



Annual Progress Report

The Implementation of the Presidential Memorandum on

Advancing the Human Rights of
Lesbian, Gay, Bisexual, Transgender,
Queer, and Intersex Persons Around the
World

2024

INTRODUCTION & SUMMARY

In the [2021 Presidential Memorandum on Advancing the Human Rights of Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex \(LGBTQI+\) Persons Around the World](#), President Biden directed the heads of Departments and Agencies engaged abroad to report annually on their progress in implementing the memorandum and recommend additional opportunities and actions to advance the human rights of LGBTQI+ persons across **five pillars**. Consistent with the President's directive, this third annual report focuses on accomplishments and planned actions for Departments and Agencies across those pillars.

When U.S. Departments and Agencies work to advance the human rights of LGBTQI+ persons around the world, they advance our national security. As our nation's leaders have recognized, government-sponsored attacks on the human rights of LGBTQI+ persons are a "canary in the coal mine" signal of broader threats to civil society, economic prosperity, and even national stability. These threats, in turn, pose risks for the United States, ranging from terrorism and transnational crime to pandemics and other public health dangers. At the same time, human-rights supporting countries typically enjoy greater stability and prosperity, both of which provide a foundation for strong bilateral and multilateral partnerships with the United States.

For these reasons, U.S. leadership in advancing respect for the human rights of LGBTQI+ persons is crucial to protecting American principles and interests. By highlighting initiatives and accomplishments across Departments and Agencies, this Annual Progress Report invites readers to see the challenges and opportunities that lie ahead.

Highlights from 2023: A Pillar-by-Pillar Review

Combat Criminalization of LGBTQI+ Status or Conduct Abroad

In a trend worthy of celebration, a growing number of nations have decriminalized same-sex conduct over the last decade, with the United States providing diplomatic support for these efforts as appropriate. In 2023, the Mauritius Supreme Court and the Cook Islands' legislature overturned their colonial-era laws, removing a longstanding barrier to the equality of LGBTQI+ persons in those countries.

But last year also saw a need for rapid and sustained U.S. leadership in response to the dramatic curtailment in respect for the human rights of LGBTQI+ persons in Uganda, which enacted its Anti-Homosexuality Act (AHA) that authorizes the death penalty for serial “offenders” and a 20-year prison sentence for “promotion” of homosexuality. The President quickly condemned the AHA as a [“tragic violation of universal human rights”](#) and later released a White House [Fact Sheet of U.S. responses](#) reflecting unprecedented coordinated interagency actions, including terminating Uganda’s eligibility for the African Growth and Opportunity Act, curtailing government-to-government funding, issuing business and travel advisories, taking steps to

promote accountability for human rights abuses, and advocating full implementation of social safeguards in World Bank lending. As a handful of other nations considered similar laws, the Department of State continued to engage in active diplomacy, including by working with likeminded nations to underscore the benefits of LGBTQI+-inclusive societies and the downsides of adopting harmful legislation. Accordingly, Secretary of State Blinken issued a strong condemnation in November of a Russia Supreme Court decision to designate the so-called “international LGBT movement” as extremist, reinforcing the consistency of U.S. leadership in visibly rejecting threats to human rights.

Protect Vulnerable LGBTQI+ Refugees and Asylum Seekers

Across the federal government, Departments and Agencies prioritized strengthening our refugee program during the past year. Accomplishments included expanding access for LGBTQI+ refugees to the U.S. Refugee Admissions Program through new mechanisms such as NGO referrals and private sponsorship for hard-to-reach populations. The Departments of Homeland Security and of Health and Human Services collaborated on an important contribution in this area: tailoring refugee resettlement interventions and training to address sexual violence experienced by LGBTQI+ refugees.

Foreign Assistance to Protect Human Rights and Advance Non-Discrimination

Recognizing the need for an inclusive development approach so that all eligible persons have access to services and programs being offered, USAID released an important new “blueprint” policy to support LGBTQI+-inclusive development and began implementation through a variety

of programs. In addition, the U.S. President's Emergency Plan for AIDS Relief (PEPFAR) provided HIV prevention services to more than 799,000 men who have sex with men (MSM) and more than 85,000 transgender persons and supported more than 180,000 MSM and more than 13,000 transgender persons on life saving antiretroviral therapy during fiscal year 2023. (Data excludes Nigeria and Uganda.)

At State, the Global Equality Fund—a leading public-private partnership that supports civil society working to protect the human rights of LGBTQI+ persons—provided essential support to human rights organizations around the world. Also, the Millennium Challenge Corporation (MCC) took new steps in communications with partner countries to make clear that countries receiving MCC funds must demonstrate ongoing commitment to MCC's statutorily mandated eligibility criteria, which entail respect for human rights, including the human rights of LGBTQI+ persons.

The Department of Justice (DOJ) worked with law enforcement to support nondiscrimination toward LGBTQI+ and other persons, including judges in Bangladesh, who received LGBTQI+-inclusive bench books that address gender-based violence, and Kosovo police, who received DOJ-led training on addressing crime involving vulnerable persons, including LGBTQI+ persons.

Swift and Meaningful United States Responses to Human Rights Abuses of LGBTQI+ Persons Abroad

The U.S. government responded throughout the year to hate-fueled violence and abuse of LGBTQI+ persons abroad, too many instances to cite in summary. One well-publicized example came in response to serious human rights abuses in Uganda's prisons, including against

LGBTQI+ persons, which led the Department of the Treasury's Office of Foreign Assets Control to designate the head of Uganda's prison service under the Global Magnitsky sanctions program.

Build Coalitions of Like-Minded Nations and Engage International Organizations in the Fight against LGBTQI+ Discrimination

The Special Envoy to Advance the Human Rights of LGBTQI+ Persons initiated a new coordination mechanism with her counterparts from like-minded nations to drive rapid response to proposed anti-LGBTQI+ legislation. Through bilateral dialogues, country visits, participation in multilateral forums, and with International Visitors Leadership Programs, she and her team engaged with national and multilateral leaders as well as human rights defenders to advance protections for LGBTQI+ persons throughout the world, including in Australia, Canada, Italy, Japan, Kenya, Mauritius, Mexico, South Africa, Sweden, and Vietnam, among others.

Plans for 2024

Active coordination among Departments and Agencies will continue to be important as the United States confronts new efforts globally to restrict the human rights of LGBTQI+ persons, often a precursor to broader crackdowns on civil society. At the same time, the United States will continue to share its extensive technical expertise with other nations and civil society leaders seeking to ensure that the human rights of all persons, including LGBTQI+ persons, are respected. Through existing and new programs that implement the Presidential Memorandum, Departments and Agencies look forward to building on last year's accomplishments and enhancing this important work in the year ahead.

