked with one leg up and the buttocks are positioned at the edge of the table he is lying on. I then put on gloves, get the light on and start inspecting him or her mostly around the anus. If the area around the anus is darker or has bruises or abrasions, then I can conclude that there has been penetration of the anus with an external object. I further insert one finger or more into the anus of the patient to check for the sphincter muscles. While the finger is in, I ask the patient to squeeze the finger with his/her anal muscles as I try to move it around. Inserting the fingers helps me to check the anal tone and to see if the grip is still there. If my fingers move freely then I can say that there is a poor anal tone. This examination is completely done by the eyes and the hands.”*¹⁹

Victims of this manual rectum examination are left disturbed, mentally tortured and physically assaulted. They are humiliated and robbed of their dignity.

In an interview with Chapter Four Uganda, Jackson Mukasa²⁰ **who while in police detention underwent an anal examination without his consent** narrated how humiliated he was.

¹⁷ Ibid

¹⁸ Ibid

¹⁹ Chapter Four Uganda interview with a Gynecologist (name withheld on request), Kampala (Uganda), January 8th, 2015

²⁰ Jackson Mukasa, aged 19, charged with the offence of 'permitting a person to have carnal knowledge of a person against the order of nature' contrary to section 145 (c) of the Penal Code Act Cap 120; CRB 143/2013 (Old Kampala Police Station); Case was dismissed for want of prosecution in October 2014

In January 2014, Kim Mukisa²² was also subjected to the same. He narrated how a doctor 'fixed' his 'fingers' in his 'anus' to find if he was having anal sex.

According to records obtained by Chapter Four Uganda, in the case of **Tommy**,²³ a gay Ugandan man accused of sodomy, his alleged victims were subjected to mandatory anal medical examinations in February 2014. Chapter Four Uganda did not see any record of consent on the file.

In the case of Ahmad Shabaz,²⁴ a Pakistani man, charged with three others of allegedly gang raping and sodomising a Ugandan female in Kampala, official records show two non-consensual anal examinations were conducted on the alleged victim.

In the first, conducted at Mulago National Referral Hospital, the examining doctor wrote, "*Vagina normal, rectal, no abnormality*"²⁵ further adding "*there could have been anal sex but no trauma seen*"²⁶.

On 11th July 2013, police took the same victim to Market Street Consultation Clinic, a private clinic in downtown Kampala. The doctor at this clinic also noted, 'anal sphincter has moderate looseness, but still able to keep tight. No injury noted'²⁷.

In November 2013, Samuel Ganafa,²⁸ a gay Ugandan man and LGBTI activist was arrested and ordered to undergo anal medical examination. He told Chapter Four Uganda that it was clear no one cared about his opinion. His alleged victims were also subjected to the same anal medical examinations.

In April 2014, Ugandan born American resident Jojo²⁹ was forced into a medical examination room ran by a Uganda Police medical doctor. He recounted to Chapter Four Uganda how in the presence of four police officers, one of whom was female, he was ordered to strip, kneel on a bed and bend-over forward. The doctor then fisted Jojo's anus repeatedly as the police officers watched, making "*comments and observations*". Jojo narrated how the doctor then pushed inwards and sideways several of his fingers, claiming to be measuring his anal sphincter.

22 Kim Mukisa, aged 24, charged with the offence of 'having carnal knowledge of a person against the order of nature' contrary to section 145 (a) of the Penal Code Act Cap 120; CRB 143/2013 (Old Kampala Police Station); Case was dismissed for want of prosecution in October 2014

23 Real names withheld on request of the interviewee for confidentiality and other personal reasons (pseudonym). GEF E/488/2013 (CIID Police Headquarters). His case is still going on in court.

24 Ahmad Shabaz, charged with the offence of 'having carnal knowledge of a person against the order of nature' contrary to section 145 (a) of the Penal Code Act Cap 120; CRB 155/2013 (Kiwatule Police Station); The accused was acquitted by the trial Chief Magistrate at Buganda Road Court in December 2014.

25 Excerpts from the medical records of the victim in Ahmad's case; CRB 155/2013 (Kiwatule Police Station)

26 Ibid

27 Ibid

28 Samuel Ganafa, aged 54, charged with the offence of 'having carnal knowledge of a person against the order of nature' contrary to section 145 (a) of the Penal Code Act Cap 120; CRB 145/2013 (Kasangati Police Station). The case was dismissed in October 8th, 2014 for want of prosecution

29 Real names withheld on request of the interviewee for confidentiality and other personal reasons (pseudonym). CRB 585/14; SD REF 71/07/4/2014 (Kabalagala Police Station). Jojo was charged with the offence of *sodomy & being in possession of narcotis*. The Principal State Attorney wrote a letter on May 6th, 2014 under Ref MAK-1693-2014 confirming that the DPP did not find sufficient evidence that can sustain any charge against the suspect. He advised the regional CID Officer of Kampala Metropolitan Police-South to close and put away the file.

The doctor then ordered him to turn over and face the roof; with his legs wide open and he repeated the same procedure, only this time using metallic objects. One police officer took photographs of Jojo and the entire procedure.

James,³⁰ a gay man aged 33 told Chapter Four Uganda in an interview that after he was arrested, he was taken to a doctor called 'Kapingo' somewhere in Kabalagala, a Kampala suburb. He was ordered to strip naked while a police officer stood at the doorway holding a gun.

*"I was treated like a thief, even worse. The doctor approached me, ordered me to bend over and he checked my private parts, including my anus with his hands. I later read in the local tabloid, the Red Pepper that I had tumors in my anus. This is completely false as the doctor confirmed that nothing was wrong with me. I feel how Red Pepper treated me was very inhuman."*³¹

In yet another interview, British national Bernard Randall³², told Chapter Four Uganda how a doctor forcefully 'stuck his finger' into his anus to check if he had been having anal sex. All this happened as police officers stood-by to witness. He said it was painful and very demeaning to him. However, no one cared about what he thought or felt.

In October 2010, Wilberforce B.,³³ a gay Ugandan man aged 30, and his alleged victim Robert R.,³⁴ were taken by police officers from Katwe Police Station to have an anal examination at a government medical facility. Their consent was never asked for.

In November 2014, Bob T.,³⁵ the alleged victim in the case of Kevin Kevin,³⁶ was also subjected to an anal medical examination at Mayfair Clinic in Kampala. No record exists to suggest that he consented to the examination.

30 Real names withheld on request of the interviewee (pseudonym) CRB 889/13 (Entebbe Police Station). His case is still ongoing in court.

