United Kingdom of Great Britain and Northern Ireland

Joint Submission to the UN Universal Periodic Review
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Submission by CIVICUS: World Alliance for Citizen Participation, NGO in General Consultative Status with ECOSOC

CIVICUS: World Alliance for Citizen Participation

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1. Introduction

1.1 CIVICUS is a global alliance of civil society organisations (CSOs) and activists dedicated to strengthening citizen action and civil society around the world. Founded in 1993, CIVICUS has members in more than 180 countries.

1.2 In this submission, CIVICUS examines the Government of the UK’s compliance with its international human rights obligations to create and maintain a safe and enabling environment for civil society. We analyse the UK’s fulfilment of the rights to the freedoms of association, peaceful assembly and expression since its previous UPR examination in May 2017. We assess the UK’s implementation of relevant recommendations received during the 3rd UPR cycle and provide follow-up recommendations.

1.3 During the 3rd UPR cycle, the Government of the UK received 12 recommendations relating to the space for civil society (civic space). It supported four and noted eight. An evaluation of a range of legal sources and human rights documentation demonstrates that the Government of the UK has not implemented two supported recommendations relating to civic space and only partially implemented two supported recommendations related to open engagement with civil society. Acute implementation gaps were found with regard to the remaining recommendations.

1.4 We are deeply concerned by the government’s repeated attempts to unduly restrict the right to the freedom of peaceful assembly. The Police, Crime, Sentencing and Courts Bill (PCSCB), introduced in March 2021, seeks to unduly limit this right.\(^1\) Provisions in the PCSCB seem to be specifically designed to counter environmental and racial justice protests, which have been repressed by the authorities in recent years.

1.5 We are further alarmed by other laws proposed by the government, and its failure to take into consideration concerns raised by civil society. One example is the proposal to change the 1998 Human Rights Act (HRA), which threatens democratic checks and balances through which civil society aims to hold the government accountable.

1.6 As a result, civic space in the UK is currently classified as ‘narrowed’ by the CIVICUS Monitor, indicating the existence of civic space restrictions.\(^2\)

- Section 2 of this submission examines the UK’s implementation of UPR recommendations and compliance with international human rights standards concerning the freedoms of association and peaceful assembly.
- Section 3 examines the UK’s implementation of UPR recommendations and compliance with international human rights standards concerning the freedom of expression, media freedom and access to information.
- Section 4 contains recommendations to address the concerns raised and advance implementation of recommendations under the 3rd cycle.

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An annex on the implementation of 3rd cycle UPR recommendations related to civic space is in Section 5.

2. Freedom of association and peaceful assembly

2.1 During the UK’s examination under the 3rd UPR cycle, the government received eight recommendations on the freedom of association and creating an enabling environment for CSOs. The government committed to ensuring that ‘it will take into consideration the opinion of civil society and its role in supporting the decision-making process’. The government supported four and noted four of the recommendations, but has failed to take adequate measures to fully realise them. Further, while there were no specific recommendations on the freedom of peaceful assembly, recent developments are concerning.

2.2 HRA article 11 guarantees the right to the freedoms of association and assembly. Article 22 of the International Covenant on Civil and Political Rights (ICCPR), to which the UK is a state party, guarantees the freedoms of association and peaceful assembly. However despite these commitments, the government has taken steps to unduly restrict these rights, including by introducing restrictive legislation.

2.3 CSOs have raised concerns over the Elections Bill, introduced in June 2021, which introduces several bureaucratic restrictions on electoral campaigning. The bill permits the Minister for the Cabinet Office to change unilaterally which organisations and campaign activities are permitted a year before any election in the UK, with the power to ban civil society engaging in elections through campaigning and donations. The bill would increase administrative burdens for CSOs and have a chilling effect.

2.4 The UK government independent review of the HRA, which incorporates the European Convention on Human Rights into UK law, is concerning. In December 2021, the government published its Independent Review of the Act and opened consultations into proposals to overhaul the HRA. However there are concerns that the reforms proposed will diminish access to justice, particularly for excluded groups, who have used the HRA to hold government actions to account in the courts. Civil society expressed concerns over the narrow scope of the review, which fails to take into account how the HRA has been used.