Interagency Collaboration

This year's report includes three Annexes that provide detailed information about U.S. government interagency partnerships whose coordination was critical to effectively advancing protection of the human rights of LGBTQI+ persons. [Annex 1](#) addresses Executive Order 14075, through which State, Treasury, Health and Human Services, and USAID made substantial new efforts to raise awareness and understanding of so-called conversion therapy practices (CTP)

with nearly 100 partner countries; encouraged governments to stop sponsoring, funding, and/or otherwise supporting CTP; and encouraged education on the harms of CTP. [Annex 2](#) focuses on Treasury-led interagency advocacy for strong protections for LGBTQI+ persons in the safeguards policy reviews at the African Development Bank and Asian Development Bank. Additionally, as noted above, Uganda's enactment of the AHA generated a robust interagency response, detailed in Annex 3.

PART 1: LGBTQI+ PROGRESS UPDATE AND ACCOMPLISHMENTS IN 2023

PILLAR 1: Combat Criminalization of LGBTQI+ Status or Conduct Abroad

Department of Defense

■ **Responded to Anti-Homosexuality Act:** As part of the USG response to Uganda's passage of the Anti-Homosexuality Act (AHA), DoD paused assistance to the Defense Threat Reduction Agencies programing and restricted travel for Ugandan government officials to USG military training activities (see Department of State submission below and Annex 3).

Department of State

■ **Combatted Efforts to Criminalize LGBTQI+ Conduct and Identity:** State conferred with LGBTQI+ civil society and human rights defenders on culturally appropriate efforts to both combat criminalization and to decriminalize LGBTQI+ conduct and identity, developed strategies with other USG Departments and Agencies, likeminded partners, and international civil society, and liaised with host governments to advocate respect for the human rights of LGBTQI+ persons. When Uganda

enacted the draconian AHA, President Biden called for its immediate repeal, and State and other USG Departments and Agencies implemented a range of actions to demonstrate U.S. commitment to supporting the human rights of all Ugandans, including LGBTQI+ persons. President Biden highlighted those actions in a [December 2023 fact sheet](#). (See [Annex 3](#)). In Mauritius, the Special Envoy to Advance the Human Rights of LGBTQI+ Persons met with civil society and government officials on the eve of that country's court ruling to strike down a colonial-era sodomy law. In November, Russia's Supreme Court designated the so-called "international LGBT movement" as extremist, which Secretary Blinken condemned.

PILLAR 2: Protect Vulnerable LGBTQI+ Refugees and Asylum Seekers

Departments of Health and Human Services and of State

■ **Expanded Resettlement of LGBTQI+ Refugees:** In Fiscal Year 2024, the United States remained

focused on expanding the resettlement of key populations of concern, including LGBTQI+ persons. The Administration also prioritized rebuilding and strengthening our refugee program, including expanding access to the United States Refugee Admissions Program through new mechanisms such as NGO referrals and private sponsorship to identify hard-to-reach populations such as LGBTQI+ refugees.

■ **Mental Health Services for LGBTQI+ Refugees:**

The Administration for Children and Families' (ACF) Office of Refugee Resettlement (ORR) offered interventions for LGBTQI+ survivors, tailored to their experiences of systematic bias and sexual violence. Programs include Survivors of Torture, Services to Afghan Survivors Impacted by Combat and forthcoming Support for Trauma-Affected Refugees Programs, and LGBTQI+-focused programs through Refugee Mental Health Initiative.

■ **Look Beneath the Surface Training:** The Office on Trafficking in Persons (OTIP) trained grant recipients on how to integrate inclusive communication practices in their public awareness, outreach, and program activities. LGBTQI+ persons with lived experience consulted on the public awareness campaign, called *Look Beneath the Surface*, to inform new resources, messaging strategies, and methods of engagement.

Department of Homeland Security

■ **Refugee and Asylum Officer Training:** In April, U.S. Citizenship and Immigration Services (USCIS) focused a portion of USCIS's annual Sensitive Claims Training on violence against LGBTQI+ persons. This annual training series focuses on the dynamics of domestic and sexual violence (as manifested in various countries of origin), the impact these dynamics have on noncitizens seeking protection and on their applications for

relief, and on the standards governing the claims of vulnerable persons, including LGBTQI+ persons.

■ **Development of USCIS Policy Manual Content on the Self-Selection of Gender Markers on USCIS Forms:**

In March, USCIS issued [policy guidance](#) to clarify that benefit requestors, including refugee and asylum seekers, may select their gender on USCIS forms (or change a prior gender marker selection) without the need to provide supporting documentation or to match the gender listed on their identity document. Issuing documents to individuals that align with their gender identity helps ensure safety and security both in the United States and abroad.

PILLAR 3: Foreign Assistance to Protect Human Rights and Advance Non-Discrimination

Department of Agriculture

■ **Nondiscrimination in Financial Assistance:** In October, USDA's Foreign Agriculture Service (FAS) updated the General Terms and Conditions for all financial assistance grants and agreements to include protections against discrimination on the basis of gender identity and expression. All award recipients and sub-recipients must comply with applicable general terms and conditions as detailed on FAS' [Award General Terms & Conditions](#) website.

Department of Commerce – International Trade Administration (ITA)

■ **LGBTQI+-Tailored Programs:** ITA supports the LGBTQI+ community through tailored programs to grow businesses through exporting. ITA has pursued strategic partnerships with organizations that bring together domestic and international LGBTQI+ communities, thereby expanding

economic growth opportunities and empowering LGBTQI+ persons globally.

■ **Global Diversity Export Initiative:** The Commercial Service, the trade promotion arm of ITA, leads the Global Diversity Export Initiative (GDEI), a program committed to helping underserved communities in the United States, including LGBTQI+ businesses, increase exports. LGBTQI+ businesses face challenges like a lack of awareness of export opportunities and risk-reduction strategies, an inability to access financing, difficulty identifying and vetting legitimate international buyers, and a lack of a service-provider network to facilitate export transactions.

Department of Defense

■ **Screened Foreign Military Personnel:** Security Cooperation activities funded with DoD appropriations are subject to the requirements and restrictions of 10 U.S.C. 362, which prohibits any training, equipment, or other assistance from being provided to foreign security force units where there is credible information implicating said units in gross violation of human rights, including those against LGBTQI+ persons. DoD also provided Human Rights and Law of Armed Conflict training to partner units receiving training and/or equipment under 10 U.S.C. 333, DoD's authority to build partner capacity for defense and security operations.

■ **Conducted Security Training Cooperation:** DoD conducts Women, Peace, and Security training security cooperation activities with allies and partners. These trainings include material to ensure military operations do not negatively affect the condition of civilians based on different gender roles, identities, and responsibilities. Gender Advisors and Gender Focal Points are trained to conduct an intersectional gender analysis.

