



A SET OF PROPOSED INDICATORS FOR THE LGBTI INCLUSION INDEX

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One United Nations Plaza
New York, NY, 10017 USA

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M. V. Lee Badgett and Randall Sell

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Table of Contents

List of abbreviations	v
1. Introduction	1
2. Consultation process for developing indicators	4
3. Purpose of the LGBTI Inclusion Index	5
4. Purpose of indicators and general criteria	6
5. Methods for identifying indicators	7
6. Strengths and weaknesses of range of possible indicators	8
7. Some general concerns to consider moving forward	10
How do we protect privacy and ensure security?	10
How will the indicators and Index be used?	10
How do we ensure quality of data?	10
8. Guide to list of proposed indicators	11
9. Annex: List of proposed indicators	12

List of abbreviations

CSO	civil society organisation
ECOSOC	United Nations Economic and Social Council
ILGA	International Lesbian, Gay, Bisexual, Trans and Intersex Association
LGBTI	lesbian, gay, bisexual, transgender, and intersex
NGO	non-governmental organisation
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the High Commissioner for Human Rights
RFSL	Swedish Federation for Lesbian, Gay, Bisexual, Transgender and Queer Rights
SDG	sustainable development goal
SOGIESC	sexual orientation, gender identity, gender expression, and sex characteristics
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WPATH	World Professional Association for Transgender Health

v

1. Introduction

This publication provides the background for a set of proposed indicators for a global index to measure the inclusion of LGBTI people. These indicators represent the most recent step in the development of the LGBTI Inclusion Index.

The acronym LGBTI refers to lesbian, gay, bisexual, transgender, and intersex people. It is very difficult to define terms related to sexual orientation, gender identity or expression, and sex characteristics (SOGIESC) across diverse cultural and national contexts. We use the collective term “LGBTI people” because they are a diverse group that nevertheless faces some common challenges: stigma, discrimination, and violence because of their sexual orientation, gender identity or expression, and sex characteristics. This definition is neither exclusive nor final; other concepts, terms, or identities may be relevant in different settings, and conceptions may evolve over time.

Inclusion of LGBTI people is imperative if we are to deliver on the pledge of the 2030 Agenda for Sustainable Development to leave no one behind. The principles of leaving no one behind and reaching the furthest behind first permeate the 2018–2021 Strategic Plan of the United Nations Development Programme (UNDP), as well as the 2016–2021 UNDP HIV, Health and Development Strategy.¹

The process of creating the LGBTI Inclusion Index began in 2015, when UNDP, in partnership with the Office of the High Commissioner for Human Rights (OHCHR), convened meetings with a multi-sectoral group of experts and with representatives from civil society to discuss the development of an index.² In addition to confirming the viability and desirability of such an Index, the 2015 consultation resulted in two key aspects of an index: an agreement about the working definition of inclusion for purposes of

the Index, and an agreement about dimensions of human freedom that should be included and measured by such an index.

The working definition of inclusion produced by that process is grounded in the approaches to inclusion used by both UNDP and by the World Bank:

“Access to opportunities and achievement of outcomes for LGBTI people, as captured in an LGBTI Inclusion Index, as well as human development and other relevant indices, including for those who experience multiple forms of stigma and discrimination. An LGBTI Inclusion Index should measure the extent to which these opportunities and outcomes exist in each country, both universally and with respect to certain groups within a country.”

(*UNDP, Measuring LGBTI Inclusion: Increasing Access to Data and Building the Evidence Base, Discussion Paper, Sept. 2016*).

The attendees at the 2015 consultation converged on the five most important dimensions of human freedom to include in the Index: health, economic well-being, education, political and civic participation, and personal security & violence. While other areas of knowledge were

1 UNDP, Strategic Plan 2018–2021, DP/2017/38, <http://undocs.org/DP/2017/38>. See also, UNDP, Connecting the Dots: HIV, Health and Development Strategy 2016–2021, www.undp.org/content/undp/en/home/librarypage/hiv-aids/hiv--health-and-development-strategy-2016-2021.html

2 The process and background for developing the inclusion definition and index dimensions are further described in the discussion paper, “Measuring LGBTI Inclusion: Increasing Access to Data and Building the Evidence Base,” United Nations Development Programme, September 2016.

Figure 1: The five dimensions of the LGBTI Inclusion Index



identified as important for LGBTI communities, there was widespread agreement that these five dimensions were the highest priorities.

