

LGBTIQ-INCLUSIVE DEVELOPMENT AT THE G7, 2022



OUTRIGHT
INTERNATIONAL

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Purpose of this Document

This report sets out commitments made by G7 nations regarding international development activities to improve the lives of lesbian, gay, bisexual, transgender, intersex, and queer (LGBTIQ) people.¹ The report also provides a summary of current and past approaches to LGBTIQ inclusion in development cooperation and sets out recommendations for how G7 nations can fulfill the commitments they have made.

In 2022, Outright International worked with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), the German Agency for International Cooperation, to provide advice regarding the inclusion of LGBTIQ populations in G7 activities. The G7 is an informal forum of leaders from seven major world economies – Canada, France, Germany, Italy, Japan, the UK, and the US – that meets annually to “exchange views on global political issues and agree on common positions and goals.”² In 2022, Germany held the rotating presidency of the G7 and hosted the annual summit. Each year, the leaders of the G7 release Communiqués which summarize their agreements.³

Outright provided information and advice to GIZ in its efforts to bring greater visibility to issues of gender and LGBTIQ populations in G7 discussions and in Germany’s own development cooperation programs. The content of this report draws from the reports provided by Outright International. Though this report includes recommendations for all G7 member countries, they were formulated in the context of Outright’s advice to GIZ.

G7 Commitments in 2022

In 2022, the G7 released three Communiqués that included 21 paragraphs referencing and making commitments related to LGBTIQ people (see Annex 2: Excerpts from G7 Communiqués). The commitments were based on a recognition that “[i]nequality and discrimination related to gender identities and sexual orientations are harming women, girls, and LGBTQ+ people all over the world.”⁴

These commitments are groundbreaking. Not only are they a significant advancement in the global visibility of LGBTIQ issues, but they also recognize the diversity of identities within the LGBTIQ population and acknowledge the existence of exclusion and disparities of LGBTIQ people in health, education, conflict settings, peacemaking, governance, livelihood, and other spheres of society.

For example, in the commitments, the G7 countries “agree to a sustained focus on equality of all genders, diversity of sexual orientations, gender identities and expressions, and sex characteristics in our development cooperation” and to “ensuring that everyone – independent of their gender identity or expression or sexual orientation – has the same opportunities and is protected against discrimination and violence.”⁵ The commitments recognize the need to address structural barriers and “harmful gender norms, stereotypes, roles, and practices.”⁶



A Mithila woman works in road maintenance as part of the Strengthening National Rural Transport Programme (SNRTP) in a rural area near Janakpur, Nepal. ©LO/Omar Havana, 2015

The commitments evoke the concept of feminist development policy and the need to “ensure equal political, economic and social participation and empowerment of all individuals, irrespective of their sex characteristics, gender identity or sexual orientation.”⁷ They express support for the UN LGBTQ Inclusion Index “as a central tool to create disaggregated data and to improve the development outcomes of LGBTQ+ persons.”⁸

In addition, the Communiqués reference:

- The need to work with LGBTQ civil society and human rights defenders.⁹
- The underrepresentation of LGBTQ people in peace building and humanitarian efforts.¹⁰
- The “essential and transformative role” of sexual and reproductive health and rights (SRHR) in “supporting diversity, including of sexual orientations and gender identities.”¹¹

These commitments span a broad range of development issues. This report includes a number of recommendations that G7 nations can implement to fulfill their commitment to LGBTQ-inclusive programming. As Japan takes on the G7 presidency in 2023, it will be crucial that Japan take steps to ensure that its own domestic and foreign policies are in line with this commitment to inclusivity, and that it take on a leadership role, as president, to hold other G7 governments accountable. The following section of this report briefly sets out background information on the state of LGBTQ development cooperation programming. Recommendations are set out at the end of the report.

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The Development Context

Basic Facts about LGBTIQ Communities

About LGBTIQ People

Prevalence. LGBTIQ people exist in every population, though they may identify themselves using terms other than lesbian, gay, bisexual, transgender, intersex, or queer.¹² In many places, LGBTIQ people must conceal their identity to avoid stigma and discrimination. One study of sexual minorities estimated that, globally, 83 percent of people who engage in same-gender sexual activity identify as heterosexual, mostly due to high levels of stigma and discrimination.¹³

Stigma. Stigma is defined as the shared belief that people who possess the stigmatized trait are worthless, disordered, and undesirable.¹⁴ Stigma is often measured by public opinion polls, and a recent analysis of polls over the past four decades shows that overall, anti-LGBTIQ stigma has decreased.¹⁵ However, anti-LGBTIQ stigma has increased in roughly one-third of all countries, and has remained unchanged in another third.¹⁶

Violence and discrimination. Anti-LGBTIQ stigma can serve as the basis for violence and discriminatory acts, often with the aim of eradicating LGBTIQ people from society through conversion, punishment, and exclusion from the workplace, schools, neighborhoods, and civic life. Empirical, peer-reviewed research from all regions of the world document pervasive exclusion from, and discrimination by, governments, employers, schools, healthcare providers, and other important institutions.¹⁷ Anti-LGBTIQ stigma is distinguishable from oppression faced by some other groups. Women, for example, face efforts to subjugate and subordinate, rather than attempts at eradication or conversion. People with disabilities face misplaced sympathy in the form of pity and attempts to control and exploit them.¹⁸

Adverse health effects of stigma. Researchers have identified a causal connection between the experience of anti-LGBTIQ stigma and discrimination and poor health outcomes, including hypertension, substance abuse, depression, and suicide.¹⁹ These health problems can occur in people who conceal their sexual orientation or gender identity as well as those who are open about their identity.

Data. Very few governments collect data about the sexual orientation, gender identity, or sex characteristics of their population. Consequently, nationally representative data about LGBTIQ populations is non-existent in all low-income countries, almost all middle-income countries, and the majority of high-income countries. Accordingly, most knowledge about development outcomes of LGBTIQ people in low and middle-income countries, such as health status, levels of wages and employment, educational attainment, and housing and living conditions, is based primarily on studies of non-probability samples.

About LGBTIQ Civil Society

Prevalence. Thousands of LGBTIQ groups. Non-governmental organizations (NGOs) that address LGBTIQ issues can be found in nearly every country in which there is an active civil society, regardless of the existence of laws that criminalize various aspects of LGBTIQ-related expression and activity.²⁰ Though no comprehensive catalogue of such groups exists, roughly 1,800 LGBTIQ organizations from 168 countries have become members of ILGA World, the global umbrella organization for LGBTIQ organizations, and a recent study of funding in the Global South and East identified nearly roughly 3,200 grants to LGBTIQ and non-LGBTIQ organizations working on LGBTIQ issues.²¹

Laws regulating NGOs. Of 194 countries surveyed by Outright in 2017, most countries (109) permit LGBTIQ organizations to legally register as organizations. In 55 countries, LGBTIQ organizations exist even though

expressing an intent to work with LGBTIQ people sets up a barrier to registration. In these countries, LGBTIQ organizations register using neutral language about their mission. No formal LGBTIQ organizations were found in 30 countries, many of which impose restrictions on civil society across the board.²² As of 2022, the number of countries in which Outright was unable to identify any LGBTIQ organizations decreased to 22 countries.²³ The existence of laws criminalizing same-sex sexual activity does not, in itself, restrict the ability of NGOs to engage in activities related to LGBTIQ people (see further discussion).

