HRCM Submission to the Universal Periodic Review of the Maldives, April –May 2015 (22nd session) September 2014



Human Rights Commission of the Maldives (HRCM)

The Human Rights Commission of the Maldives (HRCM) was first established under Presidential Decree on December 10, 2003. On August 18, 2005, the Human Rights Commission Act was ratified, thereby making the HRCM the first independent and autonomous statutory body in the Maldives. The amendments brought to the Human Rights Commission Act in August 2006 broadened the mandate and powers of the HRCM, making it compliant with the Paris Principles. With the ratification of the Constitution in August 2008, the HRCM was made an independent and autonomous constitutional body.

The HRCM currently holds 'B' status with the International Co-ordination Committee of National Human Rights Institutions (ICC) and is an Associate Member of the Asia-Pacific Forum of National Human Rights Institutions (APF).

In December 2007, the HRCM was designated by a Presidential Decree as the National Preventive Mechanism (NPM) under the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment and Punishment (OPCAT). As prescribed under the OPCAT, the HRCM was designated as the NPM in legislation with the ratification of the Anti-torture Act in December 2013.

The report focuses on prominent human rights issues faced, along with the implementation status of the recommendations from the 1st UPR review. Accordingly report outlines on 18 thematic areas which comprises of civil and political rights as well as economic, social and cultural rights. Each thematic area is concluded by recommendations. Report was compiled based on information received from the relevant stakeholders including government authorities, institutions, civil society in addition to existing in-house monitoring and data. In addition, HRCM also conducted a series of meetings in the past three months to facilitate constructive dialogue on the implementation of the recommendations. HRCM is represented in the steering committee established by the government during the first UPR review. Regrettably, this committee failed to fulfil its intended obligation.

Abbreviations

DV Domestic Violence

FPA Family Protection Authority

HPA Health Protection Agency

HRCM Human Rights Commission of the Maldives

ICJ International Commission of Jurists

IDP Internally Displaced Persons

LRA Labour Relations Authority

MLG Ministry of Law and Gender

MoE Ministry of Education

MPS Maldives Police Service

PwD Persons with Disabilities

TM Transparency Maldives

UN United Nations

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Right to life

1. In recent years, gang violence and murders have increased at an alarming level (ANNEX 2). A study shows that many of these gang related violence are linked to politicians or business persons who pay gangs to carry out violent acts¹. Yet, state has been unsuccessful in effectively addressing this issue. So far 21 murder cases were recorded since 2010, most of which were gang related.

Take immediate action to eliminate gang related violence. Develop long-term plans to ensure the security of persons.

Human Trafficking

- 2. Children are involved in commercial sex work.² Many children migrate to Male' from atolls for education, remain vulnerable to domestic servitude and sexual harassment by host families.
- 3. There are countless reports of exploitation of migrant workers through fraudulent recruitment practices by their agents, withholding of wages and confiscation of passports.³ Shelters to accommodate trafficking victims and support services are not operational. Lack of resources and capacity appear to be a challenge faced by authorities in establishment of institutional mechanisms and to implement the Anti-Human Trafficking Act. Thus efforts to facilitate redress to victims remain disproportionate to a deteriorating situation.

Take concerted efforts to implement Anti-Human Trafficking Act

Torture

- 4. People are very much concerned about law enforcement officials conducting acts of torture. A total of 304 torture allegations have been lodged at HRCM of which 74 allegations have been investigated from 2010 to July 2014. However, none of these cases were sent to prosecution due to lack of enough evidence to prove them in a court of law.
- 5. The most pressing issues observed in prisons are the lack of categorization, unavailability of rehabilitation and reintegration programs, unnecessary strip-search and disproportionate disciplinary measures towards male prisoners and minors. In custodials, issue of overcrowding, handcuffing for indefinite periods, extended detention for investigation purposes and failure to collate data in a systematic way are areas suggested for improvement over the years. In the only psychiatric institution of State, despite continuous recommendations for change, geriatric patients and patients enduring mental illnesses and PWD are accommodated without proper categorization. Institution for children under State care is heavily under-staffed. Inappropriate disciplinary measures against children under de facto detention persist in most institutions sheltering juveniles. Establish mechanisms and procedures protecting the psychological and physical wellbeing of children under state care and those deprived of their liberty.