31 Chapter Four Uganda interview with James (pseudonym), Kampala (Uganda), February 10th, 2015

32 Chapter Four Uganda Skype interview with Bernard Randall, Kent (UK), February 11th, 2015 (CRB 889/13 & CRB 848/2013 – Entebbe Police Station). He was charged with the offence of *trafficking obscene publications* C/s 166(1)(a) of the PCA Cap 120 and sodomy respectively. The two cases against him were dropped & court ordered that he be deported from Uganda.

33 Real names withheld on request (pseudonym); SD REF 02/12/10/2010; CR No. 7183/10 (Katwe Police Station). He was charged with the offence of *having carnal knowledge of a person against the order of nature*. His case was dismissed in July 2011 for lack of prosecution.

34 Real names withheld (pseudonym). He is the alleged victim in the case against Wilberforce B. (pseudonym)

35 Real names withheld (pseudonym). He is the victim in the case against Kevin Kevin; SD REF 49/01/11/2014 (Seeta Police Station)

36 Real names withheld (pseudonym). He was charged with the offence of *'having carnal knowledge of a person against the order of nature'* contrary to section 145 (a) of the Penal Code Act Cap 120; SD REF 49/01/11/2014 (Seeta Police Station). Kevin is facing sodomy charges and his case is still ongoing.

In April 2014, Dickens³⁷, an alleged victim, purportedly sodomised by Jojo³⁸ was taken to Muyenga Dispensary for a compulsory anal examination.

This non-consensual, intrusive medical experimentation of suspects, in detention, in the name of 'investigations', constitutes an act of torture³⁹ in contravention to the UN Convention Against Torture⁴⁰. It further amounts to obtaining 'evidence' through torture and other illegal procedures and such evidence ought not to be admissible against the accused in a court of law for violating⁴¹ basic human rights of the victim.

The involvement and conduct of medical practitioners in these non-consensual and intrusive procedures violates fundamental medical professional ethics by illegally 'applying their knowledge and skills in order to assist' the state obtain 'evidence' through degrading means.

The Uganda Medical and Dental Practitioners Council's Code of Professional

37 Real names withheld (pseudonym). He is the alleged victim in the case against Jojo (pseudonym)

38 Real names withheld on request of the interviewee for confidentiality and other personal reasons (pseudonym). CRB 585/14; SD REF 71/07/4/2014 (Kabalagala Police Station). Jojo was charged with the offence of sodomy & being in possession of narcotic. The Principal State Attorney wrote a letter on May 6th, 2014 under Ref MAK-1693-2014 confirming that the DPP did not find sufficient evidence that can sustain any charge against the suspect. He advised the regional CID Officer of Kampala Metropolitan Police-South to close and put away the file.

39 The U.N. Committee Against Torture; in 2002 reviewed the issue of forensic anal examinations; referred to 'forensic anal examinations' as a 'degrading treatment'

40 Article 7 of the ICCPR - "... In particular, **no one** shall be subjected without *his free consent to medical or scientific experimentation*". This position is sustained by the UN Committee Against Torture in 2002 after a review of the issue of forensic anal examinations (Committee referred to '*anal examinations*' as '*degrading treatment*') and the UN Special Rapporteur on Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; OHCHR Report on Sexual Orientation and Gender Identity

41 April 2011; - The '*UNHCR's Comments on the Practice of Phallometry in the Czech Republic to Determine the Credibility of Asylum Claims based on Persecution due to Sexual Orientation*': <http://www.unhcr.org/refworld/docid/4daeb07b2.html>.

Ethics⁴², the World Medical Association and the UN Principles of Medical Ethics Relevant to the Role of Health Personal, Particularly Physicians⁴³ forbids members of the profession from participating in acts that violate of human rights.

Research further indicates that this non-consensual anal examination often has no evidential value in court. Apart from the fact that most of these examinations are conducted after a significant time lapse from the time of committal of the alleged offence, they cannot, in part for the manner in which they are conducted, establish a causal relation between the suspects and victims. Most of the cases reviewed in this research were dismissed in courts of law after long periods of trial for 'lack of evidence' even in cases where 'positive' medical results of anal examinations were on record. What it in fact achieves is to insidiously punish a suspect who is still presumed innocent and add torture to the victim of the alleged crime.

Refusal to investigate cases reported by persons of different sexual orientation and gender identity

The police routinely refuse to investigate cases reported by persons of different sexual orientation and gender identity when reported. In several cases investigated for this report, the police instead turn against the persons reporting the cases and charge them for crimes ranging from indecent exposures, sodomy and having sex against order of nature. The complaints of criminality against

42 See Part II: The Uganda Medical and Dental Practitioners Council's code of professional ethics - <http://www.umdpc.com/uploads/codeofethics.pdf>

43 The World Medical Association and the UN Principles of Medical Ethics Relevant to the Role of Health Personal, Particularly Physicians; Principle No. 4. Link: <http://www.un.org/documents/ga/res/37/a37r194.htm>

persons of different sexual orientation and gender identity are often ignored and the reported suspects turned into witnesses in charges against persons of different sexual orientation and gender identity for their own sexuality and gender identity. In some cases, they are attacked and assaulted by the police to whom they have run for protection.

Kim Mukisa told Chapter Four Uganda that after running away from a mob that wanted to kill him because of his sexuality, he reported a case of assault at the Old Kampala Police Station.

“Shockingly, the police officers at Old Kampala Police Station refused to handle our assault case and instead put us under arrest for being gay. They slapped Kim and beat him with wires, and forced him to make a statement accepting to be gay” – Jackson Mukasa (Kim, a co-accused agreed to this statement during the interview) ⁴⁴

In February 2014, Sammy S.,⁴⁵ aged 28, a transgender man and a Paralegal offering free legal assistance to LGBTI people was assaulted by the police while he had gone to follow up on a case. He said the police officers at Kira Police Station in Namugongo detained him and asked him whether he was a boy or a girl. He hesitated to answer being surprised by the question. A police officer suddenly started slapping, beating, and punching him, demanding he answers. Sammy told Chapter Four Uganda the officer then violently touched his crouch and chest to “confirm” his gender.

Sammy was then handed to a female officer. This officer took Sammy to a different room and forcibly removed his clothes. She then touched him while pointing at his private parts. During this process, the female officer slapped and screamed at him. A crowd gathered and the police paraded Sammy before them. Sammy said they then took him around the police station, telling whoever cared to hear that he was a “thug” and that no one should associate with him.

Sammy was then forcefully detained with female suspects. After a while, he was removed and forced to record a statement. He was ordered to sign the statement without reading it. Sammy said to date; he does not know what the police officer wrote in that statement. He was further denied the right to make a phone call to his friends.