Department of Justice

■ **Bangladesh Judicial Bench Books:** DOJ's Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT) took steps to address gender-based and domestic violence, which affects LGBTQI+ persons. In July, OPDAT organized the launch of two bench books for judges who adjudicate gender-based violence cases. The books provide an annotated guide to gender-based violence statutes, best practices for adjudicating gender-based violence cases, and information on services for survivors. OPDAT will have distributed 250 English-language sets and 414 Bangla-language sets by year's end.

■ **Kosovo Police Protect LGBTQI+ Persons:** DOJ's International Criminal Investigative Training Assistance Program (ICITAP) advised the Kosovo Police on inclusiveness when addressing crime involving vulnerable persons, including LGBTQI+ persons. As a result, Kosovo Police reacted swiftly when an LGBTQI+-focused business was harassed, assigning officers to ensure the safety of the patrons and business. The LGBTQI+ community commended the police and the Embassy.

■ **Kosovo Law Protects LGBTQI+ Persons:** OPDAT advised acknowledgement of LGBTQI+ persons in Kosovo's revised Law on Domestic Violence, Gender-Based Violence, and Violence against Women, which Kosovo approved in September. The legislation includes LGBTQI+ persons within its definitions, allowing LGBTQI+ persons who experience violence within domestic relationships to seek protection orders.

■ **Judging without Gender Bias in Latin America:** OPDAT's Judicial Studies Institute hosted judges from Bolivia, Colombia, Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Panama, and Peru to the first course on *Judging without Gender Bias*, a course inclusive of information

about violence against LGBTQI+ persons. They also learned best practices to manage hearings, witnesses, and victims to avoid gender bias.

■ **El Salvador Justice System Promotes Victim-Centered Approach:** OPDAT facilitated a monthly working group with the Attorney General's Directorate for Women, Children, Adolescent, and other Vulnerable Communities. The working group focused on improving investigative strategies and techniques in the prosecution of violent crimes against vulnerable groups, including LGBTQI+ persons, while applying a victim-centered approach.

■ **Investigating Crimes against LGBTQI+ Persons in Honduras:** ICITAP delivered the Intermediate-Level Crime Scene Investigation course to the Honduran National Police, including a U.S.-funded special unit that investigates high-impact crimes against journalists, women, and LGBTQI+ persons. Participants developed scientifically sound methods to process crime scenes and to present evidence as an expert witness, thus increasing the conviction rate of violent crimes in Honduras.

Department of Labor – International Labor Affairs (ILAB)

■ **Literature Review:** In early 2023, The Department of Labor's Chief Evaluation Office partnered with ILAB to conduct a [literature review](#) to increase the knowledge base on the fundamental labor rights, working conditions, and access to employment for LGBTQI+ persons in Latin America. The purpose of the review was to (a) identify any data that existed about the prevalence and nature of labor- and education-related rights violations faced by LGBTQI+ persons in Latin America; (b) evaluate recent (2012–2022) LGBTQI+-focused programs related to employment or education outcomes in Latin America; and (c) address discrimination and

support labor-related outcomes among LGBTQI+ populations, including youth, through evidence-based strategies.

■ **Gender Equity in the Mexican Workplace:** [Partners of the Americas](#) implemented the Department of Labor's "Gender Equity in the Mexican Workplace" project. Two project subawardees, Más Proyectos and Transforma, conducted trainings for twelve companies.

■ **Collaboration with International Stakeholders:** ILAB convened an information session with international trade unions, federations, and confederations on advancing the labor rights of LGBTQI+ persons through trade unions, which (a) increased organizational awareness of the challenges LGBTQI+ persons face at work, (b) shared examples of how trade unions can support the rights of LGBTQI+ persons at work; and (c) generated ideas for how the U.S. government can advance employment rights of LGBTQI+ persons through trade unions.

Millennium Challenge Corporation

■ **Updating MCC Procurement and Grant Guidelines to Advance Nondiscrimination:** MCC participated in the interagency working group on integrating the human rights of LGBTQI+ persons into foreign assistance. Following an extensive review, MCC updated its Program Procurement Guidelines, Program Grant Guidelines, and associated Grant Templates to be consistent with the non-discrimination language for beneficiaries that has been advanced by the broader interagency. These new guidelines are expected to be adopted in 2024.

Peace Corps

■ **Implemented Culturally Appropriate Awareness Projects:** Peace Corps Volunteers developed and implemented culturally appropriate

projects to empower and educate LGBTQI+ persons in their host communities and have engaged communities via small-scale PEPFAR-funded projects and activities supporting LGBTQI+ populations. The Peace Corps supported and advised these Volunteers to conduct activities in a safe, productive, and culturally appropriate manner.

Department of State

■ **Leveraged Partnerships and Resources for the Rights of LGBTQI+ Persons:** Through the Global Equality Fund (GEF), a public-private partnership dedicated to advancing and defending the human rights of LGBTQI+ persons around the world, State and its country and corporate partners supported 169 human rights defenders, 68 civil society organizations, and 28 survivors of severe state persecution from 63 countries with emergency assistance in 2023. Following the drafting and passage of laws criminalizing LGBTQI+ status or conduct in 2023, emergency assistance applications to the GEF increased substantially, nearly doubling in sub-Saharan Africa. Through a small grants fund to support grassroots LGBTQI+ human rights organizations, the GEF has supported 116 LGBTQI+ organizations in 73 countries with grants ranging from \$8,000 to \$25,000, and cumulatively total more than \$3,200,000 over the last five years. Funded work resulted in anti-discrimination legislation; litigation to advance relationship recognition; and increased journalists', prosecutors', and civil society's understanding of the human rights of LGBTQI+ persons.

■ **Developed Nondiscrimination Rules:** State continued development of two companion rules (for grants and for contracts) which would institute a comprehensive nondiscrimination policy in Department-funded foreign assistance including on the basis of sexual orientation, gender identity

or expression, and sex characteristics. The Department submitted draft rules to OMB in April and obtained interagency support in December 2023. The proposed rules would: institute a comprehensive nondiscrimination policy in federally funded foreign assistance contracts, grants and cooperative agreements; ensure nondiscrimination protections for recipients of foreign assistance programs; ensure that employees hired with foreign assistance funds are hired per the policy (applicable U.S. law and waiver provisions included); address subcontractors and subgrantees; and identify remedies if a breach is substantiated.

United States Agency for International Development

■ **Launched LGBTQI+-Inclusive Development Policy:** USAID released the [LGBTQI+ Inclusive Development Policy](#). Recognizing that locally led, LGBTQI+ inclusive development strengthens livelihoods, economies, and democracies, the Policy integrates LGBTQI+ persons in Agency policy and programming. It marshals USAID's global development diplomacy to advance LGBTQI+ inclusive development and improves USAID's response to LGBTQI+-relevant crises, among other priorities. Following release, USAID briefed staff, implementing partners, activists, business and philanthropic networks, Congress, and other development agencies.