Access to justice

- 6. Enforcement of Penal Code is a positive development towards a better legislative framework. However, due to shortfalls in judicial system, functioning of the judiciary is often questionable on various grounds including independence, transparency, interference, influence, competency, consistency, and accessibility. State responded to UN Special Rapporteur on the Independence of Judges and Lawyers as trying to undermine the country's court system. ICJ has issued a number of recommendations to build competency of judiciary with no progressive action by the state.
- 7. According to TM, majority of public lack confidence in the court system.^{7 8} Majority of cases, both criminal and civil, often get delayed for more than a year, and is prosecuted in capital which forces plaintiffs and defendants from atolls to travel to and stay in capital, which is costly.
- 8. Judicial system is controlled and influenced by the Supreme Court weakening judicial powers vested in other superior and lower courts. Supreme Court issued a circular ordering all state institutions not to communicate

to individual courts regarding any information related to judiciary except through Supreme Court. HRCM is facing difficulties in gathering information related to Judiciary due to lack of cooperation.

Adopt recommendations issued by Special Rapporteur and ICJ. Codify and harmonize Shari'ah Law and common law in accordance with the Constitution. Enact important laws leaving no room for inconsistencies in judicial decision making.

Freedom of Expression

- 9. Although Constitution assures its citizen the freedom of thought and expression, there are no laws which guarantee freedom of expression in the Maldives. Parliament Privileges Act can be used to force journalist to reveal their source, which could undermine the constitutional protection that journalists currently enjoy.
- 10. There have been many reports of death threats to media persons and parliament members. State is yet to take realistic action to address these threats. The recent disappearance of Ahmed Rizwan Abdullah, a journalist and human rights advocate is of critical concern.¹⁰

Take measures to address issue of threats and intimidation directed to parliamentarians, journalists and civil society activists to ensure their safety.

Freedom of Assembly

- 11. Political instability in 2012 resulted in a series of intense demonstrations. HRCM observed during dispersal of demonstrations MPS used disproportionate force which was at times discriminatory towards political parties, excessive and disproportionate use of pepper spray at protestors, inconsistency in issuing warnings before dispersal and obstruction of media.¹¹ It was evident that some demonstrators were subjected to torture at the time of arrest.¹²
- 12. While recently endorsed Freedom of Peaceful Assembly Act encompasses positive developments, HRCM raised concerns over provisions of geographical limitations, lack of guidance on control of counter assemblies and requirement to accredit reporters.¹³

Amend the Act in compliance with ICCPR. Incorporate international best practices and human rights standards into existing public order training. Take action against officers who violate the laws, eliminating room for impunity.

Freedom of Association

13. Some NGO's advocating human rights and democracy have been subjected to intimidation by state actors and their freedom of association and expression have been hindered. ¹⁴ In the absence of trade unions, workers' associations undertake their role. ¹⁵ An Act on Industrial and Labor Relations is yet to be enacted, thus legal gap remain as an obstacle to functioning of trade unions. Members of trade unions remain intimidated to disclose membership to employers as members face reprisals such as termination of employment. This is common among workers in the areas of tourism and seaports. Lack of transparency in distribution of service charge is a major reason for strike in tourism industry while not receiving full payment of overtime pay is a grave concern raised by Teachers' Association. Union members face numerous difficulties in exercising collective bargaining, tripartite consultations and work stoppage, as proper legal mechanism is not in place for dispute resolution.

Amend legislation on associations and enact law on industrial relations.

