



Universal Periodic Review of Rwanda

Stakeholder Report on Human Rights Violations on the Basis of Real or Perceived Sexual Orientation and Gender Identities and Expressions in Rwanda

For consideration in the framework of the 4th review cycle of Rwanda by the UPR Working Group during the 51st session

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Pan Africa ILGA: Pan Africa (PAI) is the African branch of the global LGBTQI+ organization (ILGA). It brings together more than 150 African organizations working for human rights and equality for LGBTQI+ people on our continent. Its core mission is to unify and strengthen LGBTQI+ organizations in Africa in order to challenge state legislation and discriminatory fundamentalist movements, which hinder advocacy related to issues of sexual orientation and gender identity.



Federatie van Nederlandse Verenigingen tot Integratie van Homoseksualiteit (CoC Netherlands): COC Netherlands has been advocating for the rights of lesbian women, gay men, bisexuals and transgender people (LGBT's) from 1946 on. COC strives for the decriminalization of sexual orientation and gender identity and for equal rights, emancipation and social acceptance of LGBT's in the Netherlands and all over the world. COC is one of the few LGBT organizations that has a special consultative status with the United Nations.



I. Introduction

1. This report is submitted to the Working Group on the Universal Periodic Report (UPR) and focuses on the human rights situation of Lesbian, Gay, Bisexual, Transgender, Intersex, and Queer (LGBTIQ+) individuals in Rwanda. While Rwanda is a signatory to numerous international human rights treaties and conventions, members of the LGBTIQ+ community continues to face widespread stigma, discrimination and social exclusion.
2. The report seeks to highlight existing legal and policy gaps and to present evidence that may inform legal and policy reforms as well as practical measures aimed at advancing the rights of LGBTIQ+ persons in Rwanda. It also underscores the need to strengthen preventive and responsive mechanisms to address human rights violations based on sexual orientation and gender identity or expression.

II. Methodology

3. During the drafting of this report, an academic, socio-legal approach was employed. A range of studies, national reports and official documents—including laws and policies—were consulted with aim of understanding the legal protection and recognition of LGBTIQ+ individuals in Rwanda. In addition, the voluntary contribution of ten (10) LGBTIQ+ individuals and community representatives were gathered through separate consultative meetings held between 31st of May and 20th of June 2025.

III. Areas of Concern in Relation to the Protection of the Rights of LGBTIQ+ People in Rwanda

4. During the data collection, the informative interviews and focus group discussions with LGBTIQ+ individuals, the following areas of concern were identified and consistently raised by participants. These areas include: (i) the absence of comprehensive legal protections and anti-discrimination safeguards; (ii) social and economic rights, including access to health care and education; (iii) civil rights and freedoms, particularly freedom of association and assembly; and (iv) access to justice for LGBTIQ+ persons in Rwanda.

IV. Review of previous recommendations related to the protection of LGBTIQ+ persons given to Rwanda

5. Rwanda received four recommendations specifically addressing the rights of lesbian, gay, bisexual, transgender, intersex and queer (LGBTIQ+) during its third Universal Periodic Review in 2021. None of these recommendations were accepted; among them three were noted while the Government also committed to examine Recommendation

135.32 and provide responses in due time, but no later than the forty-seventh session of the Human Rights Council¹.