■ **Increased Resources and Partnerships for LGBTQI+-Inclusive Development:** USAID increased resources to advance LGBTQI+-inclusive development:

- Launched LGBTQI+-inclusive development [funding opportunity](#) to support regional and multi-country initiatives that address development needs voiced by LGBTQI+

persons.

- More than \$7 million to support activities at USAID Missions that integrate LGBTQI+ equities across a range of development sectors and respond to, gross, human rights violations.
- Public-private partnerships—including the [Alliance for Global Equality](#) and [Multi-Donor LGBTI Global Human Rights Initiative](#)—that increased support for the rights, dignity, and wellbeing of intersex persons, engaged faith leaders, and leveraged more than \$11 million from private philanthropy to advance the human rights of LGBTQI+ persons.

■ **Supported LGBTQI+ Social Inclusion, Access to Public Services, and Human Rights:** USAID supported initiatives to advance LGBTQI+ inclusive development:

- The [Being LGBTI in the Caribbean \(BLIC\)](#) project launched the National LGBTI Survey Reports in Barbados and Jamaica, highlighting the socio-economic challenges faced by LGBTI persons. BLIC trained mental health providers in [Barbados](#), the [Dominican Republic](#) and Jamaica on LGBTQI+ health needs.
- Inauguration of the TransFormation salon in India enhanced career and entrepreneurial opportunities for the transgender community.
- The [No Place for Hate](#) conversation series in Honduras highlighted allyship with LGBTQI+ persons and sparked dialogue on inclusivity. The series included three videos shared among the LGBTQI+ community, their networks, and USAID social media platforms.
- Khutlo in Lesotho is increasing coordination and capacity of civil society to reduce gender-based violence against LGBTQI+ individuals through engagement with faith leaders, principal chiefs, law enforcement, and government officials.

- The 2023 Williams Institute study, *Democratic Backsliding and LGBTI Acceptance*, found that attacks on LGBTI people can be a precursor to democratic backsliding.

U.S. International Development Finance Corporation

■ **Updated DFC's Investment Procedures to Protect Vulnerable Groups:** All DFC clients are required to comply with DFC's Environmental Social Policy and Procedures (ESPP). After a thorough review and stakeholder consultation process through 2023, DFC published an updated ESPP in April 2024, that includes a definition of Vulnerable Groups that includes individuals or groups who, by virtue of their sexual orientation, gender identity or expression, or sex characteristics are more likely to be adversely affected by project impacts and/or more limited than others in their ability to take advantage of a project's benefits. DFC expects and will support clients to promote inclusion and non-discrimination in projects, particularly with respect to disadvantaged and Vulnerable Groups. The ESPP's requirements with respect to stakeholder engagement, risk identification and risk management also address Vulnerable Groups.

U.S. President's Emergency Plan for AIDS Relief

■ **PEPFAR:** In fiscal year 2023, the U.S. President's Emergency Plan for AIDS Relief (PEPFAR), through its implementing agencies including USAID, DOD, and HHS, provided HIV prevention services to more than 799,000 men who have sex with men (MSM) and more than 85,000 transgender persons in more than 50 countries. PEPFAR also supported more than 180,000 MSM on life-saving anti-retroviral therapy and more than 13,000 transgender people. (These totals exclude PEPFAR results in Nigeria, which

continues to work on data quality improvement efforts, and Uganda, where PEPFAR paused key populations data collection due to safety concerns following passage of the AHA.)

PILLAR 4: Swift and Meaningful United States Responses to Human Rights Abuses of LGBTQI+ Persons Abroad

U.S. International Development Finance Corporation

■ Response to Uganda’s Anti-Homosexuality Act:

Following passage of the AHA, DFC conducted a review of pipeline investments to ensure consistency with DFC policies and international standards on non-discrimination, respect for human rights, worker rights, and the rights of project-affected people and to inform DFC’s posture on continued engagement in Uganda. DFC will continue to consider financing projects and working with private sector companies in Uganda in a manner consistent with its policies and international standards on non-discrimination. In close coordination with interagency efforts, DFC is also continuing to actively monitor the effects of the AHA after its enactment and its impact on DFC’s projects in Uganda. DFC’s priority remains mobilizing private capital to support small businesses, owned or led by women entrepreneurs and other underserved groups, including refugee communities.

Millennium Challenge Corporation

■ Diplomatic Engagement on the Human Rights of LGBTQI+ Persons: The Millennium Challenge Corporation (MCC) continues to clearly communicate its expectation that partner countries demonstrate ongoing commitment to

MCC’s statutorily mandated eligibility criteria, which include upholding the human rights of LGBTQI+ persons. Failure to demonstrate such a commitment can result in consequences for a country’s partnership with MCC, potentially including suspension or termination of assistance. This diplomatic engagement is a key line of effort for MCC and integrates with broader U.S. government strategic messaging and engagement in countries where either MCC operates or the country is interested in accessing MCC’s significant grant resources. This engagement supports the “MCC Effect,” whereby countries adopt reforms, or take actions, to become or remain eligible for an MCC program. Since submission of its prior annual reports, MCC engaged directly, at the head-of-state or ministerial level, with multiple countries regarding risks to their eligibility for MCC assistance associated with anti-LGBTQI+ actions or the introduction of anti-LGBTQI+ bills.

Department of State

■ Expanded Reporting on the Human Rights of LGBTQI+ Persons: In March 2023, the Department released updated Country Reports on Human Rights Practices with enhanced reporting on respect for the human rights of LGBTQI+ persons. The new reports included obligatory reporting in six subsections: Criminalization; Violence; Discrimination; Legal Gender Recognition; Conversion Therapy Practices (CTP); and Restrictions on Freedoms. Further, State led an interagency working group (See Annex 1) to develop and implement an action plan to combat CTPs. State led information sessions with subject matter experts, describing the harmful effects of CTPs and suggestions for next steps to engage host governments, civil society and health organizations to end so-called CTP.

Office of the U.S. Trade Representative

■ **Enforcement:** In May 2023, the President stated that the enactment of Uganda's AHA was a tragic violation of universal human rights, and that the Administration would incorporate the impacts of the law into Uganda's eligibility for benefits under the African Growth and Opportunity Act (AGOA) annual review. In October 2023, the President announced that as of January 1, 2024, Uganda would lose its eligibility for AGOA benefits due to gross violations of internationally recognized human rights.

Department of the Treasury

■ **Uganda Sanctions:** In December 2023, the Office of Foreign Assets Control designated Johnson Byabashaija, the head of Uganda's prison service, based on serious human rights abuse occurring in national prisons, including against LGBTQI+ persons. The designation followed the passage of Uganda's AHA and built upon other U.S. government tools to promote accountability including an updated Department of State visa restriction policy.