Health

14. Health services are not easily accessible and available in atolls and lack healthcare professionals such as gynecologists and pediatricians. ¹⁶Public has no trust in the healthcare system due to many avoidable health incidents and sensitive medical information of patients being leaked. ¹⁷

15. Frequent media reports about infanticide and abandonment of infants, plus prevalence of illegal and unsafe abortions indicate that sexual relations among adolescents and unmarried adults are common.^{18 19} Access to contraceptives and contraceptive information is limited to married couples to a certain degree in atolls. Furthermore, age appropriate sex education is not provided in schools and parents are not aware of the importance of such education.²⁰

HIV/AIDS

16. The health system is not ready to address a potential HIV outbreak as it lacks prevention programs and specialized care for population groups at risk. HPA mandated with HIV/AIDS prevention/control is not adequately funded and lacks capacity to lay down such a system. There are no prevention services for high risk groups, increasing the risk of spreading HIV.²¹²² High risk factors including sharing of needles to inject drugs, high sexual activity among adolescents and youth could contribute to an increased prevalence of HIV/AIDS.²³It is alarming that there is no screening system for HIV/AIDS and STI in the prison system; considering some of the identified HIV patients go in and out of prison as repeated offenders.²⁴

Strengthen existing healthcare system to address current problems in the health services especially emphasizing life-threatening illnesses and incidents. Take necessary actions to address HIV/AIDS related human rights issues, including prevention for high risk groups.

Child Rights

- 17. Children born out of wedlock face discrimination. Paternity testing is not admissible evidence in court and such a child would be denied father's name, inheritance and child maintenance.
 - Violence against children takes place in all settings. Only a small proportion of reported child abuse victims get justice, and remain re-victimized due to systemic failures. Most prevalent challenges include delays in obtaining evidence and overly strict evidentiary requirements.²⁵ The legal age of consent, along with societal attitudes to treat child abuse as private matter or to force child abuse victim to deny testimony in court to protect family honor as perpetrator is usually a family member providing financial support are factors that cannot be disregarded.²⁶ Moreover, state has fallen short to publish child sexual offender's registry. Additionally, overall functioning of victim support system is effected due to a weak child protection system that is under resourced, with inconsistencies in capacity and coordination. Family Act allows marriage of minors under specific conditions. There are reports of registration of child marriages without counsel of MLG as Shari'ah is basis for defining marriage practices.²⁷
- 18. There are many reasons as to why youth join gangs which include in search of identity and protection while unemployment remains as a major driving factor.²⁸ The political and business elites exploit gangs in exchange for financing.²⁹ With criminal records or inability to exit gang life makes it difficult for youth to find employment, rehabilitation opportunities and remain stigmatized by society.³⁰ Depending on the nature of crime, implementation of the sentence for a minor can be delayed for a set period of time or until they reach 18 years, on condition of substantial changes in behavior.³¹ Although, human resource, rehabilitation and support programs remain limited for proper functioning of a juvenile justice system; the lack of political will along with resource constraints impacts addressing these issues.
- 19. Despite existence of a longstanding moratorium, a regulation on procedures for death penalty was recently introduced and its enforcement for minors is delayed until 18 years of age. The age of criminal responsibility is 15 years and minors can be held for *Hadd* offences. Bills such as Criminal Procedure Code, Evidence Bill and Witness Protection needs to be enacted and state is yet to establish an independent forensic institution to provide accurate information to make an impartial decision on matters concerning administration of death penalty.³²

Enact evidence bill, witness protection bill, criminal procedure code and Juvenile Justice Bill. Strengthen coordination amongst stakeholders dealing with child abuse and rehabilitation measures of victims. Abolish child marriages. Improve availability of counseling facilities at educational institutions. Establish independent forensic institution and abolish death penalty for minors.

Women's Rights

- 20. Absence of requisite procedures, inconsistencies in institutional applications and lack of sensitivity among law enforcement and judiciary towards DV are fundamental issues faced in implementation of DV Act. MPS failed to meet legislative deadline to submit the annual report to FPA. Limited capacity of investigators and their belief that such cases are family matters inhibit victims from getting redress.³³ FPA with a mandate to combat DV is not provided with necessary financial and human resources. Reporting of DV cases remain low as a result of lack of confidence in the system, fear of intimidation by perpetrators, stigmatization and inadequate information on protection measures. There is no proper reintegration mechanism. There are no strict punishments to perpetrators of DV although the state has reported otherwise in the "mid-term assessment of implementation of UPR" on recommendation (100.64).³⁴ However, violation of a protection order is a punishable offense as that of a court order violation.
- 21. Increase in religious conservatism, cultural norms and stereotypical roles depicted by society inhibit women's equitable participation in public life.³⁵ Women remain under represented in all branches of the state and efforts to secure legislative quotas remain unsuccessful.
- 22. Government has agreed to remove the reservation for Article 16. 1(a)(b)(e)(g)(h) and 2 of CEDAW, however, no concrete action has been taken.