In addition to those areas of agreement, the 2015 consultation participants also highlighted key considerations for later stages of developing the Index. First, they noted the role of intersectionality, or how multiple identities related to gender, sex class, caste, race, ethnic, and other identities interact and shape the lives of individual LGBTI people. Second, they emphasized that indicators should be sensitive to the variation in opportunities and outcomes of the different groups covered by the LGBTI umbrella term, making disaggregation in outcomes by group desirable. The participants hoped that these concerns could be addressed as the Index is developed.

In 2017, the next step in the process of creating the LGBTI Inclusion Index began, specifically the development of a set of indicators to measure the degree of inclusion of LGBTI people in the Index. This background paper

discusses this critical step, including the process, criteria, and other considerations used to develop the LGBTI Inclusion Index indicators. The indicators proposed in this paper reflect many discussions with stakeholders that led to convergence on these indicators.

The paper proceeds as follows. Section 2 describes the consultation process, Section 3 discusses the purpose of the Index, and Section 4 discusses the purpose of the indicators, all of which guided the indicator development. Section 5 describes the method for identifying initial indicators that were later refined. Section 6 discusses the strengths and weaknesses of different kinds of indicators. Section 7 presents some initial ideas about questions of privacy and security of data, the use of the Index, and the quality of data. Section 8 describes the presentation of the final set of proposed indicators.

For definitions and limitations of the “LGBTI” framework, please refer to the UNDP Discussion Paper, “Measuring LGBTI Inclusion: Increasing Access to Data and Building

the Evidence Base" (September 2016). For purposes of this background paper, we generally use the "LGBTI" acronym without distinguishing between groups, although it is possible that a measure might be more relevant or feasible for some groups than others at this point or in the future.

"SOGIESC" refers to general categorizations - all people have a sexual orientation, gender identity, gender expression, and sex characteristics. "LGBTI" refers to people who have a marginalized sexual orientation, gender identity, expression, or set of sex characteristics. While it is difficult to characterize terms across diverse cultural and national contexts, here are some general definitions that should be interpreted broadly and serve as starting points for the approval of definitions in the next phase of index development:

- **Sexual orientation** can refer to a self-identity, to attraction to people of the same- and/or different-sex, or sexual behaviour with people of the same- and/or different-sex. In this report, we use gay (for men) and lesbian (for women) to refer to people with those self-identities or who are primarily attracted to or have sex with people of the same sex; heterosexual people are those who have that self-identity or who are primarily attracted to or have sex with people of a different sex; bisexual people are those who have that self-identity or who are attracted to or have sex with people of all sexes.
- **Gender identity** refers to each person's deeply felt internal and individual experience of gender.

• **Gender expression** refers to how people express femininity, masculinity, or characteristics associated with a nonbinary gender in their appearance, speech, or other behaviours. Individuals may express themselves in ways that do not match their assigned sex at birth, putting them at risk of stigma, violence, and discrimination, regardless of their gender identity or sexual orientation. In the LGBTI umbrella term, "transgender" stands for people with gender identities other than their sex assigned at birth as well as those with gender expressions that do not match their sex assigned at birth.¹

• **Sex characteristics** refer to biological aspects that relate to sex and are divided into primary and secondary sex characteristics. Primary sex characteristics are those that are present at birth – chromosomes, gonads, hormones, outer and inner genitalia. Secondary sex characteristics are those that develop at puberty, such as breasts, facial and pubic hair, the Adam's apple, muscle mass, stature and fat distribution. A person is considered intersex if they are born with, or during puberty develop, sex characteristics that do not fit the typical binary understandings of male or female categories. Some people with such characteristics explicitly identify as "intersex," while others do not, but we include both types of people under the "intersex" term in LGBTI.

In general, these concepts are more complex than can be fully discussed here, and it is important to note that terms and identities vary across cultures and languages as well as over time.

2. Consultation process for developing indicators

The development of the indicators involved three consultations: one virtual consultation with civil society, one virtual consultation with a group of multi-sectoral experts, and finally an in-person consultation of experts. After each consultation, the draft indicators were revised in response to feedback for the next round of consultation.