PILLAR 5: Build Coalitions of Like-Minded Nations and Engage International Organizations in the Fight against LGBTQI+ Discrimination

Department of Health and Human Services

■ **Substance Abuse and Mental Health Services Administration Training to Support and Affirm LGBTQI+ Youth:** Key findings from Moving Beyond Change Efforts: Evidence and Action to Support and Affirm LGBTQI+ Youth were highlighted in 12 trainings for HHS health attachés, U.S. representatives to the Asian Development Bank, and USAID to provide subject-matter expertise on helpful and harmful interventions for LGBTQI+

youth in clinical, community, family, and school settings in the countries and regions where they work.

■ PAHO Progress Report on LGBTQI+ Health:

In September, the Office of Global Affairs successfully advocated to have the Pan American Health Organization (PAHO) re-engage work on LGBTQI+ persons and health. After a five-year break, PAHO will provide a progress report on member states' actions to promote health; the report will be prepared for review at the September 2024 Directing Council's meeting.

■ **Ending Violence against Children:** Ten agencies, including the Centers for Disease Control and Prevention (CDC) and the World Health Organization, developed INSPIRE: Seven Strategies for Ending Violence Against Children, a suite of tools to address and prevent violence against children and youth. The INSPIRE Handbook addresses violence against children based on real or perceived sexual orientation and gender identity, as well as some of the barriers to enforcement of laws protecting children (such as social norms and prejudices toward LGBTQI+ victims). CDC further worked to reduce violence against children, including LGBTQI+ children, through the Violence Against Children and Youth Surveys (VACS), which measure physical, emotional, and sexual violence against children and youth up to age 24. The Post VACS Landscape Analysis, a report on lessons learned following implementation of the VACS, describes how effective implementation plans for VACS should consider sexual orientation and gender identity, among other characteristics.

Department of Labor – Bureau of International Labor Affairs (ILAB)

■ International Labor Organization (ILO):

Labor spearheaded a successful effort among likeminded ILO member states at the 2023

International Labor Conference to ensure language on sexual orientation and gender identity was retained in the in the ILO's Program and Budget for the 2024–2025 biennium. Critically, the final agreed language did not concede anything that would undermine the ILO's work to protect workers from discrimination based on sexual orientation and gender identity or its uncontested mandate to combat discrimination in employment on all grounds.

■ **Office of Economic Cooperation and Development (OECD):** ILAB worked with the U.S. Mission to the OECD and the OECD Secretariat to craft terms of reference for a study of the economic costs of discrimination against LGBTQI+ persons and the benefits of their full inclusion in the world of work. This work is funded by Labor through a voluntary contribution of €150,000. It will set the stage for building support among an increasing sphere of member countries for future work on LGBTQI+ issues in the OECD, including through regular budget funding considerations and future voluntary contributions.

Department of State

■ **Strengthened Coalitions and Multilateral Engagement:** The Department of State continued to strengthen coalitions and multilateral protections for LGBTQI+ persons globally. The Special Envoy to Advance the Human Rights of LGBTQI+ Persons exchanged technical expertise with governments looking to advance protections for LGBTQI+ persons through bilateral dialogues, country visits and International Visitors Leadership Programs with, among others, Australia, Canada, Italy, Japan, Kenya, Mauritius, Mexico, South Africa, Sweden, and Vietnam. The Special Envoy convened senior officials from various countries for rapid coordination in response to proposed anti-LGBTQI+ legislation. In March, the United States held the second-ever Arria-formula

meeting on integrating issues affecting LGBTQI+ persons into the work of the United Nations Security Council. State and the interagency encouraged the World Bank to consider LGBTQI+ persons in terms of loan compliance with the Bank's Environmental and Social Framework. State prepared for its 2024 role as chair of the LGBTI Core Group of the Organization of American States, holding consultations with NGOs and developing a plan of action.

Office of the U.S. Trade Representative

■ **President's Trade Policy Agenda and Annual Report:** Released March 1, 2023, the President's Trade Policy Agenda defines gender equity as a core element of U.S. trade and investment policy, "promoting equitable, inclusive, and durable trade policy" as an explicit objective of the United States. The President's Trade Policy Agenda likewise confirms a commitment to upgrade all U.S. trade policy tools, engagements, and new trade initiatives to incorporate and reflect the principles outlined in the Presidential Memorandum on Advancing the Human Rights of LGBTQI+ Persons around the World. The 2023 Annual Report included updates on these activities, which involved intentionally engaging LGBTQI+ workers, entrepreneurs, and advocates domestically and around the world.

■ **Data, Research, and Analysis:** In January 2023, the U.S. Trade Representative requested that the independent U.S. International Trade Commission repeat its investigation into the distributional effects of goods and services trade on workers by skill, wage, and salary level, gender, race/ethnicity, age, and income level, especially as they affect underrepresented and underserved communities. As a result of the investigation being repeated every three years over the next 15 years, policymakers, researchers, and the public will be able to monitor and ensure progress in

closing data and research gaps. It will also enable stakeholders to gather the necessary information to assess improvements of the distributional effects of trade and trade policy on U.S. workers, including by collecting data related to a person's sexual orientation and gender identity.

■ **Unprecedented Public Comment:** Between June and December 2023, USTR engaged the public by soliciting feedback through a Federal Register Notice request for public comment, academic roundtables, and listening sessions in an effort to inform USTR about the best approaches towards advancing inclusive, worker-centered trade. This sustained public outreach helped to better inform USTR about how to realize domestic and international trade policy that acknowledges and includes underrepresented people, including LGBTQI+ persons.

Department of the Treasury

■ **Programmatic Inclusion of LGBTQI+ Persons in the International Financial Institutions:**

Treasury International Affairs (IA) continued to push for increased Bank management and Board interest in increasing data collection on the costs of exclusion and benefits of inclusion of LGBTQI+ persons at several of the MDBs. IA has engaged staff at several international institutions to better understand and support data collection, and economic inclusion efforts in development. A proactive inclusion agenda at the MDBs could include data disaggregation for LGBTQI+ persons; improving collaborations with civil society organizations that focus on LGBTQI+ persons; and policies, strategies, and tools that facilitate inclusion during project development and implementation.

■ **Policy for LGBTQI+ Persons Inclusion at the Multilateral Development Banks (MDBs):** The United States has been a leading voice on LGBTQI+

issues at the MDBs, and Treasury IA regularly engages other MDB shareholders to advance policy priorities directly, including through the offices of the U.S. Executive Directors at each MDB. In reviews of MDB environmental and social safeguards policies, Treasury advocates for strong protections for LGBTQI+ persons, working in coordination with other interested agencies, particularly USAID, State, and Labor. In 2023, these efforts focused on two regional development banks, the African Development Bank and the Asian Development Bank (see Annex 2). Treasury is also shaping the dialogue around advancing the human rights of LGBTQI+ persons at the MDBs more broadly. Treasury has convened like-minded shareholders to build consensus around common objectives, spoken about the importance of respect for the human rights of LGBTQI+ persons in relevant forums, and raised the issue during deliberations on policy, strategy, and approval of MDB funding. Treasury has strongly supported the World Bank's efforts to strengthen implementation of its Environmental and Social Framework provisions on non-discrimination in responding to the passage of the AHA in Uganda, including a suspension of new public sector lending to the country.