6. Recommendation 135.32, made by Belgium, called on Rwanda to include, under Article 6 of its Constitution, the prohibition of discrimination on the basis of sexual orientation. This recommendation has not been implemented.
7. Recommendation 136.13, made by Iceland, urged Rwanda to adopt comprehensive anti-discrimination legislation addressing both direct and indirect forms of discrimination, including on the grounds sexual orientation and gender identity. No legislative reforms have yet addressed this gap.
8. Recommendation 136.18, made by France, called on Rwanda to guarantee the protection of lesbian, gay, bisexual, transgender and intersex people against violence, harassment and arbitrary arrests. To date, no explicit measures have been adopted.
9. Recommendation 136.24, made by Germany, similarly urged Rwanda to ensure that marginalised groups—including LGBTI persons, persons with disabilities and children living on the streets—are not subjected to arbitrary detention or ill-treatment by security forces. To date, no specific protection mechanisms have been introduced to address these concerns.
10. According to the 2024 World Justice Project (WJP) Rule of Law Index, Rwanda ranks 40th out of 142 countries globally 1st out of 34 countries in Sub-Saharan Africa²— a notable achievement that reflects institutional strength in the justice sector. However, civil society reports continue to document verbal abuse, physical violence, and arbitrary arrest and a pattern of non-responsiveness by law enforcement agencies to complaints of abuse based on real or perceived sexual orientation and gender identity³.
11. It is therefore essential that Rwanda revisit these recommendations, particularly those addressing protection from violence and legal discrimination, and take prompt, measurable steps to ensure the equal protection and dignity of all persons, regardless of sexual orientation or gender identity.

V. General Overview of the Situation of Sexual Orientation and Gender Identity in Rwanda

*‘LGBTI has not been our problem, and we do not intend to make it a problem’ -
President Paul Kagame ⁴*

12. The Constitution of Rwanda⁵ provides key human rights protections, including the right to non-discrimination (Article 16) and the right to equal protection and equality before the law (Article 15).
13. Additional protections include the right to physical and mental integrity for all persons (Article 14). Notably, same-sex conduct is not criminalised, and LGBTIQ+ individuals are, in practice, able to exercise their right to peaceful assembly in a relatively enabling civic space.
14. Rwanda is among a small number of African countries with legal and policy frameworks that are comparatively accommodating toward persons of diverse sexual orientations and gender identities.
15. In 2009, the Parliament of Rwanda rejected Article 217 of the draft penal code⁶, which would have criminalised homosexuality—an important decision that affirmed the country’s commitment to non-criminalisation.
16. Rwanda further demonstrated regional leadership by being the only African country to vote in favour of a UN Economic and Social Council resolution granting consultative status to the International Gay and Lesbian Human Rights Commission⁷.
17. According to a regional equality index, Rwanda scores 36 out of 100 overall, with a legal rights score of 40 and public opinion score of 32⁸. Within the African and the East African contexts, Rwanda is perceived as one of the more progressive countries regarding sexual orientations and gender identities.
18. Despite these legal and policy advancements, concerns remain regarding laws, policies and practices that negatively impact LGBTIQ+ persons. These include persistent stigma and discrimination, violation of physical and mental integrity, the absence of legal recognition for transgender, and limited access to justice mechanisms⁹.

VI. Human Rights Situation of Lesbians, Gays, Bisexuals, Transgender, Intersex and Queer persons in Rwanda

A. Lack of Legal Protection for LGBTIQ+ Individuals Against Discrimination

19. The constitution of Rwanda affirms equality and non-discrimination under its Bill of Rights. Article 15 stipulates that all persons are equal before the law; they are entitled to equal protection of the law¹⁰. Additionally, Article 16 articulates that all Rwandans are born and remain equal in rights and freedoms, and that any form of discrimination or its propaganda is prohibited and punishable by law¹¹. These constitutional guarantees, when

interpreted in conjunction with statements made by the Head of State at the Rwandan Cultural Symposium in San Francisco and prior assurance by the former Minister of Justice, may be seen to reflect a degree of political will at the executive level to uphold the human rights of all individuals¹².