Sources of support. Globally, governments and multilateral agencies (funded primarily by governments) make up the largest source of funds to LGBTIQ issues, followed by foundations and corporations.²⁴

Status of Human Rights

National laws. As of 2022, approximately 68 countries outlaw same-sex sexual relations, with seven prescribing the death penalty.²⁵ Transgender people in only 96 UN member states are able to have their gender recognized, and in all but 25 of countries, the requirements to do so are prohibitive and include sterilization, termination of marital and parental rights, and even disqualification from public service jobs.²⁶ Thirty-seven countries have laws used to criminalize transgender people.²⁷ According to the Franklin & Marshall College Global Barometer, a global index based on relevant legal norms in each country, 62 percent of countries remain “persecuting” of lesbian, gay, and bisexual people; 72 percent of countries are persecuting of trans people.²⁸

International norms. All international human rights treaties have been interpreted to include LGBTIQ people. The 38 Yogyakarta Principles identify how international human rights norms apply to LGBTIQ people.²⁹ They cover a range of political, economic, cultural, and social rights as related to LGBTIQ people.

Approaches of OECD Governments and Lessons Learned

In order to suggest pathways to LGBTIQ inclusion in G7 development cooperation, Outright looked more broadly at existing practices in Organization of Economic Co-operation and Development (OECD) member countries. The OECD is an organization that provides support, coordination, and standard-setting for its member countries regarding economic and social policy.

Most governments currently funding LGBTIQ issues have only recently begun to address the problems created by anti-LGBTIQ stigma and discrimination. The most recent study of funding for LGBTIQ issues in the Global South and East lists 11 governments that made grants of more than US \$1 million in 2017 and 2018. Sweden tops the list at just above US \$30 million, and Germany ranks as 11th, at roughly US \$1.5 million.³⁰ By comparison, according to a similar study in 2010, only two governments gave more than US \$1 million, with the top donor giving US \$5 million.³¹

A decade ago, private foundations made up the largest share of funding for LGBTIQ civil society in the Global South and East. Today, governments and multilateral institutions make up the biggest share. Governments are also forming international networks to advance LGBTIQ rights. As of October 2022, 42 countries engage on LGBTIQ rights in the Equal Rights Coalition, formed in 2016, and 43 states, in addition to the European Union, are part of the UN LGBTI Core Group, formed in 2008.³²



HIV/AIDS Resourcing

The emergence of HIV/AIDS spurred global activism by LGBTIQ people. For many development practitioners, work related to HIV/AIDS has been the primary point of contact with sexual and gender minority communities. As a result, funding for HIV-related work is sometime equated with funding for LGBTIQ work.³³ However, HIV programs tend to focus on sexual behavior of “men who have sex with men” (MSM) and “key populations,” population categories created to avoid the use of identity terms on the premise that behavior, not identity, is the driver of the epidemic.³⁴ Thus, experience with issues related to HIV/AIDS does not equate to experience with LGBTIQ issues generally.

LESSONS LEARNED

Activities targeting sexual behavior should not be equated with activities meant to improve development outcomes of LGBTIQ people.

Historic Focus on Human Rights

The near-exclusive focus on HIV/AIDS in donor-funded work within global LGBTIQ communities has given way in the last two decades to a trend of viewing global LGBTIQ issues through a human rights framework.³⁵ This has been driven, at least in part, by the growth of a rights-based LGBTIQ movement that has been able to leverage opportunities globally and nationally to improve human rights norms.

Support for these efforts has paid off. LGBTIQ civil society has achieved increasing successes over the past few decades. Continued support for human rights advocacy is a component of development cooperation. From a human and economic development perspective, eliminating discriminatory laws – a “rights” agenda – is an essential step in advancing development for LGBTIQ people.

Sweden is a leading example of a focus on human rights in development cooperation. From the time Sweden launched its policy for global development in 2003, it has adopted a rights perspective.³⁶ Its LGBTIQ development cooperation currently includes three priorities: global advocacy, financial partnership with local LGBTIQ organizations, and building the capacity of activists.³⁷ When launched in 2010, France’s International LGBTI Fund was created to serve as a development strategy and its focus is entirely on human rights.³⁸ In fact, the majority of funding of LGBTIQ issues from governments, including funding from development cooperation programs, continues to focus on legal norms and human rights.³⁹

LESSONS LEARNED

- The primary aim of most development assistance is to improve the human rights of LGBTIQ people.
- Continued support of human rights advocacy should be part of development cooperation programs.

Shift to Inclusive Development

Funding for LGBTIQ issues from a human or economic development perspective made up roughly one-quarter of all donor funding in 2018, while funding for civil and human rights made up three-quarters of funds.⁴⁰ Though small, funding for development issues was nearly double from previous years, indicating an overall expansion of goals from human rights to human and economic development. One driver of this expansion is the increasing use of overlapping policy frameworks which support intersectional and multi-dimensional analysis of LGBTIQ development issues.



There is a growing trend among OECD countries to establish a feminist foreign policy. Foreign affairs programs in Canada, France, Germany, the European Union, Luxembourg, Mexico, Scotland, Spain, Sweden, and the United Kingdom have explicitly endorsed a feminist foreign policy, and other programs in those countries as well as the remaining G7 members have adopted gender equality goals that echo feminist principles.⁴¹ According to the Center for Feminist Foreign Policy, a feminist foreign policy necessarily involves a focus on historically marginalized groups, a challenge to power structures which maintain the exclusion and subordination of certain communities, and a change in development practice to counter post-colonial hierarchies, patriarchy, heteronormativity, racism, and militarism.⁴² The formulation of feminist foreign policy and feminist development cooperation frameworks creates an opportunity to institutionalize LGBTIQ inclusion. This increase entails an expansion of funds targeting LGBTIQ populations.⁴³

LESSONS LEARNED

- LGBTIQ people experience stigma and discrimination in all aspects and dimensions of development programming.
- Full inclusion entails an examination of LGBTIQ issues by each development program.

Inclusive development, another such framework, is defined by USAID as follows: “a nondiscriminatory, inclusive, and integrated development approach that ensures that all people, including those who face discrimination and thus may have limited access to a country’s benefits, legal protections, or social participation are fully included and can actively participate in and benefit from development processes and activities.”⁴⁴ The first principle of Sweden’s SIDA-funded Guidelines for the Inclusion of LGBTI People in Development Policies and Programs advises that “Development activities should account for the existence of LGBTI people in any target populations.”⁴⁵ The UN has endorsed the principle of “leave no one behind” as part of the 2030 Agenda which aspires that “[t]argets (are) met for all nationals and peoples and for all segments of society.”⁴⁶

For its part, LGBTIQ civil society has framed priorities that encompass multiple development themes. The civil society consultations undertaken by the United Nations

Development Programme (UNDP) and the World Bank as part of the design phase for an LGBTI Inclusion Index, discussed further below, illustrate the breadth of issues.⁴⁷ LGBTIQ civil society identified five areas of concern for the index: health, education, civic participation, economic wellbeing, and security and violence. LGBTIQ civil society is engaging governments around their obligations to uphold the Sustainable Development Goals (SDGs) in a manner that “leaves no one behind” – including LGBTIQ people – and an analysis of the SDGs illustrate how LGBTIQ issues fall under 11 of the 17 goals.⁴⁸ Additionally, NGOs are addressing LGBTIQ issues in areas that have not traditionally been thought to fall within core LGBTIQ human rights agendas, such as armed conflict, food insecurity, sanitation, and poverty.⁴⁹

Poverty and the Economic Role of LGBTIQ People

As poverty alleviation and economic growth are central development concerns, several development agencies have invested in understanding the socio-economic circumstances of LGBTIQ people.