Civil society consultations: After an initial draft of the indicators was completed in September 2017, UNDP and the World Bank in partnership with three civil society organizations organized webinars to seek feedback on the draft from LGBTI civil society organizations in October 2017. The civil society conveners all had consultative status with the UN Economic and Social Council (ECOSOC): the Swedish Federation for Lesbian, Gay, Bisexual, Transgender, and Queer Rights (RFSL), OutRight Action International, and the International Lesbian, Gay, Bisexual, Trans and Intersex Association (ILGA). These organizations invited a wide range of civil society organizations to take part in a series of webinars and discussions of the draft indicators. The draft indicators were made available in English, French and Spanish languages. Recordings of the webinars were made available for others to listen to later. The webinars included one introductory webinar (attended by 55 people and viewed by 200 others later) and one webinar for each of the five dimensions (attended by a total of 165 participants, although some individuals may have attended more than one). The three civil society partners summarized concerns, revisions, and suggested additions in a report that was then used to revise the draft indicators.

Multi-sectoral expert consultations: The second draft of the indicators was issued in November 2017 for review by multi-sectoral experts. This consultation involved 65 subject matter experts from multilateral human rights agencies and development agencies, bilateral development agencies, business, academia, and civil society who were

invited to provide feedback on the second draft. Individuals were placed in one of the five dimensions' groups. Virtual consultation platforms were co-chaired by officers of the following multilateral organizations: UNDP and the Organization of American States (personal security and violence), UNDP (political and civic participation), UNESCO (education), UNAIDS Secretariat and WHO (health), World Bank Group (economic well-being). All groups met virtually over the course of two weeks in November, using an online platform for sharing comments and documents. Two groups also convened members by conference call. The multi-sectoral groups discussed the scientific validity of proposed indicators, measurement challenges, and possible data sources. Each group produced a report with recommendations for revisions, deletions, or additions, which were then used to revise the draft indicators.

In-person consultation: The third draft of the indicators was reviewed by more than 40 experts drawn from selected participants from the civil society and multi-sectoral expert consultations, plus additional experts drawn from similar sources. This group met for two and a half days at a consultation, co-organized by the World Bank and UNDP, and held at the World Bank Group headquarters in Washington D.C., on December 13-15, 2017. On the first day of the consultation, each group met to review and propose revisions to the third draft, working within the same groupings as in earlier consultation rounds. On the second day, each set of indicators was reviewed and discussed in a plenary session, drawing out additional ideas and suggestions. Detailed notes of the small group and plenary discussions were produced for the final round of revisions.

This document presents the fourth draft of the indicators and reflects revisions from each of the three consultations.

3. Purpose of the LGBTI Inclusion Index

Understanding the purpose of the LGBTI Inclusion Index is important for choosing and designing indicators. Generally, UNDP began this process in two contexts. First, the visibility of the stigma, violence, and discrimination against LGBTI people has grown both because of the development of visible social movements in many parts of the world and because of the growing but still small body of research on the lives of LGBTI people. To move forward, more data and research could increase the visibility of the challenges LGBTI people face and improve the policies and programmes designed to better include LGBTI people in all aspects of life. Second, a pledge of the Agenda 2030 for Sustainable Development, namely to “leave no one behind”, makes questions of measurable inclusion high priorities, even though LGBTI people are not specifically mentioned in the Sustainable Development Goals (SDGs).

In that context, the direct purpose of an LGBTI Inclusion Index is to measure inclusion in all countries and to provide several perspectives on the data:

- *Comparing the overall degree of inclusion across countries;*
- *Measuring progress toward inclusion over time within countries, regions, or globally;*
- *Setting benchmarks for countries to achieve new levels of inclusion; and*
- *Demonstrating where resources are most needed to enable and support sustainable human development for LGBTI people, as shown through outcome measures in the index.*

These purposes that prioritize comparisons across countries and over time are the primary purposes used to motivate the draft indicators presented herein.

Of course, the Index itself could be used in many other ways that are aligned with those purposes. For example, the LGBTI Inclusion Index could be an outcome measure, and future research might look at the factors that facilitate or hinder LGBTI inclusion, such as a country’s degree of democracy or gender equity. Other studies might analyse whether the Index is a predictor of other outcomes, such as whether countries that are more inclusive of LGBTI people have stronger economies or better health overall.

Finally, an important effect of creating an index will be to increase the demand for high quality data on LGBTI people. The data that will need to be collected for the Index indicators can be used for many other kinds of more detailed studies of inclusion of LGBTI people in general or for groups within that population. Therefore, while the indicators in the LGBTI Inclusion Index will be a broad measure of the general level of inclusion in a country at a point in time, the process of developing the Index is also likely to generate data that can be used to gain a deeper understanding of the diverse experiences of LGBTI people within a country.