■ **Support for LGBTQI+ Employee Resources**

Groups at IFIs: Treasury IA has conducted bilateral outreach efforts to support LGBTQI+ staff at international financial institutions (IFI) over the past year. Treasury also convened several multilateral meetings of likeminded countries who support LGBTQI+ inclusion in the multilateral development space to discuss topics such as the World Bank's Environmental and Social Framework, the World Bank Gender Strategy update, and the Asian Development Bank safeguards policy update.

ACTION PLAN 2024

PILLAR 1: Combat Criminalization of LGBTQI+ Status or Conduct Abroad

Department of State

■ **Engaging Law Enforcement and LGBTQI+ Communities:** State will identify opportunities to mainstream the human rights of LGBTQI+ persons in training and capacity-building programs for law enforcement and corrections officials, both by building on existing efforts and developing new training segments. The aim is to reduce human rights abuses against LGBTQI+ persons and improve interactions between law enforcement and LGBTQI+ communities, all intended to increase the capacity and effectiveness of law enforcement to address transnational crime (including narcotics), trafficking, and other serious violations of law that threaten U.S. interests.

PILLAR 2: Protect Vulnerable LGBTQI+ Refugees and Asylum Seekers

Department of Health and Human Services

■ **LGBTQI+ Refugee Youth Leadership:** Building on the success of the National Youth Leadership Council, the Office of Refugee Resettlement (ORR) will develop an LGBTQI+ client advisory group to ensure decision-making is informed by the voices of all whom ORR serves.

■ **Services for LGBTQI+ Survivors of Human Trafficking:** In FY 2024, Office on Trafficking in Persons-funded service providers who provide comprehensive case management programs for foreign national survivors of human trafficking will be required to complete at least 10 hours of training on topics including the intersectionality between sexual orientation, gender identity, and human trafficking. OTIP's training and technical

assistance to health and human service providers includes case studies and resources spotlighting the unique risk factors and service needs of underserved populations including LGBTQI+ persons.

PILLAR 3: Foreign Assistance to Protect Human Rights and Advance Non-Discrimination

Department of Commerce – International Trade Administration (ITA)

■ **Educate LGBTQI+-Owned Businesses about ITA:** In FY 24, ITA will host at least two external events (e.g., seminars, workshops, training sessions) to educate LGBTQI+-owned businesses and exporters about ITA resources.

■ **Building Bridges to Global Markets:** In April 2024, ITA will host a Building Bridges to Global Markets session on Trade Finance and Access to Capital at the Regional LGBT Chamber of Commerce Colours Spring Business Summit in Detroit, and in late June, ITA, the Export-Import Bank of the United States, and National LGBT Chamber of Commerce (NGLCC) will co-host the third annual “Trade and Pride,” an educational webinar for LGBTQI+ businesses looking to export, hosted during Pride Month. ITA meets regularly with NGLCC to strategize on how to serve the LGBTQI+ business community.

■ **NGLCC Strategic Partnership:** The Commercial Service renewed its strategic partnership with the NGLCC in January 2024. The NGLCC represents approximately 16,000 LGBTQI+-owned businesses and more than 320 corporate partners with 53 U.S. affiliate chambers and 18 international chambers spanning more than 30 countries. Throughout the network, NGLCC Global promotes

LGBTQI+ economic empowerment for individuals in the labor market, for LGBTQI+ workers in the formal sector, and for LGBTQI+ business owners and entrepreneurs, seeking to foster inclusive economic growth for LGBTQI+ persons. In July 2024, ITA plans to attend the NGLCC Annual Conference in Palm Springs, California. In the past, ITA has supported the conference by speaking on a panel with other representatives from federal trade promotion agencies and meeting one-on-one with LGBTQI+ businesses and affiliate LGBTQI+ chambers.

Department of Justice

■ Cases Involving LGBTQI+ Community in Kosovo:

OPDAT will assist victim advocates and prosecutors to identify potential gaps in evidence collection in alleged hate crimes targeting LGBTQI+ persons. OPDAT will continue to raise awareness of the human rights of LGBTQI+ persons and services available to LGBTQI+ persons.

■ Judging without Gender Bias in Latin America:

OPDAT's Judicial Studies Institute will again deliver the special course on Judging without Gender Bias in August 2024 for more than 30 judges from Colombia, Dominican Republic, Ecuador, El Salvador, Honduras, Panama, and Peru.

Department of Labor – Bureau of International Labor Affairs (ILAB)

■ **Funding Opportunities:** ILAB will explore funding research that contributes to understanding the challenges that LGBTQI+ workers face globally. In the area of data collection, ILAB will seek to learn from international expertise on collecting labor market data on LGBTQI+ individuals and explore how to support improved data collection in target countries.

■ Gender Equity in the Mexican Workplace:

Partners of the Americas will continue to implement Labor's Gender Equity in the Mexican Workplace project. Sub-awardees Más Proyectos and Transforma will conduct further trainings with 12 companies. These trainings will lead to the creation of employer protocols against workplace discrimination and harassment, including discrimination and harassment against LGBTQI+ persons.

■ **Partnership Formation:** ILAB will work in conjunction with the interagency to identify opportunities for engagement with our counterparts around the world, prioritizing those where LGBTQI+ individuals face especially pervasive barriers in the labor and employment setting.

■ **Protection from Discrimination:** ILAB will continue a process to identify gaps that might exist in beneficiary protections from discrimination and develop, if needed, an ILAB beneficiary nondiscrimination policy. This process will include (a) meeting among relevant DOL legal and policy staff to discuss existing nondiscrimination protections for ILAB grant beneficiaries; (b) meeting with USAID and State to discuss their beneficiary policies and implementation; and (c) the development of a possible ILAB beneficiary nondiscrimination policy, based on a needs determination.

Millennium Challenge Corporation

■ **Ensuring Consistency with State Department Nondiscrimination Guidelines:** MCC will closely coordinate with the Department of State as it works with the Office of Management and Budget to develop new rules to institute a comprehensive nondiscrimination policy for foreign assistance contracts and grants, leveraging MCC's recently enhanced nondiscrimination guidelines as an important contribution and ensuring consistency between MCC and broader U.S. government-wide foreign assistance guidelines.