Research and Case-making

Few nations collect data about the socio-economic status of LGBTIQ populations (see extended discussions of data collection below). Individual researchers have published peer-reviewed studies quantifying wage and income disparities, educational deficits, and patterns of exclusion in the workplace. USAID, the World Bank, UNDP and other development agencies have also supported one-time research efforts in the Global South and East to better understand the relationship between discrimination and economic outcomes. These studies confirm barriers faced by LGBTIQ people.

Economists and business leaders have also developed a business case and an economic case for LGBTIQ inclusion policies. Outright International’s position is that human rights and ethical imperatives are the primary reasons why governments should seek to include LGBTIQ people in development cooperation. However, empirical research has shown that arguments about the business and economic costs of stigma and discrimination may be effective in increasing support for non-discrimination policies among individual members of the public who have a moral opposition to LGBTIQ rights.⁵⁰ Additionally, the connection between business and economic costs is important to development agencies, many of which have explicitly identified economic growth as a goal.

Interventions

Some OECD governments are supporting programs to address barriers to LGBTIQ people's economic advancement. The Dutch government has committed €37 million to Free to be Me, a program focusing on "socio-economic rights." The program is built on the recognition "that economic development programs are not reaching LGBTIQ+ people."⁵¹ The program styles itself as the "first program of its kind to pave the way for targeted lobby and advocacy to get SOGIESC (sexual orientation, gender identity and expression, and sex characteristics) issues mainstreamed in economic development programs."⁵²

The premise of Free to be Me, that LGBTIQ people are not included in economic development programs, is likely correct. A recent study identified LGBTIQ-initiated economic livelihood projects that organizations have implemented to fill the gap regarding LGBTIQ people's economic empowerment and poverty alleviation. Examples include entrepreneurial projects (such as selling soap in refugee camps, beauty salons, travel agencies, or pig farming), LGBTIQ job fairs, resume workshops, skill building projects, and advocacy for public jobs programs. Public sector job quotas and trans-inclusive jobs programs can be found in Argentina, Uruguay, Pakistan, and India.⁵³ The study noted that most of these projects were designed and implemented by individuals and organizations in the Global South, without initial guidance or support from groups in the Global North.

LESSONS LEARNED

- Empirical evidence indicates LGBTIQ people face poverty.
- General population programs to address poverty are not fully inclusive of LGBTIQ people.
- Local initiatives are emerging in many parts of the world, driven by local needs.
- There is a need to develop LGBTI-specific frameworks for effective poverty alleviation work.

That same study noted that "many of the strategies used appear to be similar to economic empowerment efforts to promote gender equity for cisgender women. One apparent difference is the lack of specific focus on improving household bargaining power within the family, which is a common focus of women's economic

empowerment efforts."⁵⁴ According to the authors, the question of how to design effective interventions remains unanswered. The study concluded by urging further efforts at research.

Mechanisms – How the Work is Being Accomplished

Administrative Implementer vs. Capacity Building

Supporting LGBTIQ civil society organizations is a common strategy used by development agencies. All OECD countries rely on contracted implementers to manage grants programs. To keep costs to a minimum, the role of implementers is frequently limited to administrative management of an advisory process, disbursements, and monitoring of grants. In contrast, the Dutch and Swedish governments provide examples of implementation approaches that include capacity building, expertise, and leadership functions. Both COC in the Netherlands and RFSL in Sweden are national organizations that are supported by their respective governments to further national development cooperation goals within a human rights framework.⁵⁵

Each organization has three key characteristics which increase its effectiveness. First, both organizations seek to minimize the extent to which they compete with their beneficiaries for funding the common sources of LGBTIQ funding. Second, each organization explicitly situates itself within the LGBTIQ movement and seeks to avoid being categorized solely as a development funder or a pass-through for government agencies. Internationally, these organizations are a part of global movement leadership discussions and strategic decisions. Domestically, these organizations develop their own constituencies that help raise the visibility of international issues and generate domestic pressure for continued government funding. Third, each organization operates its own advocacy campaigns and capacity building programs, actively participating in global LGBTIQ coalitions and engaging in LGBTIQ movement discussions. Thus, the budget of each organization is much larger than that of more bare-bones administrative implementers.

Because of the high level of involvement with global LGBTIQ civil society, COC and RFSL have an understanding of LGBTIQ issues that might not be possible if their role were limited to grantmaking. The Dutch MFA and SIDA

have relied on COC and RFSL, respectively, for expert advice when formulating foreign policy. According to the Dutch MFA, COC operates in a strategic partnership that “aims to support LGBTIQ organizations in countries like Vietnam, Ghana and Haiti, enabling them to become and remain active locally, campaigning for equal rights for LGBTIQ people.”⁵⁶ RFSL has advised the Swedish government on sensitive, high-profile issues, such as when Sweden formulated its response to Uganda’s Anti-Homosexuality Bill.⁵⁷

One central lesson learned from donor organizations, including COC and RFSL, is that sustained support is critical. Because LGBTIQ groups often have limited opportunities for funding, they cannot maintain the same group of funders that is common among other sectors. Governments typically do not fund projects for longer than three years, with a few exceptions. As the Dutch government notes, “Overall, there is very little funding available for advocacy and movement building that tackles the deep structures required for transformative change on gender equality.”⁵⁸ As the movement towards LGBTIQ equality is a longterm, generational effort to combat societal perceptions, donors need to demonstrate a long-term commitment with sustained support.

Collaborative/Pooled Funding Mechanisms

Several OECD governments participate in government-sponsored pooled funding mechanisms. The largest current global pooled funding mechanism is the Global Equality Fund (GEF), managed by the US State Department and led by a committee of donors.⁵⁹ The French International “Human Rights, Sexual Orientation and Gender Identity” Support Fund has received support from multiple French departments, Norway, and a private donor, and is led by a committee of LGBTIQ civil society leaders. Both funds are structured to be able to attract private donors with the enticement that the costs of administration are borne by the governments.

LESSONS LEARNED

Pooled funds and intermediaries provide economic efficiencies and expertise for governments seeking to support LGBTIQ civil society.

Additionally, some governments have supported LGBTIQ civil society through private intermediaries, or donor mechanisms that can accept funds from donors and use those funds to make grants to civil society groups. These foundations, trusts, and NGOs have experience and expertise in LGBTIQ grantmaking and can focus on a particular region, population, or issue. Both the government-sponsored funds and the private donor mechanisms offer an opportunity to contribute to LGBTIQ issues through mechanisms that are low-cost and offer whatever credibility might be provided by government sponsored activities.

Multilateral Development Institutions

LGBTIQ programs operated by the World Bank and the United Nations offer both lessons and potential opportunities for development cooperation. The World Bank has established a Sexual Orientation and Gender Identity (SOGI) program that has been primarily focused on supporting data collection and integrating SOGI safeguard-type protections into financing contracts under its Environmental and Social Framework. Due in large part to the inability to track development outcomes of LGBTIQ populations (see discussion on data below), it is not possible to explicitly include LGBTIQ people in many of the World Bank loan and financing agreements. This predicament mirrors the state of LGBTIQ issues among many development programs. However, the World Bank would be able to make expenditures for LGBTIQ issues if it had separate funding, which it does not. Interviews with World Bank staff indicate an eagerness to establish a SOGI-specific donor committee which would help smooth the path for additional funding mechanisms.

LESSONS LEARNED

- The World Bank offers the opportunity to participate in a highly influential development project aimed at LGBTIQ people.
- The UNDP Inclusion Index has the potential to significantly increase knowledge about the status of development outcomes of LGBTIQ populations, as well as to promote the capacity of governments to collect data about LGBTIQ people.

The United Nations Development Programme is developing a global LGBTIQ Inclusion Index which will score all UN member nations on roughly 50 indicators in five areas: health, education, civic participation, economic well-being, and security and violence.