4. Purpose of indicators and general criteria

Given the dimensions of inclusion provided for this stage of the project, the purpose of indicators is to create measures of inclusion for LGBTI people in each dimension of the Index. As the definition of inclusion specified above notes, “inclusion means that every person has access to opportunities (including the capabilities to do and be as one chooses) and is able to make choices that lead to outcomes consistent with human dignity.”³

We drew on several criteria, listed below, for choosing indicators from a range of possibilities. These criteria provided general guidelines more than specific requirements for whether an indicator would be proposed, however. The indicators proposed here meet as many of these criteria as possible, although the range of these criteria make meeting all of them for each indicator impossible. Our assessments of how well the draft indicators meet the criteria have also been informed by feedback from civil society and multi-sectoral experts during the consultations.

- a. **Relevance to inclusion:** Each indicator should be clearly related to an opportunity or outcome that is relevant to the dimension it measures.
- b. **Indicators can be disaggregated for LGBTI groups, at least in theory:** Wherever possible, measures of opportunities and outcomes should be able to be disaggregated. However, we note that such disaggregation will require the development of new research methods and new data sources to disaggregate outcome measures, so disaggregation might not be feasible for some time. Measures of opportunities can be more easily disaggregated, since laws and policies can specify some or all of the key categories of sexual orientation, gender identity & expression, and variations in sex characteristics.

c. **Indicators for all groups are included somewhere:**

The set of indicators taken as a whole must include each group within the LGBTI umbrella, but each individual indicator might not relate to all groups. For instance, some important measures for transgender people or for intersex people might not be relevant for lesbian, gay, or bisexual people, and vice versa. Also, some measures might be more relevant for cisgender women or transgender women but would not be directly relevant for cisgender men. Such group-specific indicators reflect issues that have particular importance for some groups, such as the HIV epidemic for gay and bisexual men and for transgender people, or the dehumanizing practice of surgeries and other treatments to “normalize” intersex children. The consultations with civil society and with multi-sectoral experts in 2015 and 2017 allowed groups to identify a wide range of relevant indicators.

- d. **Relevance across countries:** Indicators should be relevant for a wide range of countries and should have the same meaning and significance in each country. Indicators should be consistent and comparable over time and place.

- e. **Usefulness and communicability:** Indicators should be easily understood and relate to the goals of a wide range of stakeholders who might use the Index for assessing and tracking inclusion.

- f. **Feasibility of measuring an indicator:** Indicators should be based in data that are already available or can be collected with a reasonable input of resources of money and time. Also, data should be collected on a regular basis and in a similar way for each country.

³ “Measuring LGBTI Inclusion”, p. 9-10.

The last criterion—feasibility—is in many ways the most challenging one. Here we follow the practice of the SDG indicator process, which recognizes that some important proposed indicators might not be measurable with currently available data, and we classify our indicators with a rough scale of feasibility:

- *Tier 1: Data already exist in a form that can be immediately used.*
- *Tier 2: Data already exist in some sense (such as a law or policy either exists or not), but resources would be necessary to collect the data.*
- *Tier 3: Data do not exist in a significant number of countries, and it will take time and resources to create it. Tier 3 primarily refers to indicators that require data that would be collected in surveys of LGBTI people or in population-based surveys that include questions on SOGIESC. A small number of countries currently collect the survey data on sexual orientation that we need for some indicators, but no country has data on a representative sample of the population or of LGBTI people that can disaggregate outcomes by sexual orientation, gender identity & expression, and sex characteristics.*

5. Methods for identifying indicators

To create the proposed indicators, we drew on a wide range of sources, along with our own experience teaching and conducting research in disciplines that address these dimensions and from the input from the consultations. We started with the indicators suggested as part of the 2015 consultation on the LGBTI Inclusion Index. We reviewed the indicators for the SDGs to see which ones measured similar concepts and could be usefully adapted to the LGBTI context. We reviewed documentation for many existing indexes to find indicators that are commonly used to measure LGBTI inclusion or

inclusion of other groups. We drew on LGBTI-specific studies of health, economics, education, violence, and political participation. We reviewed reports written by non-government organisations (NGOs) and human rights agencies about LGBTI issues and assessed report recommendations for possible indicators of inclusion, and we fine-tuned the list of indicators based upon the consultations. Thus, the proposed indicators reflect a mix of sources, and some are new or adapted from existing sources.

6. Strengths and weaknesses of range of possible indicators

Another task for this background paper is to discuss the strengths and weaknesses of different types of indicators.