In September of 2013, Bernard Randall was attacked and robbed of his British passport, visa ATM card, three smart phones, an Ipad, a laptop computer, two digital cameras, £2,500, €90 and Ugx 1,5 million and wristwatch. He reported a case of robbery at the Entebbe police station on the same day and No 29058 D/CPL Tusiime took his statement.⁴⁶ On October 1, 2013, the police arrested the suspects, Eric Bugembe and Waswa Sentamu.

The suspects confessed to stealing Randall’s property and recorded police statements. In a charge and caution statement taken before D/C ASP Aguti Pamela, the suspects confessed to the robbery and were charged before the Entebbe Chief Magistrates’ Court and remanded to prison.

⁴⁴ Chapter Four Uganda interview with Jackson Mukasa, Kampala, January 20, 2015

⁴⁵ Chapter Four Uganda interview with Sammy S., (not real names), Kampala, February 03rd, 2015

⁴⁶ Case was recorded under CRB 848/2013. Police statement obtained and on file at Chapter Four Uganda

In this statement recorded on November 4, 2013, Wasswa Ssentamu, who on October 3, 2013 admitted to have robbed Bernard Randall now claims to have been a victim of attempted sodomy by Mr Randall. In the statement, he claims to have met Randall on several occasions and said Randall attempted to lure him with money and promises of work. He also claims Mr Randall admired his muscular body and asked him to have sex with Albert. Please note that in his October 3 statement, Ssentamu said he did not know Mr Randall. He had been told about him by Eric Bugembe and only saw him for the first time when he attacked him at his Entebbe home.

charge and caution statement

Handwritten text in a charge statement, starting with 'I am charged with...' and detailing the offense.

1

Handwritten text in a caution statement, starting with 'I am cautioned...' and detailing the consequences of the charge.

2

Handwritten text in a charge statement, continuing the details of the offense.

3

Handwritten text in a charge statement, continuing the details of the offense.

4

Handwritten text in a caution statement, continuing the details of the consequences.

5

In this charge and caution statement recorded on October 3, 2013 Waswa Ssentamu admits to having been part of the gang of four that robbed Bernard Randall at his Entebbe home. In the statement Ssentamu reveals how the robbery was planned and the items they took.

On October 18, 2013, pictures of Randall were published in a local tabloid and he was subsequently arrested on October 21, 2013 and charged with trafficking in obscene publication in accordance with Section 166 (1) of the Penal Code.⁴⁷ The self confessed suspects in the robbery of Randall's property return up as police witnesses and record statements claiming attempted Sodomy.

The robbery case trial abated and a furious effort to charge, humiliate and expose Randall ensued leading up to his deportation from Uganda.



⁴⁷ Court case file on record at Chapter Four Uganda. Case number is CO/0648 of 2013

In-cell abuse of sexual minorities

Chapter Four Uganda documented cases of police officers, and fellow inmates assaulting and abusing suspects in detention because of their sexual orientation. The criminal justice system has general systemic problems on matters of mistreatment of inmates and detainees, but the research carried out by Chapter Four identified specific cruel and inhumane treatment directed towards sexual minorities on account of their sexual orientation and usually at the instigation of the police.

Societal homophobia, as well as the misapplication of an already existing retrogressive legal regime on sexual minority persons, emboldened police officers, and other inmates to violate, dehumanize and degrade the sanctity of sexual minority persons while in custody of the justice system.

Jackson Mukasa told Chapter Four Uganda that after his arrest, he was taken to Lungunja Police Station. Upon arrival, the police officers and suspects in the cell questioned him why he was gay.

*“The police officers slapped me around and called me insulting names. They threatened to seriously beat me up if I don't say what they want to hear in the statement. They forcefully obtained a statement from me under threats and forced me to sign it yet I never wanted too. The police officers also told me that I am cursed. That how can I allow people to fuck me in the anus?” – Jackson*⁴⁸

*“They (police) said they would even tell the prisoners in the cell to beat me up” – Jackson*⁴⁹

Jackson said the treatment in the hands of the police was generally bad. The treatment in the police cell was not any better.

*“I felt that the police officers did not treat us as human beings. We were different from the other prisoners in the cells. We were eating a special food. The food that they brought for us was so disgusting. Our food was different compared with other prisoners. Our treatment was really bad.” – Jackson*⁵⁰

In another interview, Bad Black, a 25-year old gay Ugandan man living in Bwaise, a Kampala suburb, spoke of how his wrists were tightly tied with ropes during his arrest by police officers. The ropes left painful scars on him. On arrival at the police station, other officers beat him.

*“They (police) told all the inmates that I was gay and that they shall do anything they want with me” – Bad Black*⁵¹

In October 2013, James, a gay man aged 33, said he was punched, slapped, kicked and pushed around by police officers and prison warders during the entire time in detention. In his own words, James refers to the beatings and insults as ‘common’ incidences that made him feel like “taking his own life” to escape the suffering.

49 *Ibid*

50 *Ibid*

51 *Chapter Four Uganda interview with Bad Black, Kampala, January 30th, 2015*

48 *Chapter Four Uganda interview with Jackson Mukasa, Kampala, January 20th, 2015*

His lawyers confirmed to Chapter Four Uganda he (James) reported these incidences.

*“I was treated very badly. I felt very small and thought several times about committing suicide”*⁵²

He further told Chapter Four Uganda that his fellow inmates were more cordial at first but upon learning of the reason for his detention, he was beaten up very often.

*“They (fellow inmates) would charge me money for sleeping on the cold ground floor of cement”*⁵³

Samuel Ganafa told Chapter Four Uganda that while in detention, a police officer called him to record his statement. He spoke while the officer presumably wrote down what he said. Samuel was then asked to sign the statement. Samuel politely requested to read the statement before signing it. He asked for his glasses. The police officers refused to give them to him. He said he was finally forced to sign a statement he had not fully read and understood.

Samuel further said he was also assaulted on arrival at Luzira prison. He said a prison warden promised to kill him himself if he had sex with other inmates at the prison.

British national Bernard Randall detained on charges of ‘trafficking in obscene publications’ said he was not treated so badly by the police though he generally observed that the officers’ attitude towards him was different because of his sexual orientation.

“I was not beaten by the police but the fact that I am white must have helped”

However, Randall complained the police refusing to allow him make any phone calls while at the police station. This frustrated his efforts to access legal representation.

In the case of Kevin Kevin, while in detention at a police station, an anti-gay vigilante group stormed the police station, grabbed him and beat him in the presence of police officers.

Kelly M., aged 25, narrated to Chapter Four Uganda how he was arrested and locked up in a police cell in Kikajjo Police Station. He said the officers refused to tell him why he was being detained.

While in detention, the police officers refused to allow him make phone calls to his lawyer or friend.