Take concrete measures to implement DV Act. Introduce appropriate punishments in DV Act. Remove reservations from Article 16 of CEDAW. Introduce legislative quotas for women representation.

Labour

23. Government is yet to establish minimum wage and unemployment benefit. Non-existence of minimum wage has a detrimental effect for employees working in private sector, especially migrant workers. There is an alarming rise in unemployment especially among youth and women.³⁶ Additionally, lack of opportunity is one of the main reasons for being unemployed.³⁷ Sexual harassment at workplace remains a daunting reality.³⁸The bulk of complaints received by state institutions are related to unfair dismissal, wage claims, breach of contract and violation of employment rights of migrant workers. The monitoring efforts of government are hindered due to budgetary constraints. Implementation of employment Act remains a key issue in realizing employment rights

Establish minimum wage and unemployment benefit. Strengthen measures to ensure implementation of Employment Act.

Migrant Workers

24. Migrant workers are subjected to inhumane conditions like being accommodated in overcrowded places which lack proper ventilation, adequate sanitary facilities and limited accessibility to water.³⁹ Maltreatment and negative attitudes towards migrant workers are a concern. Accessing services from LRA is a challenge for migrant workers based at atolls due to transportation difficulties as many remain reluctant to seek assistance for fear of deportation due to undocumented status.

Ratify ICMW.

Religious Extremist Ideologies

25. There are reports of unregistered marriages encouraged by some religious scholars claiming that registering marriages with the Courts are un-Islamic and unnecessary. State institutions acknowledge this information and raised concerns that children born to such marriages could face serious legal issues. Similarly women in such marriages are bound to face social and legal consequences. Conservative beliefs that promote women as inferior to men are being spread at an alarming level. Many women believe that their role in society is to be submissive wives and in raising children. There are roughly 400 children being withheld from attending school by their parents due to religious beliefs.

Take appropriate measures to deal with ideologies and practices that lead to cultural and societal problems.

Disability

- 26. Disability rights are not mainstreamed into government policies and action plans. Many public buildings including HRCM are not accessible for PwDs. The level of education among PwDs remains significantly low, and a high percentage of them are unemployed. The state has so far failed to take effective systemic action to provide employment opportunities to PwDs.
- 27. For children with severe and multiple disabilities, right to education is yet to be realized in the school system. Children with disabilities do not have equal opportunities, facilities, resources and treatment in educational and healthcare systems compared with those without disabilities and they face ill treatment at schools as well as in the community.⁴⁵

Mainstream disability rights into government policies and action plans. Ensure that PwDs have equal access to education, employment and healthcare without any discrimination.

Education

28. Despite policy initiatives by MoE to establish compulsory education till grade 10, legislative framework on education needs to take effect. Corporal punishment is prohibited in schools, yet 8 percent of students attending secondary schools experienced violence perpetrated by teachers. The education system lacks capacity to provide psychosocial support for child abuse victims and deal with children with challenging behaviors. There are inconsistencies in availability of educational services. Moreover, opportunities and focus on vocational training remains low. An effective system to improve the performance of teachers needs to be in place. Many schools focus on brighter students and neglect to provide additional support for low performers. Learning outcomes for primary and secondary levels are modest and examination pass rates are generally poor. There is no proper system in place to measure indicators such as low attendance and drop-out rates. Lack of financial support to pursue higher education is also a challenge.

Right to education is not provided for children in conflict with the law, in pretrial detention and in prison.

Enact Education bill. Take concrete efforts to eradicate the disparities in the availability of educational services. Improve the quality of education progressively.