Opportunity measures: One important distinction alluded to in the working definition of inclusion concerns the distinction between opportunities and outcomes. Opportunities refer to certain conditions or laws that might open up different sectors and allow LGBTI people greater access to jobs, appropriate health care, or educational programmes, for example. Having such opportunities does not necessarily ensure that LGBTI people will achieve a more favourable outcome, however. A policy might not be adequately implemented or enforced, for example, or other barriers might also exist for an individual, such as inadequate preparation required for entry into an education programme.

In addition, opportunities might have a selective impact on some LGBTI people, such as the freedom to marry someone of the same-sex helping mainly those with same-sex partners or those interested in such legal recognition of a relationship. The ability to capitalize on opportunities might be greater for LGBTI people with other sources of privilege, such as wealth or being male, who can hire legal counsel or who face fewer barriers from other sources of marginalization.

Those weaknesses in opportunity indicators are balanced to at least some extent by other strengths. Opening up opportunities is a principal goal of many LGBTI organizations. Establishing a principle of non-discrimination or equal rights has both symbolic and practical value to LGBTI people. A law or policy gives an LGBTI person who is denied access to some setting an avenue for legal recourse and added moral authority to challenge that exclusion. Also, some opportunity measures are readily available across countries, facilitating the measurement stage of constructing the Index.

Outcome measures: The other general type of indicator proposed here is an outcome measure. In a sense, enhancement of opportunities is a means to an end—the actual individual achievement of a level of health, education, economic well-being, safety, and political and civic participation that is consistent with human dignity. The academic disciplines that include the five dimensions in their areas of study have generated many potential measures for each dimension. The UN and other international bodies and organizations have also developed outcome measures for other indexes.

However, all such measures also have strengths and weaknesses. Aggregating measures for individuals into one number, such as an average or median value of personal earnings, provides an intuitively simple way to represent how the LGBTI community in a country fares relative to others. But one statistic cannot fully represent the range of experiences, even if disaggregated by group. Other indicators are designed to capture the spread of values of a measure, such as the distribution of income, but those measures are not always simple to understand, and those kinds of measures are only useful if differences in variation capture differences in LGBTI inclusion. Most dimensions of human life are so multi-faceted that one measure—or even two or three—could not adequately capture what is meant by “health” or “economic well-being.” So, in many ways the measures proposed here are proxies for different aspects of the dimensions of the Index.

Perhaps the main practical weakness related to outcome measures is the absence of a scientifically sound body of data with which to estimate most of the proposed outcome measures. To estimate rigorous outcome measures for one country’s residents, we would need a representative sample of residents and a survey instrument that includes SOGIESC measures along with questions on

appropriate outcome measures. All of those measures would need to be reasonably consistent across countries, and data would need to be collected across a wide range of countries. Currently a few countries collect high quality data for lesbian, gay and bi people that could be used for a few of the proposed measures, but none collect needed high quality national data for transgender people or intersex people. Some new survey methods are being developed and tested that could lead to more rapid development of data for a global LGBTI Inclusion Index, and that work should continue along with the development of collaborations with a wide range of research partners.

Absolute or relative values for outcome measures:

Outcome measures raise additional questions and decisions to be made. For example, should the outcomes be absolute outcomes, if a level of an outcome “consistent with human dignity” can be identified? In theory, inclusion sounds like an issue of adequacy or meeting a set standard. Sometimes that threshold is clear. We might want all LGBTI people to have a level of income higher than the poverty level or to have a source of ongoing medical care. Countries with lower LGBTI poverty rates or higher rates of LGBTI people with care would be considered more inclusive.

But measures of inclusion might also require a way to calibrate inclusion across countries. For instance, the average income of an LGBTI person in Country X could be higher than that of an LGBTI person in Country Y. But if the average income for the whole population is higher in Country X, we might not automatically consider the LGBTI people in Country X to be more included than in Country Y. It is possible that an LGBTI person from Country X has a larger income gap compared with heterosexuals than do LGBTI people in Country Y. Therefore, some proposed indicators measure the LGBTI outcome relative to the average

outcome for the whole country, creating a measure of equality of outcomes to capture inclusion.