These five areas were chosen after three years of consultation with global and local LGBTIQ civil society organizations. 18 Outright International LGBTIQ-Inclusive Development at the G7, 2022 They represent priority areas for LGBTIQ development concerns. In each of these areas, UNDP hopes to collect two types of indicators. The existence of law and policies related to LGBTIQ people are considered “opportunity” indicators. Population data such as income and employment disparities, educational attainment, and health status and disease prevalence are considered “outcome” indicators. Currently, only data related to opportunity indicators is available. Thus, the first pillar of the Index will rely on opportunity data. At the same time, UNDP staff is initiating discussions with UN member states about how to collect outcome data.

Contextual Considerations Related to LGBTIQ Populations

Working Without Population Data

LGBTIQ people are “largely invisible in data,” according to a recent Human Development Report.⁶⁰ According to UNDP’s lead expert for the UNDP Inclusion index, “governments in most developing countries do not collect data about LGBTI people, and only a few come close to having representative data about subgroups.”⁶¹ The SOGI Advisor to the World Bank has identified the lack of data as “a serious barrier to advancing LGBTI inclusion in international development.”⁶²

This lack of population data impacts LGBTIQ development activities in at least two ways. First, in the words of the UNDP expert, “Without such data, it is not possible to measure health and economic disparities using the same methods used for other populations.”⁶³

Such measurements are often the basis for initially establishing development priorities and assessing the effectiveness of interventions during and after the lifetime of development projects. Rather than looking at outcomes to assess the development status of LGBTIQ people, development practitioners rely on data about opportunities (usually indicated by the existence

of laws relevant to LGBTIQ people), LGBTIQ people’s subjective experiences of discrimination (surveys asking LGBTIQ people if they have been discriminated against), smaller studies based on non-probability samples, the preferences of civil society groups, and other evidence of stigma and discrimination.

LESSONS LEARNED

- Representative data about LGBTIQ population outcomes is unavailable in most countries because of the lack of data collection.
- The lack of data is a barrier to full inclusion of LGBTIQ people in development programs.
- Data collection can be supported by:
 - assisting states to develop statistical capacity;
 - supporting the UN to develop global standards; and
 - supporting LGBTIQ civil society’s capacity to engage in advocacy.

Second, the lack of representative data means that LGBTIQ people are not explicitly accounted for in development programs that seek measurable improvements in development outcomes. For example, many of the indicators and targets for the Sustainable Development Goals, as well as targets in national development plans, are measured in terms of outcomes and disparities. Because disaggregated data is not available for LGBTIQ populations, there is no clear way to understand whether LGBTIQ people are experiencing any improvements in outcomes.

The reasons for the lack of data collection range from hostility and indifference of governments toward LGBTIQ populations, to a lack of global standards about how to collect data about gender and sexuality, to ethical concerns for privacy and safety, to a lack of capacity among LGBTIQ civil society to engage in advocacy related to data collection. Nonetheless, nascent data collection initiatives are being launched in many countries. These efforts can be supported by assisting States in developing statistical capacity, providing support to multilateral organizations such as the UN to develop global standards for data collection, and supporting the capacity of LGBTIQ civil society to engage in data advocacy.

LGBTIQ civil society plays an indispensable role in the design and implementation of data collection activities. As noted in UNDP draft guidelines about the safe and ethical collection of data, local LGBTIQ organizations are often in the best position to provide expertise about local LGBTIQ populations and culturally specific terms and identities, and to assess privacy and safety risks when making do-no-harm calculations.⁶⁴ Accordingly, ethical data collection requires the participation of local LGBTIQ populations at each stage of the data collection and analysis process.

Work in Countries that Criminalize Same-Sex Sexual Relations and Gender Nonconformity

Given the historic focus on human rights, it is not surprising that governments have significantly supported LGBTIQ civil society in countries that criminalize various aspects of LGBTIQ people. What is notable is the fact that the existence of criminal laws has not precluded either the growth of LGBTIQ civil society or the ability of governments to support it. Still, engaging with populations that are vulnerable to criminal prosecution raises concerns that such engagement might endanger LGBTIQ people.

The SIDAfunded Guiding Principles for the Inclusion of LGBTIQ People in Development Policies and Programmes indicates that in such instances, development practitioners should adopt a do-no-harm approach. Consultation with national and local organizations and LGBTIQ community representatives is essential.⁶⁵ Local communities have deep knowledge about the risks as well as strategies to mitigate them. Programmatic activity should only move forward if reliable elements within national or local LGBTIQ civil society have assessed the proposed activity and determined that the activity does not entail unacceptable risks.

LESSONS LEARNED

- The existence of criminal laws does not preclude involvement with LGBTIQ civil society in that country.
- Local communities should be at the center of risk assessments when applying do-no-harm principles.
- Governments should not condition aid on LGBTIQ human rights without meaningful consultation and a significant degree of consensus from LGBTIQ communities in recipient countries in support of such a decision.

When engaging with either governments that criminalize same-sex sexual relations or gender nonconformity, or with LGBTIQ civil society in those countries, donor countries are often faced with the issue of aid conditionality. Three instances of this practice by OECD countries are worth noting because each point to the same lesson. In 2011, the UK government announced that it would begin tying its aid to the recognition of human rights of LGBTIQ people.⁶⁶ In 2014, the World Bank placed a hold on a US \$90 million loan to Uganda out of concern that “development objectives would not be adversely affected by the enactment of the new [anti-homosexuality] law.”⁶⁷

The response by LGBTIQ Ugandans to both the UK and the World Bank was similar, and placed the issue firmly in the framework of aid-effectiveness. Activists felt that aid conditionality would only be appropriate if the use of conditions would benefit LGBTIQ people in the recipient country. Furthermore, they felt that they should be consulted about the use of conditions, which they were not, because they were in the best position to weigh risks of backlash and scapegoating against potential benefits of leveraging their government.⁶⁸ In contrast, LGBTIQ activists in Tanzania were largely supportive of a World Bank decision to suspend a loan in 2018 based on multiple concerns: high-level anti-LGBTIQ hostility, a policy prohibiting pregnant girls and women from continuing school, and a new law criminalizing the independent publication of economic data. By framing its concerns about persecution of LGBTIQ people as part of a larger set of objections to policies that inhibited inclusion transparency, the World Bank partially sidestepped

a potentially harmful perception that it was narrowly focused on LGBTQ rights at the expense of development writ large.⁶⁹

The Allure of Mainstreaming

Some governments have sought to integrate LGBTQ issues into development programming by mainstreaming LGBTQ concerns into current development programs. Ideally, this means making LGBTQ concerns a part of the design, implementation, and monitoring of development programs. In practice, this often amounts to a policy mandate that programs should be LGBTQ-inclusive and accessible without any further resources devoted to analyzing the development situation of LGBTQ people, determining whether current development goals are appropriate, and tracking the participation and outcomes of LGBTQ people.

Attempts to integrate LGBTQ populations into current programs face a number of challenges. First, as discussed above, the lack of data collection is a barrier to integrating LGBTQ people into development programs. Second, LGBTQ people face different barriers to development than non-LGBTQ people. Consequently, development goals and interventions designed for non-LGBTQ people will not be fully effective in advancing the development of LGBTQ people. Lastly, most development practitioners have no experience or knowledge of issues relevant to the process of integrating LGBTQ concerns. Development agencies should avoid the assumption that LGBTQ development issues can be addressed merely by attempting to include LGBTQ people in current programs.