Drug Abuse

29. Drug abuse remains a serious concern and studies show that it is predominantly a male phenomenon.⁴⁹ Knowledge of drug use among females remains limited. Prevalence of drug abuse along with increase in crime rate places youth at high risk of deviant behavior.⁵⁰ Minors are targeted and exploited in trafficking of drugs.⁵¹. There are no drug treatment services available during the period of remand and detention. Establishment of a halfway house, drug offender remand center and rehabilitation center for children do not exist although specified in the recent Drugs Act. It is impractical to accommodate the increasing demand for rehabilitation and detoxification services as state has not taken concrete efforts to improve client capacity and services. Concurrently many remain pessimistic about effectiveness of the treatment. Budgetary and human resource

constraints remain the rationale for inadequate capacity, functioning of existing facilities and formulation of regulations.

Formulate an action plan to fully implement Drug Act and accelerate measures to expand the accessibility and availability of drug treatment.

<u>IDPs</u>

30. Since 2004 Tsunami 252 persons are still living as IDPs in 6 islands.

Expedite provision of permanent housing for all IDPs of 2004 Tsunami.

ANNEX 1: Consultation Process

Process

To prepare this report HRCM analyzed the developments detailed in the report prepared by the government of Maldives on "mid-term assessment of implementation of UPR". Based on this preliminary analysis along existing in-house monitoring data HRCM identified 18 thematic areas to focus. The in-house monitoring data comprises of the internal reports compiled, status of implementation of concluding observations by treaty bodies to the State along with number of atoll monitoring trips conducted during this reporting period.

Accordingly, questionnaires were developed and shared with concerned state authorities with an objective to acquire information on implementation status of the recommendations from the 1st UPR review. The evaluation of the preliminary data obtained from these questionnaires were once gain reviewed with aforementioned in-house monitoring data to outline a set of interview questions for the series of stakeholder consultations planned. Subsequently, the series of meeting with the stakeholders facilitated a constructive dialogue on the implementation of the UPR recommendations and it also provided a better insight into the human rights situation of the country.

In the mean time HRCM also facilitated meetings with number of nongovernmental organizations to identify the key civil society organizations reporting to UPR and their thematic areas. This was following a one day workshop facilitated by UN Maldives Resident Coordinator's office. Series of consultations were held with civil society organizations with an objective to corroborate the information acquired from the questionnaires and meetings held with state authorities. During these consultations HRCM encouraged the NGOs to make individual or joint submissions for UPR.

Findings from the aforementioned diverse group of consultations held, HRCM compiled the report and it was shared with stakeholders including civil society organizations to ensure maximum participation from all state actors. All stakeholders were given a time frame to comment to this report and HRCM incorporated as many comments possible before circulating with all internal departments of this institution for a final remark.

Advantages

The process helps in addressing the most concerning human rights issues in the country. Thorough the process of reporting HRCM was able to build a rapport with civil society and help and encourage the civil society participate in the UPR process. Furthermore, the workshop facilitated by UN Maldives Resident Coordinator's office has contributed to the knowledge of the UPR process among HRMC staff as well as civil society.

The HRCM is also represented in the Standing Committee, established by the government to monitor implementation of UPR recommendations.

Setbacks

The information gaps within state institutions; delay in responding to the questionnaires formulated by HRCM to acquire information for this report, along with different levels cooperation from state authorizes can be regarded as challenges faced during this process.

Way forward

The steering committee established by the government to oversee the UPR process needs to be revived with wider representation from all sectors of the state such as the parliament, judiciary and diverse group of civil society organizations. This committee needs to be convened quarterly to maximize the discourse on the implementation of the recommendations.