2.5 Civil society has faced harassment from the government for working on racial justice. For example, 20 Conservative members of parliament (MPs) submitted a complaint

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against the Runnymede Trust to the Charity Commission for ‘pursuing a political agenda’ after it criticised the government’s report on Race and Ethnic Disparities.7

2.6 The UK does not have specific legislation that regulates the right to peaceful assembly. However, the Public Order Act 19868 allows senior police officers to impose conditions on a public procession or assembly if they reasonably believe it might result in serious public disorder, serious damage to property or serious disruption to the life of the community. Additionally, Section 50 of the Police Reform Act 20029 gives the police power to demand the name and address of anyone they believe is demonstrating ‘anti-social behaviour’.

2.7 In March 2021, the government introduced the PCSCB to ‘strengthen police powers to tackle non-violent protests that have a significant disruptive effect on the public or on access to Parliament’. Parts 3 and 4 of the bill10 amend the Public Order Act, giving the police further powers to unduly restrict the right to protest by imposing noise-related restrictions (clauses 55 and 56) and place-specific limits on protests (clauses 58 and 59). Other concerning provisions later introduced to part 3 include ‘Protest Banning Orders’, protest-related stop and search powers and the creation of a new criminal offences for ‘locking on’ and ‘being equipped to lock on’,11 punishable by up to 51 weeks in prison and a fine. The same penalties apply for obstructing a highway and obstructing someone involved in the construction or maintenance of transport works.12

2.8 The bill is currently under review in parliament. While the House of Lords voted to remove or amend some of the concerning provisions in part 3,13 in February 2022 the House of Commons reintroduced provisions14 on noise-based protests and restrictions on single-person protests. Other significant elements of part 3 have already passed without amendments.15 If the bill passes in its current form, it will significantly restrict the right to protest in the UK.

11 A lock-on is a technique used by protesters to make it difficult to remove them from their place of protest.
14 Police Bill Alliance, Twitter, 28 February 2022, https://twitter.com/PoliceBillAll/status/1498358280128798730.
15 Other significant elements of part 3 of the Bill have already passed without amendments. For example, once enacted, anyone can receive a criminal conviction for breaching a police condition on a protest, even if they had no knowledge of it being placed. Additionally, public nuisance will become a statutory offence with a maximum sentence of 10 years. See more: Policy paper: Police Crime, Sentencing and Court bill
2.9 In practice, for several years the authorities have unduly restricted the right to protest, including environmental rights and racial justice protests, by using excessive force, detaining protesters and preventing protests. For example, three anti-fracking protesters were sentenced to up to 16 months in prison for a protest staged in July 2017. In October 2018 their sentences were overturned on appeal.

2.10 Environmental rights group Extinction Rebellion has faced repeated repression. In September 2019, the authorities carried out pre-emptive policing operations on the group ahead of a planned protest at Heathrow Airport. A month later, police issued a blanket ban under Public Order Act section 14, preventing a protest in London; the ban was later deemed unlawful by a court. In June 2021, police raided arts charity Antepavilion, targeting the group prior to a planned protest. Since April 2019, there have been an estimated 2,000 prosecutions for protests organised by Extinction Rebellion, with almost 1,000 trials still under way.

2.11 Environmental rights group Insulate Britain, which is demanding proper home insulation, has also faced prosecutions. In December 2021, 10 of its members received prison sentences for contempt of court after breaching injunctions banning their roadblock protests.

2.12 Additionally, during the COVID-19 pandemic, a limitation on gatherings was imposed under Regulation 7 of the Health Protection Regulations 2020, which has been used by the authorities to arbitrarily restrict the right to protest. For example, in March 2021 a planned vigil by the Reclaim These Streets movement following the death of a young woman was banned under COVID-19 regulations by the Metropolitan Police. When people turned up they were met with a high police presence and the police

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18 Heavy handed policing as hundreds arrested at Extinction Rebellion protests, CIVICUS Monitor, 3 September 2021, [https://monitor.civicus.org/updates/2021/09/03/heavy-handed-policing-hundreds-arrested-extinction-rebellion-protests/](https://monitor.civicus.org/updates/2021/09/03/heavy-handed-policing-hundreds-arrested-extinction-rebellion-protests/).