The in-cell violations documented above, point to a recurrent pattern of physical and psychological abuse of persons of different sexual orientation and gender identity while in detention or custody.

Sexual minority persons have little chance at justice in the criminal justice system. It is more imperative for the State to reform its policies and practices on the detention of sexual minority persons, and provide effective safeguards for the fair treatment of these persons while under custody of the justice system.

The duty to protect sexual minority suspects, like other suspects in detention, is on the State.

⁵² Chapter Four Uganda interview with James, Kampala, February 10th, 2015

⁵³ Ibid

According to the *Principles and Guidelines on the Right to a Fair Trial and Legal Assistance in Africa*.⁵⁴

“States shall ensure that all persons under any form of detention or imprisonment are treated in a humane manner and with respect for the inherent dignity of the human person.”

55

The public justice system in Uganda must ensure that when, specifically, a person of different sexual orientation and gender identity is deprived of their liberty, it takes all steps necessary to ensure that the detained or imprisoned person is neither tortured, nor subjected to cruel, inhuman or degrading treatment.

However, our findings indicate that sexual minority persons have been repeatedly and severely beaten, denied the opportunity to inform next of kin of their arrests, admonished and chastised for being gay, threatened with violence including death, discriminatively treated compared to other prisoners and inmates, tortured for purposes of information extraction, indecently assaulted, and forced to authenticate their written statements without reading or verifying the information.

Media parading of LGBTI individuals in the face of risks in the society

The parading of suspects to the media by the police before production in court is common practice. The parade of suspects is accompanied with them being photographed and their statements scrutinized by

journalists. The press coverage of these parades often refers to suspects as “hardcore criminals” and “thugs,” even though they have never been convicted of any crime.⁵⁶ In the case of persons with different sexual orientation and gender identity, they are always accompanied by the demeaning and derogative words such as “serial sodomiser”, “child pedophile” et al.⁵⁷

The press parades by the police serve several purposes: to create public support for the police and satisfy the largely religious and other folks, to serve as a deterrent, and to be a potential platform for suspects’ confessions. However, such policies aimed at forced public shaming of individuals can amount to violations of suspects’ rights to a fair trial and flout principles of due process.⁵⁸

In limited circumstances, the Police Act⁵⁹ provides for an exception for a police officer above the rank of inspector to ‘cause’ taking of photographs of any suspect or convict who is in *lawful custody*. In the event that such a person ‘refuses’ to allow his or her photographs to be taken, they become liable to a fine or imprisonment for one month. It is only after serving this sentence that the police may use ‘reasonable force’ to have such photographs taken. The intended purpose of the provision was for evidential and record, not press, purpose.

56 See for instance Human Rights watch, *Violence Instead of Vigilance, Torture and Illegal Detention by Uganda’s Rapid Response Unit* (available at <http://www.hrw.org/sites/default/files/reports/uganda0311Web.pdf>. Accessed Feb., 2015)

57 “Gang of rapists, defilers arrested”, The Red Pepper newspaper, 26/11/2013 on page 10; “Teacher nabbed for sodomising students”, The Red Pepper newspaper, 12/11/2013 on page 10. King has these copies of the publications photocopied and neatly stapled together in an old file that he moves with. He told Chapter Four Uganda that he hopes one day, he will get justice when his name is cleared

58 Ibid

59 *The Police Act Cap 303, Section 30*; <http://www.opm.go.ug/assets/media/resources/297/POLICE%20ACT.pdf> Accessed Feb., 2015

54 African Commission on Human and Peoples’ Rights, DOC/OS (XXX) 247.

55 M7, p. 12, (*Right to humane treatment*).

The parade of persons of different sexual orientation and gender identity in the press only escalates the risks of violence in a society that is hostile to them. In this report, Chapter Four Uganda has documented cases where the police officers use threats and beatings to get some LGBTI suspects to the media parade.

Whereas media parades of detainees are a general violation, this practice presents increased risks to persons of different sexual orientation and gender identity. Public and any information describing an individual as homosexual is likely to attract cruel and violent reaction from the anti-gay vigilantes. During this research, Chapter Four Uganda documented cases of LGBTI suspects and victims being evicted from their residences, loss of employment, excommunication from their communities, and other gross violations as result of being identified in the local media as gay or transgender.

In October 2013, King⁶⁰, aged 30, was arrested on charges of sodomy. He recounted to Chapter Four Uganda that while in detention, he was forcefully pulled out of his cell numerous times to be paraded before the media to have his photographs taken.

*“A journalist would walk into the police station at anytime and ask to see me and they would bring me out of my cell to be photographed without my consent after which I would be taken back to my cell. I felt as if I was less human.”*⁶¹

60 King Byabagye Wenceslaus; charged with the offence of sodomy under CRB 2354/13. GEF 17/2013. The case was still pending at police at the time of publication of this report. The suspect continues to report on police bond.

61 Chapter Four Uganda interview with Byabagye King Wenceslaus, Kampala (Uganda), January 19, 2015

In all publications and broadcasts, King's names and/or photos were characteristically exposed. In one of the publications we have referenced, a journalist of the Red Pepper tabloid wrote, *'Byabagye at Ntungamo Police Station* under King's photo. The police was gladly authorizing this violation of King's right to privacy and fundamental tenets of right to fair hearing.

King recounted that after his release on police bond in January 22nd, 2014, he could not stay at his home. The media publicity in his case made everyone aware of his sexual orientation. An anti-gay vigilante group in his locality once attempted to lynch⁶² him because they could not stay with a homosexual in the same village.

Jackson Mukasa⁶³ and Kim Mukisa⁶⁴ narrated to Chapter Four Uganda how they were paraded before the media several times during their detention in February 2014. Their photographs and video footage were taken at the police station before they were formally charged in court. Due to the massive media coverage, Kim was disowned by his family. He was evicted from a small business stall he operated in a local market. They both reported receiving threats from the public.

62 *“Immediately I got bond, the community in Ntungamo and Mbarara wanted to lynch me. I had to flee to Kampala for my life after receiving threats from mobs I often met on the road”* – King's statement from an interview with Chapter Four Uganda, Kampala (Uganda), January 19th, 2015

63 Jackson Mukasa, aged 19, charged with the offence of 'permitting a person to have carnal knowledge of a person against the order of nature' contrary to section 145 (c) of the Penal Code Act Cap 120; CRB 143/2013 (Old Kampala Police Station); Case was dismissed for want of prosecution in October 2014

64 Kim Mukisa, aged 24, charged with the offence of 'having carnal knowledge of a person against the order of nature contrary to section 145 (a) of the Penal Code Act Cap 120; CRB 143/2013 (Old Kampala Police Station); Case was dismissed for want of prosecution in October 2014

Sammy S.,⁶⁵ a transgender man who also offers free paralegal services to the LGBTI community in Uganda was paraded to the media together with the suspect (another transgender man). Sammy had gone to that police station to secure police bond for the detained transgender man. The police officers accused him of impersonation and theft. He said the police claimed he had been conning people by 'pretending to be a man'. Sammy's efforts to explain to them who a transgender is were all futile.