Recommendations for G7 Governments

Feminist Principles of Inclusive Development Should Guide Program Planning and Evaluation

The principles of a feminist development policy, even if not explicitly termed as such, provide an effective approach to LGBTIQ development concerns. Much of the stigma and discrimination faced by LGBTIQ people is driven by the same gender roles and stereotypes that drive oppression against cisgender women. A feminist development cooperation policy recognizes the value of eliminating norms that require adherence to gender roles, public stigma reduction efforts, sexuality education, and participation of marginalized populations in positions of leadership. A feminist foreign and development policy also anchors the recommendations that follow.

A Whole-Government Approach

LGBTIQ development concerns span a range of dimensions of development. The civil society consultation process for the UNDP Inclusion Index identified a wide scope of development concerns: health, education, civic participation, sustainable livelihood, and security and violence. Operationally, a feminist inclusive approach involves program design and implementation efforts that involve all sections within a development cooperation agency, not just those sections specifically targeting gender issues.

According to a whole-government approach, each department of G7 governments involved in foreign policy and development cooperation should undertake to inventory their activities, assess how they relate to LGBTIQ issues, and make recommendations about future programming. Completing this assessment requires resources and staff expertise, community consultations, possible field testing of interventions and data collection, and development of evaluation methods. USAID's inclusion practice involves generating a country-by-country

development strategy which identifies activities to address crosscutting themes and integration of marginalized groups.⁷⁰ (See Annex 1.)

The outcome of this “whole-government” approach is a series of recommendations about how each department can account for the LGBTIQ people. Based on these assessments and recommendations, G7 countries could then make well-informed decisions about establishing focus issues and prioritizing activities such as data collection.



Andréa, a trans activist and feminist, founded Capacitrans, assisting trans people in Rio de Janeiro, Brazil to obtain professional qualifications. Photo © Lucas Paoli Itaborahy, 2019. <https://mrifoundation.global/andrea-brazil/>

Supporting LGBTIQ Civil Society Organizations

G7 countries should significantly increase support to LGBTIQ civil society organizations in the Global South and East as a development strategy, given that such organizations advocate for the inclusion of LGBTIQ people in local development programs and the adoption of legal and policy norms that contribute to improved development outcomes. Three approaches warrant considerations.

First, in line with a whole government approach to LGBTIQ development cooperation, a government could seek to support civil society directly through its current development cooperation programs.

Second, governments can choose to work with a pooled fund, such as the Global Equality Fund, or a private intermediary mechanism (discussed above in section III.C.2, Collaborative/ pooled funding mechanisms). These entities can also work with governments that seek to target a particular region, population, or issue.

Third, countries should cautiously consider establishing national partnership entities that have the capacity to operate their own programs and to become involved in global LGBTIQ civil society. Creating a national partnership entity raises three concerns. First, the existence of an LGBTIQ specific entity might derail a whole government approach to integrating LGBTIQ development concerns into other development cooperation programs. Second, if not sufficiently resourced to establish real leadership and expertise, such an entity could end up simply adding bureaucratic layers that burden the funding process. Lastly, such an entity could be duplicative of current LGBTIQ funding entities around the world such as COC (the Netherlands), RFSL (Sweden), or the Global Equality Fund (US). Countries considering establishing such an entity should conduct due diligence to avoid these issues.

Beyond Equality, Embrace Gender Diversity and Economic Dignity

A central barrier to achieving development goals for LGBTIQ people is stigma, or a pervasive belief that LGBTIQ people have zero or negative worth as workers, students, tenants, business owners, or consumers. Discrimination frequently takes the form of attempts to

prevent individuals from asserting any identity that is not heterosexual and cisgender. Sexual and gender minorities are subjected to attempts to convert their identity or remain closeted.

Intersex people are subjected to medical violence in order to eliminate sex characteristics that do not fit into rigid sex binaries. While this discrimination results in inequalities, the aim of these discriminatory tactics is not only to subordinate LGBTIQ people, but to eradicate sexual and gender diversity. Thus, the capability to determine one's own identity and live authentically is a paramount concern for LGBTIQ people.

Gender Diversity

While gender equality is necessary to achieving development goals, an equality framework may not be sufficient to address the concerns of LGBTIQ populations, particularly if equality is assessed according to cis-normative standards. Beyond formal equality, transgender and non-binary people require the ability to live according to their self-determined gender, including the ability to have that gender recognized legally, socially, and medically.

Economic Dignity

The goal of human dignity is a central value of development programs of several G7 countries. Dignity is the belief that each person has inherent worth and should be able to self-determine their own identity. Dignity is a direct challenge to stigma. When LGBTIQ people live openly and authentically, they face exclusion in the workplace, in school, and in the marketplace, causing increased rates of poverty and economic hardship.

Recipients of technical support and financial assistance in Somrourng Yong district, Takeo Province, Cambodia.
Photo © Sebastian Rocca, 2018, <https://mrifoundation.global/lgbti-economicempowerment-rural-cambodia/>



Accordingly, the goal of economic dignity has been defined as the capability of LGBTIQ people to care for themselves and their families and to participate in the economy while being able to determine, express, and relate to others according to their authentic identity. Economic dignity requires a legal framework that not only prohibits discrimination, but actively supports the diverse structures of LGBTIQ families and support networks.⁷¹

The goal of economic dignity addresses the economic marginalization of LGBTIQ people in ways that other goals do not. For example, the goal of economic equality implies that LGBTIQ people should have the same economic outcomes and the same access to wealth as non-LGBTIQ people. However, many LGBTIQ people are familiar with the social bargain of economic equality: pretend you are someone you are not and you can have a job on equal terms with non-LGBTIQ people. Many LGBTIQ people accept this bargain and can achieve the same economic outcomes as non-LGBTIQ people. While doing so they remain in the closet, cut off from genuine relationships, hyper-vigilant about being discovered, and profoundly ill from adverse health effects of stigma. Equality of economic outcomes is an inadequate goal.

Economic empowerment is another commonly cited goal that fails to fully address anti-LGBTIQ stigma. Based upon a recognition that women are often economically subordinated though limitations on women's control over their own labor and assets, empowerment describes strategies to increase women's power over economic aspects of their lives. Similarly, Black Economic Empowerment (BEE) refers to strategies, such as in South

Queer entrepreneurs from the catering company Highest Kitchen Taste at Q Pitch Days in South Africa, an initiative that invests in LGBTIQIA entrepreneurs and companies. Photo © Dreilinden, <https://dreilinden.medium.com/thriving-entrepreneurship-in-queer-southafricaecf53ecf91bc>



Africa, that contribute to increased Black ownership of large businesses.

LGBTIQ people are not disempowered in the same way. LGBTIQ advocates generally do not describe discrimination against LGBTIQ people in terms of power or control by non-LGBTIQ people over the labor and resources of LGBTIQ people. Unlike the labor and bodies of women and Black people, which patriarchal and white supremacist systems seek to benefit from and control through economic disempowerment, the labor and bodies of LGBTIQ people are seen as worthless and undesirable. Discrimination aims to convert, exclude, or otherwise punish LGBTIQ people.

The goal of economic dignity includes several components. First, each LGBTIQ person is able to care for themselves and their family without economic deprivation. This requires a legal structure which supports the recognition of non-heteronormative families as well as economic arrangements whereby LGBTIQ people have sufficient resources. Second, each LGBTIQ person is able to understand, formulate, and express their gender and sexuality. Poverty can limit access to social goods including education and information about sexuality, gender, and sex characteristics; opportunities for engagement with other LGBTIQ people; access to safe spaces; appropriate healthcare; and supportive services. These limitations can translate to problems developing a healthy relationship to one's sexual orientation, gender identity, or sex characteristics, leading to tragic personal outcomes. Government programs to provide these social goods, especially to youth, should be fully funded. Lastly, LGBTIQ people can participate in the economy as consumers, workers, bosses, tenants, and in other roles, without facing stigma and exclusion which can lead to illness and other disparities.