20. Nevertheless, the absence of explicit legal protection on the basis of sexual orientation and gender identity leaves LGBTIQ+ persons vulnerable to discrimination and violence without room for them to confidently seek justice. Social stigma and exclusion manifest in various forms, including verbal harassment, physical assault, and marginalisation from social and economic life¹³. This stands in tension with Rwanda's international human rights obligations, particularly under Article 1 of the International Covenant on Civil and Political Rights (ICCPR), which upholds the right to self-determination, and Article 26, which guarantees equal protection before the law and prohibits discrimination. The UN Human Rights Committee has interpreted "other status" under Article 26 to include sexual orientation and gender identity, as reflected in the landmark decision *Toonen v. Australia*¹⁴.
21. LGBTIQ+ individuals in Rwanda report discrimination in employment, housing, and access to health care, particularly in the realm of sexual reproductive health services. These challenges are present not only in rural areas—where limited awareness about sexual and gender minorities persists—but also in urban centres, where broader access to information might suggest greater inclusion. During key informant discussions, a transgender respondent reported the termination of their employment contract on the basis of gender identity and expression¹⁵.
22. Discrimination is criminalised under Law No. 68/2018 of 30 August 2018, Determining Offences and Penalties in General. Article 163 stipulates that any person who commits acts aimed at denying an individual or a group their rights—guaranteed under Rwandan law or international conventions ratified by Rwanda—on the basis of race, ethnicity, origin, clan, family connection, skin colour, sex, region, nationality, religion, political ideology, economic class, culture, language, social status, physical or mental disability, or physical appearance, is liable to imprisonment for a term of not less than five years and not more than seven years, and a fine of no less than five hundred thousand Rwandan francs (FRW 500,000) and not more than one million Rwandan francs (FRW 1,000,000)¹⁶.
23. Notably, sexual orientation and gender identity are not mentioned among the protected grounds, thereby limiting the scope of legal protection available to LGBTIQ+ persons. The list of protected grounds is exhaustive and closed, which contradicts Article 16 of the Constitution of Rwanda that prohibits and punishes all forms of discrimination. This

omission has led to inconsistent application of the law and legal misinterpretation, resulting in an environment where acts of discrimination against LGBTIQ+ individuals are insufficiently addressed and their rights inadequately protected in practice.

B. Lack of Legal Recognition for Transgender and Intersex persons

24. While Article 16 of the Constitution of Rwanda prohibits all forms of discrimination, the national legal framework does not explicitly recognise gender identity, and offers no legal recognition or protection for Transgender or Intersex persons. Article 44 of the Law N. 71/2024 of 26 June 2024 governing persons and the family defines “sex” narrowly as the human physiological state of being male or female. Furthermore, Article 45 of the same stipulates that a person’s sex that which is recorded in their birth registration¹⁷.
25. Concerns have been raised by members of the LGBTIQ+ community regarding the absence of any legal provision for sex or gender marker change in the official civil status records. The law does not provide for any procedure for legal gender recognition, including for sex reassignment or amendment of sex details on documents such as birth certificates, national identity cards, driving license or passports. This omission fails to reflect the diversity of gender identities that exist and contributes to the marginalisation of transgender and intersex persons in both public life and administrative processes.
26. The submitting organizations further note with concern the exclusion of transgender, lesbian, intersex and queer persons from the revised National Gender Policy¹⁸. Their omission from national gender discourse reinforces structural invisibility and undermines inclusive gender equality efforts.

C. Lack of Legal Protection Against Gender-Based Violence

27. Although article 15 of the Constitution of Rwanda guarantees equal protection under the law for all individuals, the legal framework on gender-based violence remains limited in scope. Specifically, Law N. 59/2008 of 10 September 2008 on the Prevention and Punishment of Gender-based Violence defines such violence under Article 2 as *actus* causing bodily, psychological, sexual and economic harm to a person solely because they are female or male¹⁹. This binary definition fails to acknowledge and protect individuals whose gender identity does not conform to this classification, including transgender and intersex persons.

28. The submitting organizations note with concern that transgender and intersex persons are not explicitly recognised in the national gender-based violence (GBV) indicators²⁰. Members of the LGBTIQ+ community in Rwanda emphasise that this omission also limits the effectiveness of GBV data collection efforts, ultimately hindering the development of inclusive and evidence-based strategies to prevent and respond to gender-based violence in all its forms.