*"Before the media, the transgender man I had come to help out and I were both paraded for impersonation and theft. The police officers claimed that I had been conning people by pretending to be a man. I appeared on news on Bukedde Television. I tried to explain to them what it means to be a transgender but they did not listen to me at all."*⁶⁶

In another interview⁶⁷, Ahmed Shabaz⁶⁸ told Chapter Four Uganda that the media coverage in his case was deafening. He said the unnecessary negative media exposure depicted him and his colleagues, as rapists and homosexuals. It built a very negative narrative towards the company that his bosses had to terminate his services even if

he was found innocent by court.⁶⁹ Samuel Ganafa,⁷⁰ a 54-year old gay activist in Kampala told Chapter Four Uganda that he was paraded before the media against his will while in detention. His photographs were taken and a video recorded for news clips. They were aired on local television channels. In all these broadcasts and publications, Samuel said his 'innocence' was 'robbed' from him before he was produced in court.

*"I was identified as a sexual offender by some media houses while others referred to me as a rapist. It was very humiliating"*⁷¹

In an interview, James,⁷² a gay man aged 33 years, told Chapter Four Uganda that he tried to protest being paraded before the media but was seriously beaten by the police.

*"When I refused to be photographed, the police started to beat me. I was beaten all over my body. They forced me, and I could not fight with 20 police officers"*⁷³

James said he was forcefully paraded, photographed and video graphed. He said police made sure he did not protest. He said since his family and pastor saw him on the news, none of them associate with him anymore.

65 Real names withheld on request (pseudonym). He was arrested and detained at Kira Police Station in Namugongo in February 2014 on charges of impersonation and theft. The case was dismissed at the police station and no reasons were given

66 Chapter Four Uganda interview with Sammy S., (pseudonym), Kampala (Uganda), February 3rd, 2015

67 Chapter Four Uganda telephone interview with Ahmad Shabaz who was in Pakistan, January 22nd, 2015

68 Ahmad Shabaz, charged with the offence of 'having carnal knowledge of a person against the order of nature' contrary to section 145 (a) of the Penal Code Act Cap 120; CRB 155/2013 (Kiwatule Police Station); The accused was acquitted by the trial Chief Magistrate at Buganda Road Court in December 2014.

69 Chapter Four Uganda telephone interview with Ahmad Shabaz who was in Pakistan, January 22nd, 2015

70 Samuel Ganafa, aged 54, charged with the offence of 'having carnal knowledge of a person against the order of nature' contrary to section 145 (a) of the Penal Code Act Cap 120; CRB 145/2013 (Kasangati Police Station). The case was dismissed in October 8th, 2014 for want of prosecution

71 Chapter Four Uganda interview with Samuel Ganafa, Kampala (Uganda), January 6th, 2015

72 Real name of accused withheld on his request for fear of further victimization (pseudonym). CRB 889/13 (Entebbe Police Station). His case is still ongoing in court.

73 Chapter Four Uganda interview with James (pseudonym), Kampala (Uganda), February 10th, 2015

Bernard Randall narrated to Chapter Four Uganda how it became routine while at the police station to be paraded in front of journalists to have them take photographs. He said he did not consent to the media parade but the police didn't care what he thought.

“There was this journalist from the Red Pepper; Sadik was his name. He was so interested in my medication. The journalist had become interested in my medicine since the police openly exposed everything for them and called my medicine – drugs for gays. They later wrote very bad things about me”

74

In April 2014, following the arrest of Milton K,⁷⁵ aged 26, an LGBTI rights activist, a police officer at Kireka Police Station took his photos and displayed them with homophobic wordings.

*“I remember the officer in charge even took photos of me without my consent and he printed those photos and put them on the notice board in the police station – meanwhile he had written on the photos: ‘Be aware of gays’. I felt so badly treated”*⁷⁶

While speaking at the launch⁷⁷ of the pre-trial detention guidelines, Justice David Wangutusi observed that no amount of crime, including terrorism, justifies police's actions of parading criminal suspects before the press.

74 Chapter Four Uganda interview with Bernard Randall, Kent (UK), February 11th, 2015

75 Milton K., was arrested after being found with two gay magazines in his home. He was detained at Kireka Police Station and later released after the police finally dropped the case

76 Chapter Four Uganda interview with Milton K., Kampala (Uganda), February 2nd, 2015

77 Launch took place on 08th August 2014

“Presumption of innocence is absolute; you cannot perforate it on the negative. When police parades suspects on TV, what do you expect the courts to do? To believe witnesses who come and identify them on TV?.. If they have already identified suspects on TV, which court can believe them? You are opening the Attorney General (AG) to payment of damages if these people file suits for having been convicted by police before court convicts them.

The AG is liable so we lose either way.”

78

In reaction to Justice David Wangutusi's comments, James Kusemererwa, a senior superintendent from the police's directorate of human rights admittedly observed;

*“It is a mistake and we shall take it up as an institution (police). Our public relations officers need more sensitization”*⁷⁹

Despite of all this rhetoric, police and the media continue to connive to parade suspects to the media and have sensational stories published with no regard to the attendant human rights violations. It is important to observe the role this irresponsible and unprofessional practice plays in promoting hate crimes against sexual minorities in Uganda.

78 “Stop parading suspects before the media, Judge warns police” – Daily Monitor - <http://www.monitor.co.ug/News/National/Stop-parading-suspects-before-the-media--Judge-warns-police/-/688334/2413692/-/qg9aag/-/index.html> Accessed in Feb, 2015

79 *Id*

Difficulty to access court bail and police bond

Chapter Four's investigations revealed instances of different sections of the public and the justice system, arbitrarily restricting the right to sexual minority persons to access both police bond and bail.

Under a police bond, the police officer in charge of a police station has the power to release a person taken into custody without a warrant where it is not reasonably possible to take that person to court within forty-eight hours of arrest. No fee is required to be paid for this process. Bail on the other hand is an agreement between the accused, including the sureties, and the Court that the accused will pay a certain sum of money fixed by the court on failure to attend the trial on a determined date.