Universal versus LGBTI-specific indicators: Another choice regarding outcome measures and opportunity measures is whether a universal measure—that is one for the whole population—could be a good measure of LGBTI inclusion. For example, we might infer that countries with low levels of bullying in schools would be safer places for LGBTI students. In one international study based on 2015 data, 5.7 percent of Australian students surveyed reported, “I got hit or pushed around by other students,” while only 2.3 percent of German students surveyed reported such bullying (OECD, 2016). However, it is possible that German LGBTI students from the study could still experience greater levels of bullying than Australian LGBTI students from the study. Without disaggregated data, or without a question that specifically focuses on bullying related to perceptions of nonconformity with expectations of gender or sexuality, we cannot reliably infer which country has lower levels of bullying of LGBTI students. Therefore, the proposed indicators are almost all LGBTI-specific.

Possibility of sub-indexes: It is important to acknowledge that there are some obvious alternative ways to capture variations across countries in laws and in public opinion. There are indicators related to laws and policies in almost every dimension, placing them as measures of opportunity, in most cases. An alternative strategy to dispersing them is to concentrate them in the Political and Civic Participation dimension in the form of a sub-index. Such concentration would allow for more policies to be covered, with several options to consider for how to aggregate them into one measure. Similarly, instead of one general indicator of public opinion within a country, a stigma sub-index could be constructed to capture answers to more than one public opinion question.

7. Some general concerns to consider moving forward

At the in-person consultation, participants discussed several important issues related to the Index as it moves forward. These concerns relate to the collection, security, presentation, and quality of data:

How do we protect privacy and ensure security?

As with any data collection, it is always important to ensure that the privacy and security of the people providing data is protected. Most data collection efforts conducted by researchers are subjected to a review process that ensures the protection of “human subjects,” but these review processes do not always understand the special privacy and security concerns of LGBTI people. For LGBTI people additional concerns stem from the fact that they are sometimes labelled, because of their identities or behaviours, as inherently ill (and subjected to forced medical treatment) or criminals (and subjected to detention/prosecution). It is therefore particularly important to have a heightened awareness of the special concerns LGBTI people have in relationship to data collection, data transmission and storage, data analysis, and the reporting/dissemination of findings. There may be additional concerns related to digital security (which is evolving rapidly) that should be investigated before any data collection is advocated. Concerns with how data about individuals could be hacked or stolen in countries that criminalize LGBTI people are particularly worrisome. It is therefore important to make sure anyone reviewing or involved in data collection are properly trained on the ethical treatment of human subjects, but also the special concerns of LGBTI people. Agreed-upon guidelines (for data scientists and non-data scientists alike) for LGBTI-related data collection could be developed at the international level along with creation of the Index.

How will the indicators and Index be used?

With any large data collection effort like the Index proposed here, it will be important to pilot the Index to help determine its utility. Selection of the pilot countries will therefore be critical, and experts (as well as community members) from the countries and regions where the Index is piloted should be involved throughout the process. Pilot countries should be selected based upon many characteristics including geographic location and receptiveness to the Index. These regional experts will not only ensure the validity of the Index but can help interpret findings for policymakers and others wanting to use the Index.

Also of concern is how findings could be misused to further stigmatize LGBTI people. For example, in countries that have collected data on sexual orientation and mental health, the data (which almost universally shows higher rates of depression for LGBTI people than the general population) has been used to argue for ‘curing’ homosexuality rather than solving the issues of discrimination and cultural rejection that cause the depression. Such concerns must be weighed against the benefits that can be achieved through data collection. To minimize the potential for data misuse, any initial presentation of index findings should be carefully contextualized and discussed within frameworks of inclusion and exclusion. Index quality will also benefit from working with local and international LGBTI organizations and communication experts on the presentation and dissemination of index findings.

How do we ensure quality of data?

There are many guidelines and recommendations for ensuring data quality and these guidelines should be consulted during all phases of the creation of this index. However, many of the standard guidelines do not

recognize the special concerns that may arise when collecting data with LGBTI people. For example, many of the standard measures that may be considered for inclusion in the Index have not been assessed for their reliability and validity in LGBTI populations. Further, new measures and definitions may need to be created, tested and standardized, and a set of guidelines for the collection of data should accompany the Index.

Additionally, the Index will need to be translated into many languages and be sensitive to cultural differences

not just between countries but also within them. Cultural and linguistic differences may present significant challenges to data quality, although those challenges are not unique to studying LGBTI people. Because data collection and reporting will be new for some of these populations (and countries), particularly in some regions, a process of continuous quality assessment should be put into place recognizing the limited statistical capacity in some countries. It will also therefore be advantageous to involve civil society throughout the process to further ensure the collection of quality data.

8. Guide to list of proposed indicators

The accompanying spreadsheet presents a list of proposed indicators revised after three rounds of consultation with civil society and with multi-sectoral experts. There are five sections, one for each dimension of inclusion: health, personal security and violence, education, economic well-being, and political and civic participation.