VII. Gaps in Legal Protection, Services, and Participation for LGBTIQ+ Individuals

A. Right to Health

29. The Constitution of the Republic of Rwanda recognises the Right to good health, affirming that “*All Rwandans have the right to good health*²¹”.
30. This right is anchored in international human rights law, most notably Article 25 of the Universal Declaration of Human Rights (UDHR), which states that “*everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including medical care*²²”. The right to health is thus considered a fundamental human right.
31. Rwanda is widely recognised for having one of the most progressive health policies in the region. The national Community-Based Health Insurance scheme (Mutuelle de Santé) provides coverage to more than 90 per cent of the population, facilitating broad access to affordable primary *health services*²³. Political commitment to sexual and reproductive health rights is evident in policy measures that allow teenagers access to contraceptives and permit safe abortion under defined circumstances²⁴. The National Strategic Plan against HIV (NSP 2018–2024) includes men who have sex with men (MSM) as a key population and outlines interventions to promote empowerment and human rights awareness among MSM²⁵.
32. Despite these notable gains, a uniform approach to healthcare delivery does not adequately address the specific needs and health disparities faced by LGBTIQ+ persons. Disparities include elevated rates of mental health conditions, harmful substance use, sexually transmitted infections (STIs), body image concerns, and poor health outcomes in other areas when compared to the general population²⁶.
33. Community leaders have reported that LGBTIQ+ individuals, particularly transgender persons, face significant barriers in accessing gender-affirming healthcare. Mental health issues—such as depression, anxiety, and suicidal ideation—are prevalent, yet culturally competent services are limited²⁷. Hormone therapies and gender-affirming surgeries are

neither included in the national list of essential medicines nor referenced in the draft bill on healthcare services²⁸.

34. The draft healthcare services bill currently under parliamentary review presents an opportunity to address these gaps²⁹. Community members and mainstream human rights organizations have called for the inclusion of explicit anti-discrimination provisions based on sexual orientation and gender identity. Such provisions would help prevent the denial of care and ensure respectful treatment in health settings. In addition, the law should incorporate inclusive language that affirms the rights of transgender and non-binary individuals, particularly regarding access to gender-affirming care.
35. In operationalizing the law, stakeholders have further urged the Ministry of Health and its agencies to introduce mandatory training for healthcare professionals on confidentiality, dignity, and non-discrimination. Such training would be essential to reducing stigma and improving service delivery for LGBTIQ+ populations³⁰.
36. Rwanda's National Strategy for Transformation (NST2)³¹ presents another policy entry point. Efforts to address HIV/AIDS, stigma, and discrimination must explicitly include LGBTIQ+ persons, who often experience heightened vulnerability due to legal and societal barriers. The NST2's commitment to reducing inequality and gender-based violence can be leveraged to integrate LGBTIQ+ rights into national development objectives. In doing so, inclusive, multi-stakeholder strategies—developed in partnership with civil society, health providers, and human rights advocates—can support comprehensive HIV prevention and care while fostering a stigma-free environment.

B. Access to Justice

37. Rwanda consistently performs well in global justice and rule of law rankings, particularly within the Sub-Saharan African region. According to the most recent World Justice Project Rule of Law Index, Rwanda ranked 40th out of 142 countries worldwide and was placed 1st out of the 34 countries assessed in Sub Saharan Africa³². While these rankings reflect strong institutional performance, there remain notable gaps in access to justice for sexual and gender minorities.
38. The Constitution of the Republic of Rwanda articulates a foundational commitment to justice in its preamble, highlighting the State's dedication to good governance, development, social justice, tolerance and peaceful resolution of disputes³³. Article 48 reinforces this by mandating the State to put in place development strategies for the benefit of all citizens. It also emphasises the collective responsibility of all Rwandans to contribute to national development, promote equality and social justice, and safeguard

democracy and peace³⁴.