20 Why was the Met's Extinction Rebellion protest ban unlawful, Vikram Dodd and Matthew Taylor: The Guardian, 06 November 2019, [https://www.theguardian.com/environment/2019/nov/06/why-was-the-mets-extinction-rebellion-protest-ban-unlawful](https://www.theguardian.com/environment/2019/nov/06/why-was-the-mets-extinction-rebellion-protest-ban-unlawful).

21 Heavy handed policing as hundreds arrested at Extinction Rebellion protests, CIVICUS Monitor, 3 September 2021, [https://monitor.civicus.org/updates/2021/09/03/heavy-handed-policing-hundreds-arrested-extinction-rebellion-protests/](https://monitor.civicus.org/updates/2021/09/03/heavy-handed-policing-hundreds-arrested-extinction-rebellion-protests/).


2.13 During Black Lives Matter (BLM) protests in June 2020, it remains unclear why only some protesters were arrested for breaching Regulation 7, while others were not. Police took actions that contradict efforts to prevent the spread of COVID-19, kettling protesters and pulling down masks to identify them.  

2.14 Those advocating for racial justice have been targeted with legal harassment. In January 2022, four protesters were cleared of criminal charges after admitting that they helped topple the statue of slave trader Edward Colston at a June 2020 BLM protest but arguing that its existence constituted a public offence or hate crime. The Attorney General for England and Wales announced that she would consider referring the acquittal to a court of appeal after several Conservative MPs criticised the ruling.

2.15 #KillTheBill protests staged against the PCSCB have faced a significant police presence. More than 100 protesters were arrested during demonstrations held in April 2021.

3. Freedom of expression, media freedom and access to information

3.1 Under the 3rd UPR cycle, the government received four recommendations relating to the freedom of expression, media freedom and access to information. It noted all four.

3.2 ICCPR article 19 guarantees the right to the freedoms of expression and opinion. HRA article 10 also guarantees the right to the freedom of expression, which may be subject to limitations on grounds including national security, territorial integrity or public safety, preventing disorder or crime, protecting health, protecting other people’s reputation or rights, preventing the disclosure of information received in confidence and maintaining the authority and impartiality of the judiciary.

3.3 Under section 40 of the Crime and Courts Act 2013, there are some special provisions for journalists, including judicial safeguards before the police can gain access to

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25 Calls to #KillTheBill as UK government seeks to stifle protests even further, CIVICUS Monitor, 6 April 2021, https://monitor.civicus.org/updates/2021/04/06/calls-kilthebill-uk-government-seeks-stifle-protests-even-further/.


journalistic material or state agencies can instigate surveillance in certain circumstances.\textsuperscript{31}

3.4 However, several laws have been used to unduly limit press and media freedoms. Under the Terrorism Act of 2000,\textsuperscript{32} in February 2022 police took journalist and former MP Chris Mullin to court to try to get him to disclose the source of his investigation of the 1974 Birmingham bombing. As a journalist, Mullin has refused to disclose his source.\textsuperscript{33} In March 2022 a court ruled in favour of protecting his source.\textsuperscript{34}

3.5 While the Official Secrets Act provides legal protection in the UK against espionage, in practice the Act has been used to harass journalists. For example, in 2018 two investigative journalists were arrested for allegedly stealing confidential material from the Police Ombudsman for Northern Ireland.\textsuperscript{35} Following a review of the act\textsuperscript{36} the government launched reforms to, as stated, 'improve' the state's ability to protect official data. However, press groups state that these proposals blur the line between whistleblowing, journalism and spying, and would water down protection against police inspections of journalistic material.\textsuperscript{37}

3.6 Journalists face judicial harassment through the Defamation Act. For example, after journalist Carole Cadwalladr investigated funding received by and connections to Russia of Aaron Banks, the founder of the Leave.EU campaign, she has been the target of a strategic lawsuit against public participation.\textsuperscript{38}

3.7 There have been cases of attacks against journalists, including the killing of a journalist. In April 2019 journalist Lyra McKee was killed while reporting on riots in Derry, Northern Ireland. Police arrested four men in connection with the case,\textsuperscript{39} of whom one was charged with murder. In response to calls to improve safety for journalists, the government published its first National Action Plan in March 2021.