These two process are hinged on the presumption of innocence of the accused person/suspect; the notion that one should not be confined or incarcerated where there has been no clear and proven guilt of an offence.⁸⁰

The person in custody has the right to apply for bail, not necessarily the right to be granted bail. Thus, as the *Principles and Guidelines on the Right to a Fair Trial and Legal Assistance in Africa* indicate, on the satisfaction of the fact that the case will not be jeopardized by the release of the accused person, the Court can grant bail.

*“Unless there is sufficient evidence that deems it necessary to prevent a person arrested on a criminal charge from fleeing, interfering with witnesses or posing a clear and serious risk to others, States must ensure that they are not kept in custody pending their trial. However, release may be subject to certain conditions or guarantees, including the payment of bail.”*⁸¹

The Constitution of Uganda further provides for the right to apply for bail.:

*“Where a person is arrested in respect of a criminal offence— [...] the person is entitled to apply to the court to be released on bail, and the court may grant that person bail on such conditions as the court considers reasonable [...]”*⁸²

However the discretion of the Court as to what the conditions should be, is guided by what is *reasonable* in the circumstances. Relatedly, Chapter Four discovered that some sexual minority persons were being denied police bond and being given unreasonable conditions for bail by courts.

When Kim Mukisa and Jackson Mukasa were arrested for being gay, they were detained for seven days in police custody. Kim said a police officer indicated to him that there was no hope in them getting police bond because of the extensive media coverage and public interest in their case. Jackson further told Chapter Four Uganda

80 Article 28(3)(a) of the Constitution of the Republic of Uganda

81 African Commission on Human and Peoples' Rights, DOC/OS (XXX) 247, M (1)(e)

82 Article 23(6)(a)

that it had to take efforts⁸³ of their lawyers to engage the Inspector General of Police and the Uganda Human Rights Commission to have them produced in court. Kim and Jackson narrated to Chapter Four Uganda how police officers denied them access to their family and friends who were looking to help them. Jackson said they refused to tell his lawyer where exactly he was locked up because they wanted him to suffer.

Furthermore, both Kim and Jackson told Chapter Four that during their trial, they applied for bail. They said that they were shocked when the trial Chief Magistrate ordered them to bring four sureties each, and a recommendation letter from the very Local Council (LC) Chairperson who led the anti-gay vigilante group that assaulted them during their arrest. Kim told Chapter Four Uganda that his father had to kneel down for the area Chairperson to write that recommendation letter; a letter in which the Chairperson unusually included a disclaimer. The whole ordeal was very humiliating for both Kim and his father.

The unusual nature of the treatment of Kim and Jackson during the process of bail application was the fact that common practice required two sureties per accused rather than four as Court insisted. More to that, court adjourned the case to scrutinize the bail documents of the accused – something not usual in regular criminal law practice. It is no surprise that, in the end, the whole bail application procedure took four months before the two were finally released.

It is very evident that the sexual orientation of Kim and Jackson had a bearing on the difficulty in them accessing both police bond and bail. Both the Police and the Court made a curious deviation from common practice in these processes to make it next to impossible for the two to access bond and bail, respectively.

The discretionary nature, particularly of the bail process, has great potential for abuse. It is easy for homophobic persuasions to be disguised and hidden behind supposedly fair and judicious pronouncements by the Courts. Although some could explain away these discrepancies with a fervent argument for the latitude of the Court's discretion on reasonableness, it is extremely difficult to escape the role that sexual orientation and homophobia had to play in these unusually delayed, otherwise swift processes. It is very critical that the criminal justice system reforms its approach in this matter, and desists from abuse of both legal processes and judicial discretion.

Use of criminal charges for extortions and blackmail

Chapter Four uncovered evidence of extortion of money, and the attempts to do so, from sexual minority persons by the police and the media. This form of blackmail characterized itself in the constant threat that a sexual minority person would be 'outed' or revealed to the general homophobic public/society as a homosexual. Police and other persons who were aware of the bashing, ostracism, and general mistreatment that sexual minority persons would receive on exposure, perpetrated this extortion based on the fear of publicity on the part of the sexual minority persons.

⁸³ Chapter Four Uganda had not obtained a copy of any of the correspondence referred to here by the time of writing this report.

The Uganda public justice system is required to adhere to certain basic minimums of fairness, independence and justice and not yield to corruption and misuse of the system to profit from the misfortune or vulnerability of victims or accused persons. Extortion and blackmail by the Police in particular, compromises the ability of the justice system to effectively investigate and prosecute crime. In particular, sexual minority persons find themselves excluded from the cover of the law when they are required to make payments in order to be protected. This further encourages discrimination by the system and fosters an arbitrary approach in the way cases of sexual minority persons are handled.

From investigations and interviews carried out by Chapter Four, it was evident that extortion of money and property from sexual minority persons was very prevalent. Due to their sexual orientation, homosexual persons experienced delays in having their matters recorded and concluded at police. These delays were not premised on similar factors as other matters at police; these unnecessary delays hinged on the fact that the Police could easily expose the sexual minority persons to potential injury and harm from a very homophobic society.

King told Chapter Four Uganda that the police officers handling his file blackmailed him to extort money on numerous occasions despite him being a suspect.

King said they had so far extorted approximately UGX: 1,500,000/= (US\$555)⁸⁴ from him. One of the reasons the officers allegedly used numerous times

⁸⁴ Because of the nature of extortion claims, Chapter Four Uganda would not independently verify the specific details of these claims

to blackmail him was that the money was “transport facilitation” to search for complainants and victims to make statements from which he was promised that it would provide a basis for him to be found “with no case to answer” since they also believed that he was innocent.

The complainants and victims had disappeared and were no longer following their case.

To provide a basis for his allegations, Chapter Four Uganda asked King to make a phone call to one of the police officers handling his file at Rwizi Regional Police in Mbarara to inquire about the status of his file and the officer was heard⁸⁵ demanding for money from the suspect if he is to be set free.

In May 2014, a gay man by names of Peter K., was arrested and detained at Namasuba Police Station.

“They (police officers) started asking me humiliating questions such as; Why are you gay? Who is funding you? How much do you earn when you have sex with a man?”⁸⁶

Peter told Chapter Four Uganda that the officers further verbally accused him of kidnapping school children, young boys and having sex with them. No related charges were placed on him despite the horrendous sweeping accusations.

⁸⁵ During the telephone conversation between King and the police officer on January 19th 2015, Chapter Four Uganda heard the officer demanding for money from King to facilitate him to ‘transport’ the file from Mbarara to CIID police headquarters in Kampala.

⁸⁶ Chapter Four Uganda interview with Peter K., Kampala, January 05th, 2015

He said he believed the allegations were intended to blackmail him to pay money.