39. Despite this legal constitutional provisions, LGBTIQ+ individuals continue to face barriers in accessing justice. Reports indicate that many have experienced discrimination or bias linked to their sexual orientation and gender identities³⁵. Prejudice among some law enforcement officers—particularly at the local level—and among certain legal professionals has undermined trust in justice institutions and dissuaded affected individuals from seeking redress. Community members have also raised growing concerns about the rise of hate speech, including through traditional and social media platforms.
40. The increasing use of digital media has amplified the spread of homophobic rhetoric, cyberbullying and internet facilitated gender-based violence, particularly targeting younger audiences. Online abuse—including hate speech, harassment and mockery—often goes unreported or under-investigated. Moreover, many LGBTIQ+ individuals are not fully aware of their legal rights or available reporting mechanisms. This lack of legal literacy and institutional trust has contributed to underreporting of rights violations and limited use of legal remedies³⁶.

C. Freedom of Association and Assembly

41. The constitution of the Republic of Rwanda guarantees the right to freedom of association and assembly under Article 39. It states that “*The right to freedom of association is guaranteed and does not require prior authorization. This right is exercised under conditions determined by law*³⁷”. It further provides: “*the right to freedom of peaceful and unarmed assembly is guaranteed. This right is exercised in accordance with the law. This right does not require prior authorization, except when provided for by the law*³⁸.”
42. Rwanda’s commitment to these freedoms is reflected in its ratification of a number of international human rights instruments, including the International Covenant on Civil and Political Rights (ICCPR) and the African Charter on Human and Peoples’ Rights (ACHPR), both of which affirm the rights to peaceful assembly and association.
43. Nevertheless, LGBTIQ+ community leaders report persistent challenges in registering their organizations. These include unexplained delays, administrative barriers, and, in some cases, implicit personal bias among officials. While two LGBTIQ+ organizations are known to be formally registered, many others encounter significant obstacles. As a result, some register under broader categories—such as human rights, youth, women’s

rights, or health—to circumvent restrictive interpretations of the law. Others are unable to open bank accounts or receive direct funding and must instead rely on sub-granting mechanisms through larger or legally recognised partner organisations. These barriers persist despite the fact that LGBTIQ+ organisations contribute meaningfully to district development plans and community-based initiatives³⁹. An LGBTIQ+ activist operating in the Eastern province of Rwanda mentioned that *“they are very happy and more than willing to participate and engage district development engagement spaces. With formal registration, they would be able to contribute even more.”*

44. Rwanda’s endorsement of the 2012 United Nations Human Rights Council panel on sexual orientation and gender identity was a notable moment of international alignment. However, symbolic support at the global level does not automatically translate into domestic legal protection. Under Article 22 of the ICCPR, every individual has the right to freedom of association, including the right to form and join organisations⁴⁰. Similarly, Article 10 of the African Charter on Human and Peoples’ Rights (ACHPR) affirms this right, provided activities are in accordance with the law. The systematic denial or obstruction of registration for LGBTIQ+ organisations—particularly when based on the group’s identity or advocacy focus—can constitute a violation of these obligations⁴¹.
45. These restrictions on registration have broader consequences. Limited access to legal recognition directly undermines the ability of LGBTIQ+ organisations to seek funding, engage in advocacy, or implement programmes. In many cases, formal registration is a prerequisite for receiving domestic or international support. Without this recognition, LGBTIQ+ civil society actors remain more vulnerable to administrative harassment, discrimination, and institutional exclusion, and face increased operational insecurity.

VIII. Conclusion

46. Based on the evidence and testimonies presented in this report, it is clear that while Rwanda has made concerted efforts towards advancing LGBTIQ+ rights, considerable legal and policy gaps still exist. While there is a promise of equality and non-discrimination under the constitution, it is not explicitly protected on the basis of sexual orientation or gender identity under the current law of Rwanda. This omission has allowed stigma, discrimination, and violence to persist in so many sectors of life, including in healthcare, access to the justice system, legal status, and political engagement. Not having legal recognition for transgender individuals and intersex individuals, limited inclusion of both groups within national data and policy plans, and organisational registration restrictions further reinforce structural inequality.
47. In addition, hate speech and harassment both online and offline have grown in number and severity with minimal consciousness of legal rights and redress mechanisms among LGBTIQ+ individuals. This is further worsened by the lack of LGBTIQ+ individuals in certain national indicators and policy instruments that constrain inclusive planning and

implementation.