\begin{itemize}
  \item Press Freedom, News Media Association, \url{http://www.newsmediauk.org/current-topics/press-freedom}.
  \item Chris Mullin to contest order under Terrorism Act, National Union of Journalists, 21 February 2022, \url{https://www.nuj.org.uk/resource/chris-mullin-to-contest-order-under-terrorism-act.html}.
  \item UK: Tow court cases present new barriers to independent reporting, Reporters Without Borders, 3 March 2022, \url{https://rsf.org/en/news/uk-two-court-cases-present-new-barriers-independent-reporting}.
  \item Birmingham pub bombings: Chris Mullin allowed to keep source secret, BBC, 22 March 2022, \url{https://www.bbc.com/news/uk-england-birmingham-60833230}.
\end{itemize}
However, there are concerns that the plan will not systematically monitor threats, attacks and broader media freedom violations.40

3.8 There are also concerns over media independence. In January 2022, Culture Secretary Nadine Dorries announced that BBC funding would be frozen for two years, and the licence fee, which plays a crucial role in ensuring its editorial and financial independence, would be abolished by 2027. This would result in the BBC having to make major cuts to its programme budgets. Additionally, it would have to renegotiate a new funding model, which could include a subscription service, part-privatisation, or direct government funding. Concerns were raised that the funding decision came in response to the broadcaster's coverage of the Prime Minister's lockdown party scandals.41 Conservative MPs repeatedly claim that the broadcaster is biased against their party.42

3.9 The right to request access to information is enshrined in three different laws: the Data Protection Act, Environmental Information Regulations Act and Freedom of Information (FOI) Act.43 While requests made under the FOI Act are meant to be answered 'without reference to the identity or motives of the requester', in practice this is not the case. According to an Open Democracy investigation, selected journalists have been 'blacklisted' and their FOI requests44 are processed by a secretive unit within the Cabinet Office. FOI requests on BLM and Extinction Rebellion protests have also been flagged as 'high risk' by the Metropolitan Police system.45

3.10 Restrictions on access to information during the COVID-19 pandemic are also of concern. For example, during daily COVID-19 press briefings by the Prime Minister and government officials there were limited opportunities for journalists to ask follow-up questions. An Open Democracy reporter was banned from asking questions.46

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5. Recommendations to the Government of UK

CIVICUS calls on the Government of the UK to create and maintain, in law and in practice, an enabling environment for civil society, in accordance with the rights enshrined in the ICCPR, the UN Declaration on Human Rights Defenders and Human Rights Council resolutions 22/6, 27/5 and 27/31.

At a minimum, the following conditions should be guaranteed: the freedoms of association, peaceful assembly and expression, and the state’s duty to protect. In the light of this, the following specific recommendations are made:

16.1 Freedom of association and peaceful assembly

- Take measures to foster a safe, respectful and enabling environment for civil society, including by removing legal and policy measures that unwarrantedly limit the freedoms of association and peaceful assembly.
- Adopt best practices on the freedom of peaceful assembly, as set out in the UN Human Rights Committee General Comment No. 37 on the right to peaceful assembly.
- Remove parts 3 and 4 of the restrictive PCSCB.
- Secure the HRA by scrapping all proposed changes to the Act.
- Refrain from vilifying HRDs and protesters, particularly those advocating for environmental rights and racial justice.
- Drop charges against climate justice defenders and stop persecuting and refrain from arresting protesters.

16.2 Freedom of expression, media freedom and access to information

- Ensure the freedom of expression and media freedom by bringing all national legislation into line with international standards through inclusive consultations with the sector.
- Ensure that the National Action Plan on the Safety of Journalists commits to systematic monitoring of threats, attacks and broader violations of media freedoms and refrain from targeting the media.
- Retain the BBC’s licensing model, which enables it to operate independently.
- Respect access to information for journalists, researchers and protesters and carry out independent investigations into allegations of violation of the right to access to information.