Health

G7 countries should ensure inclusion of LGBTIQ populations in health programs. Not only is health a central concern for many development programs, but it is also an area where best practices, standards of care, and protocols for gathering data about LGBTIQ people are relatively well developed. Programs regarding LGBTIQ health should address at least three issues:

1. **Access to providers.** LGBTIQ people in all parts of the world report being excluded from access to care,

receiving inadequate treatment, and facing humiliation and illtreatment at the point of service because of discrimination and stigma.

2. Appropriate care. LGBTIQ people need care that is appropriate for their needs. Transgender people and people with diverse sex characteristics need care that affirms their gender and sex.

3. Stigma-related health disparities. LGBTIQ people need care for mental and physical disease caused by stigma and discrimination.

Supporting the Development of Data Collection

The unavailability of disaggregated population data is a serious obstacle to full inclusion of LGBTIQ people in development. The process of expanding the statistical capacity (defined as a nation's ability to collect, analyze, and disseminate high-quality data about its population and economy) related to LGBTIQ populations will require significant initial effort.⁷² However, once established, LGBTIQ people will be more easily integrated into development activities. Some aspects of LGBTIQ human development, such as health outcomes, prevalence of HIV/AIDS, prevalence of intersex characteristics, and use of gender-affirming health services might best be understood by looking at data in health databases. Populations surveys remain the core tool for collecting statistical data. Both approaches require the practice of asking individuals about their sexual orientation, gender identity, and sex characteristics.

The process of generating questions about sexual orientation, gender identity, and sex characteristics can take years. First, researchers need to build an understanding of LGBTIQ populations and the terms used by LGBTIQ people to identify themselves. Second, researchers need to determine, based on the purpose of data collection, which domains of gender, sex, and sexuality are most important (e.g. behaviors, desires, identities, expression, legal transition, or medical transition). Third, researchers must develop a population taxonomy for gender, sex characteristics, and sexuality, as well as questions that produce data according to that taxonomy. Researchers should use cognitive interviewing to evaluate the performance of survey items and pilot the survey on a sample of the general population.

Local LGBTIQ communities play an important role in this process. As well as being subjects of, and consumers of, the data being collected, they hold the expertise needed to develop such questions. It is a fundamental principle of statistical practice that local communities participate in all phases of data collection and analysis.⁷³ Principle 3 of the Draft UNDP Principles for the safe and ethical collection of data about sexual orientation, gender identity and expression, and sex characteristics notes that: Due to the scarcity of resources, LGBTI communities may not have the capacity to fully engage with State actors without diverting resources away from current priorities. Many LGBTI organizations experience "consultation fatigue" when they seek to satisfy requests that are not accompanied by adequate resources for preparation, participation, and follow-up. Additional resources can improve the impact of participation efforts.⁷⁴



Accordingly, G7 countries have a number of opportunities to support data collection:

1. Support LGBTIQ civil society's capacity to engage in "data advocacy," meaning advocacy about policies and practices related to data about LGBTIQ populations.
2. Support countries in their efforts to collect and analyze data.
3. Support multilateral efforts to contribute to the global growth of data collection. These opportunities include the following:
4. Support efforts by the UN Statistical Commission and the UN Statistical Division to develop global standards for SOGIESC-related data collection.⁷⁵
5. Support implementation of the UNDP LGBTI Inclusion Index, which serves as a catalyst for data collection.
6. Support efforts of the World Bank to develop statistical capacity.

Track Development Funding and Activities

Currently, the most comprehensive source of data about development programming is the Global Philanthropy Project, an NGO whose primary purpose has been to collect and analyze data related to private funding of LGBTIQ issues globally.⁷⁶ Though various OECD governments are attempting to track their own development funding and activities, there are no common reporting standards to fully describe development cooperation targeting LGBTIQ populations. Accordingly, G7 countries should consider supporting efforts to development OECD DAC codes and other tracking methods, with the realization that such an effort involves multiple complexities. An initial step toward this goal is the development of systems for each G7 country to track its own LGBTIQ-focused and LGBTIQ-inclusive development funding.



Concluding Points

Through building strong partnerships with civil society, sustained focus and increased financial commitments, G7 governments have the opportunity to make a significant impact with an achievable level of investment. Anti-LGBTIQ discrimination impacts not only LGBTIQ communities, but also an entire country's economic development. Including everyone will yield better development results for an entire community.

The public sector plays only a minor, yet growing role to date on specific programming towards LGBTIQ job creation and economic empowerment. LGBTIQ inclusion needs to become mainstreamed into emerging new feminist international assistance policy. Providing robust financial support, as well as political capital to address these systemic societal issues, will improve global inclusion and sustainable development initiatives.

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Annex 1

USAID’s Inclusive Development Analysis Matrix

INCLUSIVE DEVELOPMENT ANALYSIS ¹				
	What are the key issues, barriers, or inequalities in this domain that could influence USAID’s development outcomes (e.g. at CDCS or Project level)?	What specific barrier/ inequality and/or opportunity/ entry point can be addressed through USAID interventions?	What information do you still need in order to get the full picture of the inclusion challenges in this particular domain and how these challenges may impact USAID’s development outcomes (e.g. at the CDCS or Project level)?	How can the identified barrier/ inequality and/or opportunity be addressed through USAID interventions?
	What identity group(s) are affected by the issue/barrier/ inequality?	Can an existing intervention be strengthened or improved by addressing the issue?		
Laws, Policies, Regulations, and Institutional Practices				
Cultural Norms and Beliefs				
Roles, Responsibilities, and Time Use				
Patterns of Power and Decision Making				
Access to and Control Over Assets and Resources				
Personal Safety and Security				

Annex 2

Excerpts from G7 Communiqués

G7 2021 Commitments

In 2021, the UK held the presidency of the G7. The following are excerpts from the G7 leaders Communiqué which referenced sexual orientation and gender identity for the first time:⁷⁸

Economic Recovery and Jobs

Paragraph 24. As leaders accountable to all our citizens, we are determined to ensure our plans for recovery build back better for all including by strengthening education and upskilling, and facilitating labor market participation and transitions to “level up” our economies so that no geographic region or person, irrespective of their gender, age, disability, ethnicity, sexual orientation or economic status, is left behind.

Gender Equality

Paragraph 44. Gender equality is at the heart of an open, inclusive, and just society... Gender equality intersects with other characteristics and our actions need to take account of these intersections in a meaningful way, including tackling racism in all forms and violence and discrimination against LGBTIQ+ populations.

Paragraph 46. We reaffirm our full commitment to promote and protect the sexual and reproductive health and rights (SRHR) of all individuals, and recognize the essential and transformative role they play in gender equality and women’s and girls’ empowerment, and in supporting diversity, including of sexual orientations and gender identities.

G7 2022 Commitments

In 2022, Germany held the presidency of the G7. Though Germany articulated an initial desire to focus on gender, climate, and energy in its work with the G7, the Russian invasion of Ukraine necessitated a reprioritization to focus on the invasion and its impacts. Still, references to LGBTIQ+ people appear throughout three Communiqués. Each of the full paragraphs containing such references appear below:

The G7 Leaders’ Communiqué

Climate and Energy

Conserving and making efficient use of energy and resources yields multiple benefits across environmental, economic and social dimensions. We will increase energy efficiency in all sectors through regulatory frameworks and incentive-based policy instruments, public and private finance, as well as public guarantees to de-risk private investments. We ask Energy Ministers to identify areas of action to enhance **gender equality and diversity** in the energy sector by the end of the year.