Peace Corps

■ **Develop Equity Bridge Councils:** Peace Corps is supporting the development of staff-led Equity Bridge Councils that will embed equity and inclusion in Post operations. The effort will advance intercultural competence, equity, diversity, inclusion and accessibility at Post, influencing representation among staff, programming, and staff and volunteer and community counterpart training.

■ **Pride Events at Headquarters and at Posts:** Peace Corps will participate in Pride events where feasible, fostering opportunities among the LGBTQI+ community to serve abroad and increasing representation of LGBTQI+ U.S. citizens in development efforts.

Department of State

■ **Promulgation of Nondiscrimination Rules:** Following the public comment period for the nondiscrimination rules, State will incorporate improvements, clarifications, and edits into the rules, as appropriate, and then resubmit the rules for interagency approval through the Office of Management and Budget. Upon completion, they will be published in the Federal Register as two final rules. Once promulgated, the regulations would institute a comprehensive nondiscrimination policy in Department-funded foreign assistance contracts and grants. The rules would also ensure that employees paid with Department of State foreign assistance funds are hired according to the nondiscrimination policy.

■ **Fighting Longstanding and Emergent Attacks on LGBTQI+ Persons:** The equality of LGBTQI+ persons and protection of their human rights are essential to strong, inclusive democracies. From authoritarians dismissing their human rights as a Western imposition or conspiracy to anti-democratic movements fueled by state and non-state actors that spread hateful rhetoric, constrict civic space, and undermine the rule of

law, these calculated efforts undermine the rule of law. The Department of State will identify where misinformation and disinformation about LGBTQI+ persons are being used to erode democratic institutions and the rule of law and will respond to shore up democracies and protect all members of society.

United States Agency for International Development

■ **Implement LGBTQI+ Inclusive Development Policy:** USAID will finalize an internal Implementation Plan to drive Agency-wide efforts to achieve the principles and goals of the LGBTQI+ Inclusive Development Policy. It will include guidance on operationalizing the Policy's four Agency requirements, implementation tools and guidance, as well as an action checklist for USAID operating units in headquarters and around the world.

■ **Complete First-Ever LGBTQI+ Inclusive Development Strategic Results Framework:** The USAID LGBTQI+ Portfolio-based in the Bureau for Inclusive Growth, Partnerships, and Innovation's Inclusive Development Hub—will develop its first-ever results framework to support a world where LGBTQI+ persons live with dignity, safety, and security. The Framework will guide the strategic investment of portfolio resources, outline key performance metrics for the portfolio, and facilitate greater understanding and increased sharing of the portfolio's successes and lessons learned.

■ **Develop LGBTQI+–Inclusive Development E-Learning Module:** To fulfill a USAID LGBTQI+ Inclusive Development Policy requirement, the Agency will create an LGBTQI+ Inclusive Development E-module. The training will be mandatory for USAID's workforce, intended to build the Agency's operational capacity for policy and programming that is responsive to LGBTQI+ persons.

■ **Strengthen Non-Discrimination in Foreign**

Assistance: USAID will bolster its commitment to ensuring non-discrimination by advancing the following deliverables:

- **Know Your Protections (KYP):** Under development, KYP is strategic and intentional guidance that explicitly communicates USAID's protections for program participants. It will summarize, highlight, and make existing protections—such as protections from sexual exploitation and abuse and trafficking—accessible and digestible to the populations and individuals that USAID aims to serve.
- **USAID Social, Economic, and Environmental Accountability Mechanism (SEE-AM):** SEE-AM will ensure that individuals or local communities who have been or may be socially, economically, or environmentally adversely affected by USAID programming have an opportunity to voice their concerns and have them addressed. USAID will require that implementing partners and program participants are aware of the SEE-AM and know how to submit a complaint.

PILLAR 4: Swift and Meaningful United States Responses to Human Rights Abuses of LGBTQI+ Persons Abroad

U.S. International Development Finance Corporation

■ **Dedicated Working Group in Support of the U.S. Response to Human Rights Abuses of LGBTQI+ Persons Abroad:** Given the cross-cutting nature of this work, DFC will form an internal Working Group with representatives from the Office of the Chief Executive, Office of the General Counsel, the Policy Coordination Group—the team covering foreign policy—the Office of Development Policy, the Office of External Affairs,

and representatives from DFC's business lines to ensure a cohesive approach to DFC's response to and coordination with the interagency. The Working Group will ensure DFC's private sector investments are consistent with the Corporation's non-discrimination policies and advance economic development for communities across the world.

Millennium Challenge Corporation

■ **MCC's Diplomatic Engagement on the Human Rights of LGBTQI+ Persons:** MCC will continue to coordinate closely with interagency partners to encourage partner countries to demonstrate an ongoing commitment to MCC's statutorily mandated eligibility criteria, which include upholding the human rights of LGBTQI+ persons.

PILLAR 5: Build Coalitions of Like-Minded Nations and Engage International Organizations in the Fight against LGBTQI+ Discrimination

Department of Health and Human Services

■ **Multilateral Negotiations:** As part of its efforts to improve health for all persons, the Office of Global Affairs will advocate for the use of LGBTQI+-inclusive language in resolutions and agenda items in the World Health Organization, Pan American Health Organization, and other multilateral fora.

Department of Labor – International Labor Affairs (ILAB)

■ **OECD:** ILAB and OECD will launch the Department of Labor-funded OECD report, "The Economic Case for Greater LGBTQI+ Equality in the U.S." The report will highlight key findings and encourage other nations to adopt promising practices and policies in support of the LGBTQI+ community.

Department of State

■ **Passage of UNHRC Intersex Resolution:** State will demarche member states of the UN Human Rights Council to support the landmark resolution, “Combating Discrimination, Violence and Harmful Practices against Intersex Persons.” This first-ever UN resolution specifically focused on intersex persons was tabled by Australia, Chile, Finland, and South Africa. The resolution notes that “persons who are born with sex characteristics that do not fit typical definitions for male or female bodies ... (also known as intersex persons) exist in all societies” and these individuals often face discrimination, violence, and harmful medical practices. (The Resolution was adopted on April 4, 2024.)

■ **Advance the Human Rights of LGBTQI+ Persons in Multilateral Fora:** The United States serves as chair of the OAS LGBTI+ Core Group from January–June 2024, leading the group’s efforts on many fronts, including two roundtable and technical dialogues (“Ending So-Called Conversion Therapy Practices” in April and “Policing, Law Enforcement, and LGBTQI+ Communities: Best Practices in Training and Capacity-Building” in May, as well as a complementary side event planned for the June OAS General Assembly). The

United States will, on behalf of the LGBTI Core Group, lead the annual OAS General Assembly resolution on the human rights of LGBTI persons.