6.6 State engagement with civil society

- Implement transparent and inclusive mechanisms of public consultations with CSOs on all issues mentioned above and enable the more effective involvement of civil society in the preparation of law and policy.
- Incorporate the results of this UPR into action plans for the promotion and protection of all human rights, taking into account the proposals of civil society,
and present a midterm evaluation report to the Human Rights Council on the implementation of the recommendations of this session.
6. Annex: Assessment of implementation of civic space recommendations under the 3rd cycle

<table>
<thead>
<tr>
<th>Recommendation</th>
<th>Position</th>
<th>Assessment/Comments on level of implementation</th>
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| **134.55** Take into consideration the opinion of civil society and its role in supporting the decision-making process, particularly with regard to the implementation of recommendations presented to them during the universal periodic review session, additionally, listen to the British human rights organizations and support their role, in particular, in the light of the interest of the Government in the situation of organizations in other States (Egypt); **Source of position:** A/HRC/36/9/Add.1 - Para. 3 | Supported | Status: Partially implemented  
*Source: section 2* |
| **134.63** Continue to be engaged in open and inclusive public debates on ensuring the most effective domestic implementation of international and regional human rights standards, with full account of universally guaranteed rights and freedoms (Serbia); **Source of position:** A/HRC/36/9/Add.1 - Para. 3 | Supported | Status: Partially implemented  
*Source: section 2, 3,* |
| **134.66** Ensure the inclusion of all stakeholders in the drafting and adoption of the British Bill of Rights, in particular representatives of the poor, minorities and vulnerable groups (Haiti); **Source of position:** A/HRC/36/9/Add.1 - Para. 3 | Noted | Status: NA  
*Source: section 2, 3* |
| **134.74** Continue its commitment to international human rights obligations and standards and ensure that the new bill of rights is drafted through broad-based consultations and embraces no less protection of human rights (Thailand); **Source of position:** A/HRC/36/9/Add.1 - Para. 3 | Noted | Status: NA  
*Source: section 2, 3,* |
| **134.76** Carry out extensive consultations with civil society related to the repeal of the 1998 | Noted | Status: NA  
*Source: section 2* |
| 134.77 | Ensure that changes in the national legislation affecting the Human Rights Act do not result in weakening human rights protection mechanisms in the country (Belarus); |
| Source of position: A/HRC/36/9/Add.1 - Para. 3 | Noted | Status: NA | Source: section 2 |

| 134.84 | Dedicate more resources to fight against negative stereotypes in the civil society, against the most affected minority groups (lesbian, gay, bisexual, transgender and intersex persons, Gypsies, Muslims, refugees and persons granted asylum) (Spain); |
| Source of position: A/HRC/36/9/Add.1 - Para. 3 | supported | Status: not implemented | Source: section 2 |

| 134.86 | Stop the pressure on mass media, including by closing their bank accounts (Russian Federation); |
| Source of position: A/HRC/36/9/Add.1 - Para. 3 | Noted | Status: NA | Source: section 3 |

| 134.111 | That the United Kingdom Government, parliamentarians, human rights institutions and civil society organizations continue to work closely together in order to ensure that vulnerable groups such as ethnic and religious minorities, refugees and migrants are better protected against hate speech and hate-related crime and that they are provided with greater certainty and legal protection (Thailand); |
| Source of position: A/HRC/36/9/Add.1 - Para. 3 | Supported | Status: not implemented | Source: section 2, 3 |

| 134.149 | Bring all legislation concerning communication surveillance in line with international human rights standards and especially recommends that all communications surveillance requires a test of necessity and proportionality (Liechtenstein); |
| Source of position: A/HRC/36/9/Add.1 - Para. 3 | Noted | Status: NA | Source: section 2, 3 |
| Source of position: | 134.150 Ensure that the regulation on surveillance does not violate the right to privacy, intimacy and freedom of expression of its citizens (Paraguay); | Noted | Status: NA  
Source: section 2, 3 |
|-------------------|-------------------------------------------------------------------------------------------------|-------|----------------------------------|
| Source of position: | 134.151 Consider the revision of the Investigatory Powers Act 2016 with a view to protecting the right to privacy, including by prohibiting mass surveillance activities and the collection of communications data without warrants (Brazil); | Noted | Status: NA  
Source: section 2, 3 |