Global Economy and Finance

We remain committed to jointly addressing challenges to long-term growth, including facilitating the net-zero and digital transitions, and the massive investments required. We commit to mobilise high levels of private and public investments, including those in human capital, to unleash the potential for innovation, productivity gains and emission reduction. In doing so, we recognise the importance of diversity and that the full, equal and meaningful participation of women and **under-represented groups** is crucial for the longterm success of our economies. This includes the need to remove structural barriers to gender equality, including through inclusive and supportive economic and fiscal policy frameworks.

Sustainable Development

In the spirit of feminist development, foreign and trade policies and to empower women and girls, we will strengthen the rights, resources and opportunities for women and girls in all their diversity in every sphere. We are deeply concerned about the deepening learning crisis generated by emerging conflicts and chronic emergencies worldwide, particularly for the most marginalized learners, and stand steadfast in our commitment to protecting and prioritizing girls' education.

We reaffirm our full commitment to a sustained focus on realising equality between women and men as well as transgender and non-binary people.

-G7 2022 Leaders Communiqué

Russia's devastating war in Ukraine, the wholesale rollback of women's and girls' rights in Afghanistan since the forceful take-over of power by the Taliban, and the impact of war, conflict, and forced displacement worldwide clearly demonstrate that women, girls, and those most vulnerable based on gender identity, sexual orientation, or disability are disproportionately affected, and yet at the same time severely underrepresented in decision making roles. We will further promote and implement the Women, Peace and Security Agenda. We will improve documentation and accountability for human rights violations and abuses, such as sexual and gender-based violence, including in conflict situations. We reiterate the need to strengthen the implementation of international architecture to prevent and respond to conflict related sexual violence, and will support the empowerment of women and girls as critical agents for conflict prevention, crisis management, conflict resolution, relief and recovery, and long-term peacebuilding.

Gender Equality

Achieving gender equality is imperative as we strive for resilient, inclusive democratic societies, and to counter the rising tide of authoritarianism and backlash against women's and girls' rights across the globe. We reaffirm our full commitment to a sustained focus on realising equality between women and men as well as transgender and non-binary people, and to ensuring that everyone – independent of their gender identity or expression or sexual orientation – has the same opportunities and is protected against discrimination and violence. To this end, we commit to redoubling our efforts to overcome longstanding structural barriers and to addressing harmful gender norms, stereotypes, roles, and practices. We seek to ensure full, equal and meaningful participation of women and girls in all their diversity as well as LGBTIQ+ persons in politics, economics, education and all other spheres of society, and to consistently mainstream gender equality into all policy areas. Building on the recommendations by the Gender Equality Advisory Council as well as Women 7 we will introduce a mechanism to continuously monitor G7 commitments and progress towards achieving gender equality.

To this end, we endorse the G7 Dashboard on Gender Gaps which covers key indicators across a range of policy areas that are relevant to the progression of gender equality, and look forward to its regular annual update. In addition, we look forward to receiving the first implementation report from the OECD and will continue to reach out to partners.

We reaffirm our full commitment to ensuring that everyone – independent of their gender identity or expression or sexual orientation – has the same opportunities and is protected against discrimination and violence.

-G7 2022 Leaders Communiqué

The COVID-19 pandemic has disproportionately affected women and girls and has highlighted the essential role of care work – both paid and unpaid – for the functioning of our societies and economies, but also as a key cause of gender inequalities due to its unequal distribution. It is of paramount importance to recognize, reduce, and redistribute unpaid care work, and to reward paid care work adequately, guaranteeing care workers representation. To that end, we will support efforts to

expand global access to quality childcare infrastructure including through our collective support of USD 79 million for the Childcare Incentive Fund, thereby improving women's economic empowerment, child outcomes, family welfare, and overall economic growth. The pandemic has also deprived millions of women of sexual and reproductive health services – putting at risk the progress made in the past 20 years on sexual and reproductive health and rights (SRHR) for all. We reaffirm our full commitment to achieve comprehensive SRHR of all individuals, and stress the importance of access to emergency sexual and reproductive health services in humanitarian crises. We recognize the essential and transformative role of SRHR in gender equality and women's and girls' empowerment, and in supporting **diversity, including of sexual orientations and gender identities.**

We seek to ensure full, equal and meaningful participation of women and girls in all their diversity as well as LGBTQ+ persons in politics, economics, education and all other spheres of society.

-G7 2022 Leaders Communiqué

The G7 Development Ministers Communiqué

Introduction

Paragraph 7. The war has also led to a dramatic increase in violence against **women and girls in all their diversity**, as well as other vulnerable groups including men and boys, older adults, people with disabilities, and **LGBTIQ+ individuals**, and has exacerbated humanitarian protection needs in the region.... We all commit to leading the wider response community in keeping SGBV prevention and response activities at the forefront of all humanitarian interventions. Sustainable Agriculture and Food Systems

Paragraph 18. Addressing multiple gender inequalities is important, as the active engagement of women and girls is a cornerstone for achieving this transformation, given the critical role of **women and girls in all their diversity** in building sustainable and equitable agriculture and food systems, and noting that women perform between 40 and 60 percent of the world's agricultural labor, while still being unable to hold land rights in many countries.

Gender Equality

Paragraph 19. To ensure societies' resilience in the face of multiple crises we have to create better opportunities for all. We need to ensure equal political, economic and social participation and empowerment of all individuals, irrespective of their **sex characteristics, gender identity or sexual orientation**. In the spirit of a feminist development policy our external actions should increasingly target equity and equality of **all genders and sexual identities** so as to overcome the gender-unequal burden of paid and unpaid care work and the exclusion of **LGBTIQ+ persons**; and to end harmful gender norms notably in and through education and the protection of sexual and reproductive health and rights (SRHR), and by addressing the particular needs of girls, adolescent girls and women in conflict, crisis and displacement.

Paragraph 21. The COVID-19 pandemic has highlighted and exacerbated the unequal and gendered distribution and the general undervaluing of paid and unpaid care work. **Women and girls in all their diversity** carry out a disproportionate share of paid and unpaid care work. We are concerned that this constitutes an obstacle to sustainable development, gender equality as well as economic empowerment of all women and girls. We

highlight the need to recognize, reduce and redistribute unpaid care; reward care workers fairly, while generating sufficient care jobs to meet the demand for care; and give care workers representation in social dialogue and collective bargaining as detailed in the ILO's Framework for Decent Care Work. Therefore, we will develop and share best practices for addressing care work and will strengthen the care economy in partner countries, including through the Global Alliance for Care as members or associated partners.

Paragraph 22. LGBTIQ+ persons are strongly affected by sexual and gender-based violence (SGBV), persecution, social exclusion, poverty and discrimination. The COVID19 pandemic has further exacerbated these challenges for LGBTIQ+ persons. As the G7, we commit to taking an active role in tackling all these multiple and intersecting forms of violence and discrimination against LGBTIQ+ persons. We agree to a sustained focus on equality of all genders, diversity of sexual orientations, gender identities and expressions, and sex characteristics in our development cooperation. We aim to increase work with LGBTIQ+ civil society and human rights defenders. We commit to supporting the implementation of the UN LGBTI Inclusion Index as a central tool to create disaggregated data and to improve the development outcomes of LGBTIQ+ persons. We also acknowledge the important role of the UN Independent Expert on sexual orientation and gender identity.

We will contribute to more resilient, inclusive, gender transformative education systems by ending structural barriers and harmful gender norms, stereotypes, roles and practices.