While at the police station, Peter narrated to Chapter Four Uganda how he was detained in the police cells without taking his statement or particulars. He said his information was not entered into the registration book for a while as officers tried to extort money from him. He told Chapter Four Uganda that it is only after they realized he had no money that they opted to register his details. This case was never presented to court.

In an interview with James, he told Chapter Four Uganda that after the police paraded him before the media, he started receiving threatening calls from a journalist. He said one journalist introduced himself as a staff reporter at the Red Pepper tabloid and clearly wanted to blackmail him. The journalist wanted at least US\$5,220 in exchange for not publishing his pictures taken at the police station. James told him he did not have the amount of money and his photographs were published shortly after that.

James further told Chapter Four Uganda that while at the police station, the police officers that handled his case blackmailed and assaulted him.

“The police asked me how much property or money I had. When I refused or hesitated to answer, they slapped me in the face and beat me up. After I told them that I owned a car, land, and a small boutique, they forced me to sign some papers indicating that I had given up or sold some of those items. It was terrible”

James was later to hand over his property and had to pay another £2,500 and UGX: 12 millions to police officers.

In a nutshell, the above information demonstrates a very clear pattern of abuse of the criminal justice system to prey on the vulnerability of sexual minority persons. This vulnerability that causes homosexual persons to pay large sums of money to protect their identity from exposure, is rooted in the fact that a broken justice system recognizes the ‘benefit’ in preying on rather than protecting citizens.

It is on this premise that Chapter Four challenges the main players in the justice system, particularly the Police, to monitor and establish internal checks and mechanisms to guard against this use of the criminal justice system for financial gain from vulnerable sexual minority persons.

National, regional and international legal standard

General obligation of the State

The application of international human rights law and the obligation of State parties that result from it are guided by the principles of universality of human rights and non-discrimination. This is enshrined in the Universal Declaration of Human Rights (UDHR), which provides that 'all human beings are born free and equal in dignity and rights.' International law provisions on non-discrimination and equal protection of the law guarantee the freedom from discrimination.

While the right to nondiscrimination protects against discrimination in the enjoyment of other human rights, the right to equal protection of the laws is an autonomous right. It prohibits discrimination in law or in fact in any field regulated and protected by public authorities. Non-discrimination, together with equality before the law and equal protection of the law without any discrimination, constitute a basic and general principle relating to the protection of human rights.⁸⁷

The Vienna Declaration and Programme of Action confirms that, 'while the significance of national and regional particularities and various historical, cultural and religious backgrounds must be borne in mind, it is the duty of States, regardless of their political, economic and cultural systems, to promote and protect all human rights and fundamental freedoms.' –⁸⁸The duty to guarantee freedom

from discrimination is reiterated under article 26 of the International Covenant on Civil and Political Rights requiring States to prohibit discrimination.

The Human Rights Committee has stated 'that the term 'discrimination'...should be understood to imply *any distinction, exclusion, restriction or preference* which is based on any ground such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status, and *which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise by all persons, on an equal footing, of all rights and freedoms* (emphasis added).'⁸⁹

Sexual orientation as a basis for non-discrimination

The legal provisions under international human rights treaties do not expressly cover discrimination on the basis of one's sexual orientation. However, the grounds enumerated in, for instance, article 26 of the International Covenant on Civil and Political Rights, article 2 of the African Charter on Human and Peoples' Rights are not exhaustive. As is clear from the words 'such as' and 'other status' in all these articles, the lists are illustrative only.

The UN Committee Against Torture, in General Comment No. 2, stated that 'the principle of non-discrimination is a basic and general principle in the protection of human rights and fundamental to the interpretation and application of the Convention...States

⁸⁷ General Comment No. 18, in United Nations Compilation of General Comments, p. 134, para. 1

⁸⁸ A/CONF.157/23, para. 5.

⁸⁹ Ibid Para 7

parties must ensure that, insofar as the obligations arising under the Convention are concerned, their laws are in practice applied to all persons, regardless of . . . sexual orientation, transgender identity . . . or any other status or adverse distinction.⁹⁰

Most recently, the UN Committee on Economic, Social and Cultural Rights, which monitors implementation of the ICESCR, stated that 'other status' as recognized in article 2(2) includes sexual orientation⁹¹ and gender identity.⁹² In *Zimbabwe NGO Human Rights Forum v. Zimbabwe*, the African Commission on Human and Peoples' Rights observed that 'together with equality before the law and equal protection of the law, the principle of non-discrimination provided under Article 2 of the Charter provides the foundation for the enjoyment of all human rights. . . The aim of this principle is to ensure equality of treatment for individuals irrespective of nationality, sex, racial or ethnic origin, political opinion, religion or belief, disability, age or sexual orientation.'⁹²

National Standard

Uganda has ratified the above regional and international human rights instruments and incorporated the provisions in the national constitution. The principles of universality of human rights (**article 2(1)**), equality and non-discrimination (**article 21 (1)**) are espoused in the constitution.

The duty of the states and all its organs to protect, promote and uphold human rights (**article 20 (2)**) is also provided including the duties of all security organs to uphold human rights in the performance of their duties (**article 221**).

The duty of State institutions particularly those involved in the criminal justice system in Uganda to respect, uphold and promote human rights for all is derived from both the constitution and international human rights instruments which Uganda has ratified.

African Commission for Human & Peoples' Rights Resolution on non-discrimination

The African Commission on Human and Peoples' Rights Resolution on Protection against Violence and other Human Rights Violations against Persons on the basis of their real or imputed Sexual Orientation or Gender Identity also condemns 'the increasing incidence of violence and other human rights violations, including murder, rape, assault, arbitrary imprisonment and other forms of persecution of persons on the basis of their imputed or real sexual orientation or gender identity.'

⁹⁰ *Committee Against Torture, General Comment 2, UN Doc. CAT/C/GC/2 24 January 2008, at para. 21.*

⁹¹ *Committee on Economic, Social and Cultural Rights, General Comment 20, UN Doc. E/C.12/GC/20, 10 June 2009, at para. 32.*

⁹² *Communication 245/2002 – Zimbabwe Human Rights NGO Forum/ Zimbabwe, 21st Activity Report, EX.CL/322(X), Annexure III at para.169*

The resolution calls on States 'to end all acts of violence and abuse, whether committed by State or non-state actors, including by enacting and effectively applying appropriate laws prohibiting and punishing all forms of violence including those targeting persons on the basis of their imputed or real sexual orientation or gender identities, ensuring proper investigation and diligent prosecution of perpetrators, and establishing judicial procedures responsive to the needs of victims.'⁹³

Standard or medical practitioners

In particular reference to the role of medical practitioners' role within the criminal justice system, the Code of Professional Ethics for Medical and Dental Practitioners⁹⁴ puts a mandatory requirement on medical practitioners to respect the fundamental rights of a patient and forbids the willful participation of a practitioner in any actions that violates human rights.