48. In answer to these findings, the report reiterates Rwanda's obligation to harmonize its national protection laws with its international human rights obligations. Legal and policy reforms inclusive of all are required not only to comply with instruments such as the ICCPR and the ACHPR, but in a bid to build a rights-based, equitable society.

IX. Recommendations

49. To advance equality, dignity, and inclusion for all individuals—regardless of their sexual orientation, gender identity, or expression—the Government of Rwanda is encouraged to take the following steps. By adopting these measures, Rwanda can not only close existing protection gaps but also reaffirm its commitment to human rights and social justice. Inclusive laws and policies are more than legal obligations—they are a moral imperative and a foundation for building a society where every person can live freely and fully, without fear, stigma, or exclusion.

50. Strengthen Legal Protections Against Discrimination and Violence

- 50.1. Amend Article 16 of the Constitution to explicitly include sexual orientation and gender identity as prohibited grounds for discrimination.
- 50.2. Revise Law No. 68/2018 (Determining Offences and Penalties in General) to incorporate sexual orientation and gender identity among protected categories, with clearly defined penalties for discriminatory acts.
- 50.3. Amend Law No. 59/2008 on Gender-Based Violence to expand the definition of gender-based violence to include violence based on gender identity and expression.
- 50.4. Ensure consistent inclusion of LGBTIQ+ persons in national frameworks, including by updating the National Gender Policy to recognise transgender, lesbian, and intersex persons as key stakeholders.

51. Guarantee Legal Recognition of Gender Identity

- 51.1. Amend Articles 44 and 45 of Law No. 71/2024 governing persons and the family to allow for legal gender recognition and sex marker amendments on official documents.
- 51.2. Introduce administrative procedures for gender marker change that are accessible, respectful, and uphold the dignity of transgender and intersex individuals.

52. Promote Equal Access to Health Services

- 52.1. Enact and enforce anti-discrimination policies in healthcare settings to ensure that LGBTIQ+ persons are treated with respect, dignity, and confidentiality.
- 52.2. Integrate inclusive language and provisions into the forthcoming Healthcare Services Bill, with specific reference to LGBTIQ+ health needs.
- 52.3. Provide mandatory, ongoing training for healthcare professionals on SOGIESC-related health issues, and develop specialised medical training on gender-affirming care, mental health, and sexual and reproductive health.

53. Improve Access to Justice

- 53.1. Establish confidential and accessible reporting mechanisms that enable LGBTIQ+ individuals to report violence or discrimination without fear of reprisal.
- 53.2. Expand free or subsidised legal aid services for LGBTIQ+ persons, particularly survivors of hate crimes or discrimination.
- 53.3. Strengthen collaboration between government and civil society organisations to ensure responsive and inclusive justice policies.

54. Safeguard Civic Participation and the Right to Organise

- 54.1. Ensure that civil society registration processes are inclusive, transparent, and accessible to LGBTIQ+ organisations, recognising their contribution to national development.
- 54.2. Align national laws and procedures with international human rights obligations under the ICCPR and African Charter, particularly regarding freedom of association and assembly.

X. Endnotes

¹ [Human Rights Council, Report of the Working Group on the Universal Periodic Review, Rwanda, Forty-Seventh Session, 21 June-9 July 2021](#)

² Rwanda Ranks 40 out of 142 in the World Justice Project Rule of Law Index https://worldjusticeproject.org/sites/default/files/documents/Rwanda_2.pdf

³ HRFRA Report. [Submission to the UN Human Rights Committee on Rwanda's Compliance with ICCPR Obligations in Relation to LGBTQI+ Rights.](#)

⁴ [HOMOSEXUALITY IS NOT OUR PROBLEM-SAYS PRESIDENT KAGAME](#)

⁵ [Rwanda's Constitution of 2003 with Amendments through 2015](#)

⁶ Sida (December 2014). [The Rights of LGBTI People in Rwanda](#)

⁷ [Examination of LGBT people's lived experiences and public perceptions of sexual and gender minorities in Rwanda](#)