-G7 2022 Development Ministers Communiqué

Paragraph 23. We are deeply concerned about the disruptive impact of COVID-19 on education worldwide, particularly for the most marginalized learners. Advancing gender equality in and through education, with a specific focus on girls' education, is crucial for peaceful and just societies. We therefore stand steadfast in our commitment to girls' education made in previous years. We will contribute to more resilient, inclusive, gender transformative education systems by ending structural barriers and harmful gender norms, stereotypes, roles and practices, which remain a pervasive threat to

global achievements in gender equality, health, and empowerment of women and girls in all their diversity and their rights to quality education. This will help reduce sexual and gender-based violence, female genital mutilation, child, early and forced marriage or teenage pregnancy. The Global Partnership for Education, Education Cannot Wait, the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Children's Fund (UNICEF), the United Nations Girls' Education Initiative, the Gender at the Centre Initiative, and civil society and bilateral partners are key actors in this endeavor.

Paragraph 24. The alarming occurrences in Ukraine and many other fragile contexts demonstrate once again that conflicts, violence and humanitarian crises and their consequences are not gender neutral: women and children, especially girls, and those marginalized based on their sexual orientation or gender identity in conflict, crisis and displacement are particularly vulnerable to exacerbated forms of sexual and gender-based violence, and exposed to a heightened risk of sexual exploitation and abuse as well as human trafficking. At the same time they are severely underrepresented in most meaningful decision-making roles in peace and political processes. The safety of women peacebuilders, frontline humanitarian responders and human rights defenders worldwide is under growing threat. We acknowledge the specific needs, challenges and potentials of women in conflict and displacement as agents of change. In close alignment with the Women Peace and Security Agenda, we commit to intensifying our efforts to secure their full, equal, effective and meaningful participation in social, economic and political decision-making as well as conflict resolution and peacebuilding processes, including by supporting the Action Network on Forced Displacement and its aims. We further commit to supporting projects that promote the full, equal, effective and meaningful participation of women in contexts of displacement, conflict and migration, politically or financially, for example via the Funding Window on Forced Displacement of the Women's Peace and Humanitarian Fund (WPHF) in support of civil society organizations in countries affected by conflict and displacement or via becoming a partner of the Action Network.

Paragraph 25. We particularly deplore the dire humanitarian, social, political, economic and human rights situation the Afghan people are facing. We

are resolved to continue our support, together with like-minded donors, to the Afghan people while not legitimizing the Taliban regime. The G7 will continue to work closely with the World Bank, the Asian Development Bank (ADB) and the UN to address basic human needs and to maintain the social infrastructure in Afghanistan. This support is based on the clear respect of common norms and principles: respect for human rights and the equal treatment and full participation in all spheres of public life of women, children, especially girls, minorities and other vulnerable groups, as well as the prevention of aid diversion and the fight against terrorism in Afghanistan in order to prevent any terrorist groups or individuals from using Afghan soil to attack another country. We call on the Taliban to recognize, respect and promote the rights of Afghan women and girls, given that they are crucial for the long-term stability and development of Afghanistan. Without ensuring equal access for **women and girls in all their diversity** as well as other marginalized communities to basic services, education and the labour market, the crisis in Afghanistan cannot be overcome.

Fighting the COVID-19 Pandemic and Strengthening Health Systems in Developing Countries

Paragraph 61. We commit to increasing our collective efforts in order to achieve comprehensive sexual and reproductive health and rights (SRHR) for all. We reaffirm our commitment to equitable and universal access to quality, accessible, acceptable and affordable sexual and reproductive health services, recognizing the importance of comprehensive and inclusive sexuality education, access for all individuals to modern and quality methods of contraceptives and enhancing individual agency for decision-making about sexual and reproductive health. We stress the need to address the effects of the pandemic on access to SRHR, which has led to 2.6 deaths among women and children for every COVID death in the poorest countries and has put the self-determination, social, educational and economic participation, and wellbeing of **women, girls and adolescents in all their diversity** at risk.

Elmau Progress Report⁷⁹

Equality

Inequality and discrimination related to **gender identities and sexual orientations** are harming women, girls, and **LGBTIQ+ people** all over the world. Gendered inequalities exist in the economic sphere regarding access to health services and education, the distribution of unpaid and paid care work, the risk of experiencing violence, the allocation of social positions associated with high decision-making power, and lack of access to business and financial services. For instance, almost one third of all women have been subject to physical or gender-based violence (GBV) at least once since the age of 15; GBV affects women's economic empowerment and security in monetary ways, such as decreased labor capabilities, decreased productivity, missing work, and less income. Further, only about 25% of representatives in national parliaments and about 28% of persons in managerial positions are women. In many cases, gendered inequality interacts with other forms of economic and social inequality and discrimination. Holistic, systems-based, intersectional approaches are thus crucial in tackling these inequalities and their subsequent impact on women's decreased economic security. This report is thus based on an inclusive and intersectional understanding of women and girls in all their diversity.

The impacts of the COVID-19 pandemic also have a gender equity and equality dimension, with increases in GBV and poverty since the start of the pandemic. Economic shocks, supplychain disruptions, inflation, lockdowns and school closures put more girls at risk of child early and forced marriage; gender-based violence intensified during the pandemic; and women are disproportionately shouldering the increasing workload of unpaid domestic activities and care work. For those who identify as **LGBTIQ+**, the pandemic's effects may be even greater.

G7 members' decisions do not just affect gender equality and equity and women's economic empowerment; domestic and international development policies and legislation have the power to harm or help women and girls. Against this background, the G7 convened a Gender Equality Advisory Council (GEAC) of independent experts from various backgrounds in 2018 that is mandated to support the G7 in integrating gender issues into all themes of the group's agenda. The GEAC has produced annual

reports that compile recommendations on how the G7 could drive women's empowerment and promote gender equality. Likewise, there must be a **LGBTQI+**-inclusive approach to COVID-19 recovery. USAID works to break down gender-related barriers to education so that children and youth in all their diversity – especially girls and women, and **gender and sexual minorities including LGBTQI+ youth** – have access to quality learning opportunities from pre-primary through higher education. In Georgia, for example, USAID is supporting Georgian university law schools to develop new courses and materials focused on anti-discrimination law, the protection of equality rights, disability law, gender equality and women's rights.

HIV/AIDS Discrimination and Rights

Entrenched inequalities stand in the way of further progress against AIDS. HIV-related stigma and discrimination remain among the major obstacles blocking the achievement of the goal of ending AIDS by 2030, especially in the face of the COVID-19 pandemic, which has reinforced existing inequalities, stigma and discrimination against members of marginalized groups. At the L'Aquila Summit in 2009, G7 leaders

committed to countering any form of health-related stigma, discrimination and human rights violation and to promote the elimination of travel restrictions on people with HIV/AIDS. Stigma and discrimination violate the dignity and rights of people living with or affected by HIV, and in many countries result in continued limitations on access to HIV prevention, testing and treatment services. This is especially true for key populations, including people who use drugs, **transgender people, female sex workers and men who have sex with men**, who are at a significantly greater risk of acquiring HIV infection (25–35%). Gender-based violence, which disproportionately affects women and girls, also increases vulnerability to HIV infection and undermines access to HIV services. In addition, more than 50% of adults still have discriminatory attitudes towards people living with HIV, and UNAIDS counts 46 countries, territories and areas that continue to impose some form of restriction on the entry, stay and residence of people living with HIV based on their HIV status."

Footnotes

- 1 Outright International uses “LGBTIQ” as an inclusive term to refer to anyone whose sexual orientation, gender identity or expression, or sex characteristics differ from heterosexual, cisgender, and endosex (non-intersex) norms, whether or not they personally identify as lesbian, gay, bisexual, transgender, intersex, or queer.
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