ANNEX 2

Recorded Murder Cases 2010-2014				
2010	2011	2012	2013	2014
Hussain Manik Age: 61 Attacked: 27 Sep 2010 Died: 27 Sep 2010 Found dead in an empty house called Seena. Hands were tied behind his back	Ahmed Mirza Ibrahim Age: 25 Attacked: 11 Apr 2011 Died: 14 Apr 2011 Assaulted with iron bars. Declared brain dead and life support switched off on 14/4/2011	Moneerul Islam Age: 25 Attacked: Nov 2012 Died: Nov 2012 Bangladeshi citizen who had been working in the Maldives for about 2 years. Body found on 26 November 2012	Husseln Waheed Age: 21 Attacked: 24 Dec 2013 Died: 24 Dec 2013	Mohamed Mazln Age: 18 Attacked: 2 Aug 2014 Died: 2 Aug 2014 Gang Violence
Mohamed Hussein Age: 17 Attacked: 30 Jul 2010 Died: 30 Jul 2010 Stabbed to death by a group of men during an apparent gang fight. He was with his friends on a lorry and about to leave, when they were attacked by a group of people armed with stones and sticks. Died the following morning of his injuries	Ahusan Basheer Age: 21 Attackcd: 17 Mar 2011 Died: 17 Mar 2011 Attacked at the corner of Alikilegefaanu Magu and Majeedhee Magu at 0330. Died of his injuries in IGMH at 0720	Afrashim Ali Age: 46 Attacked: 2 Oct 2012 Died: 2 Oct 2012 Member of Parliament. He was attacked while entering his house at midnight after an appearance on the state TV channel. His murder sparked a fierce political debate with both sides accusing each other of carrying out the attack	Ismail Nizar Age: 31 Attacked: 15 Jul 2013 Died: 15 Jul 2013 Was attacked by a group of masked men on his way home to Thundi from Kadhdhoo. It is alleged that the attackers mistook him for his younger brother.	Ali Shiyam Age: 34 Attackcd: 31 Jul 2014 Died: 31 Jul 2014
Hassan Shahid Age: 34 Attacked: 22 Jun 2010 Died: 22 Jun 2010 Allegedly stabbed by his ex wife in her home at 1530. He ran to a nearby shop and was taken to ADK where he died of his injuries		Adam Haleem Age: 26 Attacked: 22 Jul 2012 Died: 22 Jul 2012 Policeman stationed in Kaashidhoo. Attacked and killed while on duty.	Mohamed Hassan Age: 54 Attacked: 13 Mar 2013 Died: 14 Mar 2013 Attacked whilst asleep in the sitting room	Ali Rasheed (Alibe) Age: 79 Attacked: Apr 2014 Died: Apr 2014 Found dead in a house, with wounds on his body.
Abdullah Shuhad Age: 23 Attacked: 27 Jan 2010 Died: 28 Jan 2010		Ahmed Najeeb Age: 65 Attacked: 1 Jul 2012 Died: 1 Jul 2012 Allegedly went to M. Masroora at 2200, was later beaten and bound. Killed and put in a large garbage bin in the middle of the room Mohamed Aruham Age: 16 Attacked: 30 May 2012		
		Died: 30 May 2012 Was believed to have been stabbed and killed while he was asleep in the park. Body was discovered at 06:15 the next morning		

	Hassan Aboobakuru
	(Hassanbe)
	Age: 65
	Attacked: 29 May
	2012
	Died: 29 May 2012
	Last seen on
	28/05/2012. Was
	found dead in his
	home on 30/05/2012.
	He was gagged, and
	his feet tied.
	Fathmath Zakariyya
	Age: 75
	Attacked: Apr 2012
	Died: Apr 2012
	Found dead in her
	home at 2100. Initially
	thought to be of natural causes until
	her phone etc were
	found to be missing
	Ali Shifan (Tholhi
	Pele')
	Age: 33
	Attacked: 1 Apr 2012 Died: 1 Apr 2012
	Attacked and killed by
	2 men on a motorbike.
	Ali Shifan (Tholhi
	Pele')
	Age: 33
	Attacked: 1 Apr 2012
	Died: 1 Apr 2012
	Attacked and killed by
	2 men on a motorbike.
	Ali Hassan (Ayyube)
	Age: 70
	Attacked: 8 Jan 2012
	Died: 8 Jan 2012
	Attacked by a group of
	men on the road, and
	taken to an
	abandoned house
	where he was killed.
	His assailants believed
	that he was
	responsible for the
	death of a woman on
	the island through
	black magic
Source: http://mvmurders.com/	

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