⁸ Equaldex Equality Index 2024 [LGBT Rights in Rwanda | Equaldex](#) Last Accessed 31st May 2025

⁹ <https://www.africanews.com/2022/06/01/rwanda-s-lgbtq-community-still-faces-discrimination//>

¹⁰ [Article 15, Constitution of the Republic of Rwanda 2003 amended in 2015](#)

¹¹ Ibid, Article 16

¹² Supra, 1

¹³ [Health Development Initiative and Examination of LGBT people's lived experiences and public perceptions of sexual and gender minorities in Rwanda \(2022\)](#)

¹⁴ Toonen v Australia (1994) Communication No. 488/1992 UN Human Rights Committee, UN Doc CCPR/C/50/D/488/1992. <https://juris.ohchr.org/casedetails/702/en-US>

¹⁵ Testimony during key informant interview in Kigali Rwanda. Confidential interview with a transgender person (2025).

¹⁶ Article 163 Rwanda's Law no. 68/2018 of 30/08/2018 determining offences and Penalties in general.

¹⁷ [Law N. 71/2024](#)

¹⁸ [Revised National Gender Policy](#)

¹⁹ [Rwanda: Law No. 59/2008 of 2008 on Prevention and Punishment of Gender-Based Violence](#)

²⁰ [SITUATION OF FEMALE SEX WORKERS AND LGBTI PERSONS IN RWANDA](#). June 2020.

²¹ Article 21, Constitution of the Republic of Rwanda 2003 amended in 2015.

²² Universal Declaration of Human Rights (adopted 10 December 1948 UNGA Res 217 A(III) (UDHR), Article 25

²³ [Cameron J. Sabet, Alessandro Hammond, Simar S. Bajaj, Belson Rugwizangoga](#) , Rwanda's Health-Care Success Holds Lessons for Others Three takeaways for other low-income countries, Think Global Health, (May 17, 2023). Also read Swiss Development Cooperation Community Based Health Insurance (CBHI): An Overview (August 2023).

²⁴ [Emmanuel Ntirenganya](#), Government tables bill allowing contraception for 15-year-olds, New Times Rwanda (November 05, 2024).

Also read [Vivien Latour](#) - *Rwanda bill allowing contraception from age 15 sparks debate* - *La Croix International* (November 22 2024).

²⁵ See the Extended [NSP 2018 – 2024](#)

²⁶ APHRC and HDI [Examination of LGBT people's lived experiences and public perceptions of sexual and gender minorities in Rwanda \(2022\)](#)

²⁷ Ibid.

²⁸ <https://www.equaldex.com/region/rwanda>

²⁹ Parliament of Rwanda - [The Plenary Sitting of the Chamber of Deputies adopted the relevance of the draft law regulating health services](#) also read the [draft bill regulating healthcare services](#)

³⁰ [Human Rights First Rwanda Association, Submission to the UN Human Rights Committee on Rwanda's Compliance with ICCPR Obligations in Relation to LGBTQI+ Rights \(April 28, 2025\)](#)

³¹ [National Strategy for Transformation \(NST2\) 2024 – 2029](#) Pillar 6, Crosscutting areas.

³² World Justice Project Index - Rwanda Ranks 40 out of 142 in the World Justice Project Rule of Law Index (23 October 2024) [Rwanda_2.pdf](#)

³³ Preamble, Constitution of the Republic of Rwanda 2003 amended in 2015.

³⁴ Article 48 *ibid*.

³⁵ Key Informant Interview 3.

³⁶ Key informant interview 4.

³⁷ Article 39 Constitution of The Republic of Rwanda.

³⁸ Article 40 *ibid*.

³⁹ Key informant Interview with LGTBTIQ+ activist.

⁴⁰ [Supra](#).

⁴¹ [African Charter on Human and Peoples' Rights](#) (adopted 27 June 1981, entered into force 21 October 1986) CAB/LEG/67/3 rev 5, 21 ILM 58 (1982) article 10.