Within each section, an aspect of inclusion for the dimension is listed in column one. The second column gives the name and number of the indicator (to make it easier to discuss each indicator), and the indicator itself is described in the third column. The fourth column places the indicator in one of the feasibility tiers described earlier:

- *Tier 1: Data already exist in a form that can be immediately used.*
- *Tier 2: Data already exist in some sense (such as, a law or policy either exists or not), but resources would be necessary to collect the data.*
- *Tier 3: Data do not exist in a significant number of countries, and it will take time and resources to create it.*

The fifth column reflects a judgment about the relevant SDG for each indicator. The sixth column explains or justifies the indicator. The seventh column suggests potential sources of data.

After the seventh column, there are five columns headed by Lesbian, Gay, Bisexual, Transgender, and Intersex. An x in one of those columns indicates that the indicator can, at least in theory, be measured for that group.

The marks in the last five columns are not intended to reflect the specific concerns of each group that were mentioned earlier. Indicators that are relevant to particular groups are included in the dimensions of health (such as HIV for gay and bisexual men and transgender people), economic well-being (e.g. women's autonomy for LGBTI women), political and civic participation (such as gender recognition requirements and updating of documents for transgender and intersex people), and personal security and violence (such as legal protections against "normalizing" surgeries and treatments, for intersex people).

9. Annex: List of proposed indicators

1. EDUCATION											
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	Lesbian	Gay			
							Bisexual	Transgender	Intersex		
Safe learning environments	1.1 Rate of bullying	Percentage of LGBTI students who have experienced physical, psychological, or sexual violence or bullying during the past 12 months.	3 (partial 1 in near future)	4.a	This measure has been adapted for consistency with the likely SDG thematic indicator 4.a.2 on the provision of "safe, inclusive and effective learning environments" and the likely indicator for INSPIRE, a global initiative to end violence against children. This indicator could be a ratio of the rate for LGBTI students to the rate for all students.	The WHO's Global School-Based Student Health Survey (GSHS) for children aged 13-17 will include sexual identity and sexual behaviour questions on a core-expanded module, making it possible to move this indicator to Tier 1 for LGB students. No questions capturing gender identity or intersex identity/status are currently agreed on, however, so further work will be needed, possibly collecting data via civil society. Also, the GSHS question is optional. Another potential data source is the Health Behaviour in School-Aged Children (HBSC), collected in European and North American countries.	x	x	x	x	x
	1.2 Anti-bullying policy	Presence of a law, constitutional provision, policy, or regulation preventing and addressing bullying and harassment against students in the educational system that includes students based on actual or perceived SOGI-ESC.	2	4.a	An anti-bullying policy may lead to prevention of bullying of LGBTI students. This measure could also be a proxy for the rate of bullying. Final wording should specify the education levels covered, and specify level of centralization of policies (e.g. national or local). Measure should consider the content and quality of the policies in place.	No current data sources are known; measurement could involve surveys of legal experts, national authorities, and non-governmental partners, for example, or review of laws, constitutional provisions, policies, etc.	x	x	x	x	x

1. EDUCATION							Lesbian	Gay	Bisexual	Transgender	Intersex
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data					
	1.3 Implementation of anti-violence policy	Percentage of schools that have comprehensive school policies to prevent and address violence and bullying related to SOGIESC.	3	4.a	Recommended policy by UNESCO. Measurement will require defining "violence", "comprehensive school policies" and education level; UNESCO Out in the Open (2016) reports contains recommendations. No current data sources known; measurement could involve surveys of legal experts, national and local authorities, and non-governmental partners, for example.	Questions might be incorporated into school census survey instruments, or be administered to a representative sample of schools. The World Bank's Service Delivery Indicators are a possible source for data collection.	x	x	x	x	x
Access to education	1.4 Non-discrimination policy, students	Presence of a law, constitutional provision, policy, or regulation that prohibits discrimination against student in educational settings based on SOGIESC.	2	4.5	A non-discrimination law opens educational opportunities for LGBTI students. When creating measurements, explicit enumeration of SOGIESC or LGBTI students in the list of groups covered should be necessary to receive highest scoring.	No current data sources are known; measurement could involve surveys of legal experts, national authorities, and non-governmental partners, for example, or review of laws, constitutional provisions, policies, etc.	x	x	x	x	x
	1.5 Implementation of non-discrimination policy, students	Existence of concrete mechanisms (national or local) for reporting cases of SOGIESC-related discrimination, violence, and bullying toward students, including incidents perpetrated by representatives of the education sector such as teachers and other school staff.	3	4.5	This indicator is a proxy for the implementation of policies or laws against institutional discrimination by the education sector, including discrimination by, for example, teachers and other school staff.	No current data sources are known; measurement could involve surveys of legal experts, national authorities, and non-governmental partners, for example, or review of laws, constitutional provisions, policies, etc.	x	x	x	x	x
	1.6.a Educational attainment: secondary completion	Ratio of percentage of LGBTI people who have completed upper secondary education to percentage of total population that have completed upper secondary education	3	4.1; 4.5	Adapted to fit most common definition used by international bodies to measure educational attainment.	No current data sources are known. Could be measured in a population-based survey of LGBTI individuals, using a particular age cohort, such as age 25-34, to capture recent degree of educational access.	x	x	x	x	x