The Code of ethics provides that 'a practitioner shall not violate the human rights of a patient, the patient's family or his or her care giver' (Rule 4 (1)). It forbids a practitioner from using 'his or her professional skills to participate in any actions that lead to violations of human rights' (Rule 4(2) (a)), and to 'report to Council if there has been a violation of human rights' (Rule 4(2) (b)).

The Code further requires medical and dental practitioners 'not to carry out any specific actions that constitute a violation of the bill of rights enshrined in the constitution of Uganda and international human rights law.'⁹⁵

These standards are in consonance with international medical practice and are considered sacred in the medical profession. They apply to all medical and dental practitioners whether in the private practice or in the service of the police.

Standard for law enforcement

The Ugandan constitution provides the general standard for law enforcement officers to respect, promote and uphold human rights. The constitution provides that 'it shall be the duty of the Uganda Peoples' Defence Forces and any other armed force established in Uganda, the Uganda Police Force and any other police force, the Uganda Prison Services,⁹⁶ all intelligence services and the national Security Council to observe and respect human rights and freedoms in the performance of their function'.

This general obligation is also provided for in the Police Act. The Uganda Police Disciplinary Code of Conduct sets out standards for police officers while in execution of their duty. On the values of non-discrimination and equal treatment, it provides that, '*a member of the (police) force shall treat humanely all persons at his or her disposal without discrimination*'⁹⁷.

93 Resolution on Protection against Violence and other Human Rights Violations against Persons on the basis of their real or imputed Sexual Orientation or Gender Identity Adopted at the 55th Ordinary Session of the African Commission on Human and Peoples' Rights in Luanda, Angola, 28 April to 12 May 2014

94 Available at <http://www.umdpc.com/uploads/codeofethics.pdf>

95 (Rule 4(2) (c)).

96 (Article 221 – see also article 20 (2) which requires all organs and agencies of government and all persons to respect, uphold and promote human rights)

97 (Schedule to section 44 of the Act).

These principles general reflect international standards of treatment of prisoners.

According to the Principles and Guidelines on the Right to a Fair Trial and Legal Assistance in Africa, 'State shall ensure that all persons under any form of detention or imprisonment are treated in a humane manner and with respect for inherent dignity of the human person'⁹⁸.

The International Human Rights Standards for Law Enforcement confirms this by stating that, '*all police action shall respect the principles of legality, necessity, **non-discrimination**, proportionality and humanity.*'⁹⁹

The Universal Declaration of Human Rights, ICCPR, UN Standard Minimum Rules for the Treatment of Prisoners, and the Torture Convention all demand for the respect of inherent human rights of detainees by explicitly condemning any acts that amount to subjecting a detainee to torture or to cruel, inhuman or degrading treatment or punishment or any form of violence or threats.

98 Principles and Guideline on the Right to a Fair Trial and Legal Assistance in Africa, M (7) (a), DOC/OS(XXX)247, page 12

99 (International Human Rights Standards for law Enforcement", by the United Nations High Commissioner for Human Rights <http://www.ohchr.org/Documents/Publications/training5Add1en.pdf> - Code of Conduct, articles 2, 3, 5, 7 and 8; Principles on Force & Firearms, preamble and principles 2, 4, 5, 9, 11, 13, 14, 15, 16, 24, 25 and 26

General Recommendations

To the Uganda Police

- Immediately cease the use of intrusive, non-consensual, inhuman and degrading anal/rectum examinations of persons of different sexual orientation and gender identity as a means of investigations.
- Provide counseling services and obtain patient consent prior to the conduct of medical procedures during the investigation of alleged crimes.
- Immediately issue practice directives for the conduct of investigations of sexual offences to ensure the observance of fundamental rights of both victims and suspects.
- Urgently investigate all allegations of refusal/disregard to investigate cases reported by persons of different sexual orientations and gender identity to the police and ensure that such cases are duly investigated and prosecuted
- Stop parading arrested suspects to the media; particularly LGBTI individuals who face increased violence as a result of such parade.
- Guarantee sexual minorities right to privacy and confidentiality while reporting abuses to the police. Their sexual orientation per se must not be a crime.
- Institute an investigation into assaults of sexual minorities suspects on the basis of their sexual orientation by the police officers at police stations and make such report public.
- Discipline and refer for criminal prosecution police officers who engage in assaulting of LGBTI suspects and other forms of homophobic treatment while at police installations.
- Investigate and discipline officers engaging in the abuse of the criminal justice process to blackmail and extort money and property from sexual minorities.
- Train officers handling LGBTI related cases on the principle of non-discrimination on the basis of sexual orientation and gender identity.

To the Directorate of Public Prosecutions

- Direct the immediate cessation of the use of intrusive non-consensual and inhuman medical examinations results as evidence to prosecute suspects in 'unnatural offences.'
- Take all necessary steps to ensure that all officers responsible in procuring such evidence through torture & inhumane treatment are brought to justice.
- Document and make public annual statistics of cases against LGBTI community.
- Take all steps to prevent abuse of legal process occasioned by non-consensual medical experiments, media parades by the police etc. Take a stand on the same.
- Ensure that the police investigates and forwards the files for prosecution in cases of rights abuses against sexual minorities.
- Issue guidelines to State Attorneys on the supervision of investigations to ensure compliance with human rights standards by police officers during investigations

To the Courts of Judicature

- Interrogate how the evidence used by the police and the DPP to incriminate and prosecute sexual minorities was procured with a view of rejecting adducing of any evidence that was obtained through torture, inhumane and degrading means.
- Conduct vigorous review on the legal reason for the arrest of the suspect and generally safeguard his or her well being while in detention.
- The trial chief magistrates' conduct in these trials should not be swayed by the homophobic public opinion.
- Ensure that all accused sexual minorities receive a fair, speedy, and impartial hearing without any form of discrimination on basis of sexual orientation or gender identity.
- Order for prompt investigations of any abuses or rights violations against sexual minorities brought to the attention of the court.
- As soon as practical, dismiss all cases against sexual minorities that fall short of demonstrating a prima facie case.

To the media

- Immediately cease the outing and publication of police parades of suspects particularly of persons of different sexual orientation and gender identity.
- Develop in-house policies that promote non-discrimination on the basis of sexual orientation or gender identity.

To the Civil Society Organizations

- Develop advocacy strategies targeting criminal justice stakeholders with an aim of addressing cases of discrimination and other violations suffered by sexual minorities.
- Develop manuals and conduct trainings on the rights of sexual minorities within the criminal justice system.