Office of the U.S. of the Trade Representative (USTR)

■ **Realizing the President’s 2024 Trade Policy Agenda:** The President’s Trade Policy Agenda continues to include the objective of “promoting equitable, inclusive, and durable trade policy” by applying an intersectional, interconnected framework when working with like-minded trading partners, engaging with constituencies and stakeholders, closing research and analysis gaps, and advancing inclusive, worker-centered trade and investment policy.

Department of the Treasury

■ **LGBTQI+ Policy Inclusion at the Multilateral Development Banks:** Engage the European Bank for Reconstruction and Development and coordinate interagency views in the review of its Environmental and Social Policy.

■ **LGBTQI+ Policy Inclusion at the Multilateral Development Banks:** Continue to engage the Asian Development Bank in the update of its Safeguard Policy Statement.

ANNEXES

Annex 1: On the Implementation of an Interagency Action Plan to Combat So-Called

“Conversion Therapy” Practices (CTP) Globally in Accordance with E.O. 14075

Since June 2022, in accordance with Executive Order 14075, the Departments of State, the Treasury, and of Health and Human Services and USAID have elevated understanding about so-

called “conversion therapy” practices (CTP) among staff at our missions around the world and with nearly 100 partner countries. Working together using our specific agency mandates to prevent CTP globally, we have engaged governments to encourage them to stop sponsoring, funding, and/or otherwise supporting CTP, and encouraged education on the harms of CTP. In consultation with the LGBTQI+ community, we shared evidence-based best practices and current science-based

knowledge with medical professionals and public officials regarding the harms of CTP. We have engaged partner governments, including ministries of health and justice, on the dangers of CTP. In addition, we engaged civil society networks, including faith groups, to encourage dialogue. We also worked to ensure that institutional policies and strategies acknowledge the harm posed by CTP.

We have used our voice at multilateral institutions, including international financial institutions, UN agencies, and other multilateral fora, to advance the prevention of direct or indirect support for CTP. We have promoted sound technical guidance and practices in the prevention of CTP, including in bilateral and multilateral settings, and have posed specific questions challenging CTP and eligibility requirements when reviewing relevant health guidance and programs across bilateral engagements and international health institutions. Using existing resources, we have emphasized the importance of ensuring broad access to evidence-based LGBTQI+-affirming care and have highlighted evidence-based resources for families to expand supportive and affirming behaviors with LGBTQI+ youth.

We have increased programming partners' knowledge to prevent CTP. For instance, we developed and deployed guidance and tools to systematically embed education and prevention messages to combat CTP and standardize expectations on oversight of implementing partners. We explicitly addressed CTP in community engagement and other outreach to the international LGBTQI+ civil society community to increase dialogue about CTP. We solicited proposals under the Global Equality Fund, Rainbow Fund, Human Rights Grants Program, Victims of Torture Fund, and a new LGBTQI+ Inclusive Development-focused Annual Program Statement for programming to respond to and prevent CTP

globally by empowering civil society, improving acceptance of LGBTQI+ persons, strengthening mental health and psychosocial support, and advancing policies with the aim of responding to and preventing CTP.

Finally, to support U.S. citizens abroad, we reviewed and revised country specific information and the LGBTQI+ pages on travel.state.gov to include additional information on CTP overseas.

Annex 2: On the Multilateral Development Bank Safeguards Update Process

In 2023, the Department of the Treasury, in close collaboration with other agencies, particularly the Departments of State and of Labor and USAID, advocated strong protections for LGBTQI+ persons in the safeguards policy reviews at the African Development Bank (AfDB) and Asian Development Bank (ADB), tailoring our approaches to each institution.

At AfDB, we successfully advocated for inclusion of protections for LGBTQI+ persons in the Integrated Safeguard System, which was approved by the AfDB Board in April 2023, for entry into force in 2024. At the ADB, we continued advocacy for strong protections for LGBTQI+ persons in the new safeguards policy, called the Environmental and Social Framework (ESF). We anticipate that the ADB safeguards review will result in a new policy in 2024.

Annex 3: On the United States Government Response to Uganda's Anti-Homosexuality Act

President Yoweri Museveni of Uganda signed the Anti-Homosexuality Act (AHA) in May 2023, draconian anti-LGBTQI+ legislation that prescribed death for serial "offenders" and criminalized mundane activities. The President called the

AHA a “tragic violation of universal human rights.” Its enactment was accompanied by a dramatic increase in evictions, vigilante attacks, police harassment, and detention of persons perceived to be LGBTQI+. The United States called for the AHA’s immediate repeal and for Uganda to respect the human rights of all.

Per the 2021 Presidential Memorandum, the President and agencies took steps to encourage AHA repeal, detailed in a December 2023 Fact Sheet: The United States Response to Uganda’s Anti-Homosexuality Act and Persistent Human Rights Abuses:

- African Growth and Opportunity Act (AGOA) – The President terminated Uganda’s eligibility for AGOA benefits due to gross violations of internationally recognized human rights after Uganda failed to publicly release an action plan to address human rights concerns or to repeal the AHA.
- Reduced Government-to-Government Support – The U.S. government maintained its commitment to ending HIV/AIDS as a public health threat but curtailed certain direct government-to-government assistance. Certain existing programs, including Department of Defense and PEPFAR projects, were paused or redirected to implementers that could deliver non-discriminatory services.
- Business Advisory – A multiagency consortium released a business advisory in October 2023 to highlight heightened risks for U.S. businesses and individuals who were conducting or contemplating conducting business in Uganda.
- World Bank – Treasury continued to support the World Bank’s pause in new public lending to the Government of Uganda while measures to mitigate the impacts of the AHA on LGBTQI+ beneficiaries of World Bank programming are developed and demonstrated to be effective.
- Travel Advisory – State released travel guidance to highlight the risk that LGBTQI+ persons, persons perceived to be LGBTQI+, and individuals viewed as publicly supporting the dignity and human rights of LGBTQI+ persons could be prosecuted and subjected up to life imprisonment or death.
- Visa Restrictions – State took steps to impose visa restrictions on individuals believed responsible for or complicit in undermining the democratic process, or policies or actions aimed at, or that have been used for, repressing dissidents; members of the political opposition; LGBTQI+ persons; and other members of marginalized or vulnerable populations.
- Further, Treasury designated the head of the Uganda Prison System, Johnson Byabashaija, whose staff engaged in torture and serious human rights abuse, including forced anal exams, under the Global Magnitsky sanctions program.
- Further, Treasury designated the head of the Uganda Prison System, Johnson Byabashaija, whose staff engaged in torture and serious human rights abuse, including forced anal exams, under the Global Magnitsky sanctions program.
- The United States will continue to provide assistance that directly supports the Ugandan people. State and USAID have increased emergency assistance to LGBTQI+ human rights defenders and organizations whose safety and security are at risk. The United States remains committed to serving all people in Uganda without discrimination.