1. EDUCATION											
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	Lesbian	Gay	Bisexual	Transgender	Intersex
	1.6.b Educational attainment: primary completion	Ratio of percentage of LGBTI people who have completed primary education to percentage of total population that have completed primary education	3	4.1; 4.5	Designed to identify impact of early marginalization of LGBTI children.	No current data sources are known. Could be measured in a population-based survey of LGBTI individuals, using a particular age cohort, such as age 25-34, to capture recent degree of educational access.	x	x	x	x	x
Knowledge	1.7 Diversity-inclusive curricula	Existence of school curricula that include information on sexual orientation, gender identity, gender expression, and sex characteristics.	3	4.7	In keeping with standard educational norms and practices, such curricula would be evidence-based to ensure accuracy and would be age appropriate to meet the needs of different age groups. This indicator reflects the possibility that inclusion of SOGIESC-related content could fit in several subjects, such as sexuality education, human rights education, or civics.	No current data sources are known. Could be combined with efforts to collect data on other school-based measures, perhaps through questions added to school census instruments.	x	x	x	x	x

2. POLITICAL AND CIVIC PARTICIPATION											
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	Lesbian	Gay	Bisexual	Transgender	Intersex
Recognition	2.1 Decriminalization of same-sex conduct	Private consensual same-sex activity between adults is not illegal.	1	10.3	Focus on behaviour to be inclusive of those without an LGBTI identity.	Review of national law required to establish the presence of this policy, e.g. ILGA.	x	x	x	x	x
	2.2 Decriminalization of gender expression	Country has no laws that criminalize people on the basis of their gender expression	2	10.3	Focus on expression to be inclusive of gender non-conforming people who do not identify as transgender.	Review of national law required to establish the presence of this policy, e.g. ILGA.			x		
	2.3 Legal gender recognition	People have self-determination for choosing their gender.	2	10.3; 16.9	Captures national recognition of the right to self-determination of gender. Recognition should not include requirements such as sterilization, medical interventions, divorce, or a psychological diagnosis/assessment, nor should it require any eligibility requirements related to sex characteristics.	Review of national law required to establish the presence of this policy, e.g. ILGA. See also reports from ILGA ("Trans Legal Mapping Report"), UNDP ("Legal Gender Recognition" in Asia) and Southern Africa Litigation Centre report on Southern Africa.			x	x	
	2.4 Process for updating sex/gender in documents	Availability of centralized protocols for updating sex/gender in official certifications.	1/2	10.3; 16.9	Provides a clear administrative process or system for changing official documents to match current gender identity. Protocols are not necessarily at the national level but should be clear and accessible to all.	Review of national law required to establish the presence of this policy, e.g. ILGA. See also reports from ILGA ("Trans Legal Mapping Report"), UNDP ("Legal Gender Recognition" in Asia) and Southern Africa Litigation Centre report on Southern Africa.			x	x	
	2.5 Statistical inclusion	Measures of SOGI-ESC are included in statistical reporting systems and allow calculation of Index statistics on health, education, economic outcomes, violence, and political participation.	2	17.18	Evaluate whether reporting systems exist and whether they include the collection of data on LGBTI status or SOGI-ESC victimization. Would also be able to measure separately which SOGI-ESC groups are included in statistics, as well as whether all dimensions of the index would be included. Countries should also have policies in place to keep data secure and from being abused.	Review of national statistical organization practices	x	x	x	x	x

2. POLITICAL AND CIVIC PARTICIPATION											
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	Lesbian	Gay	Bisexual	Transgender	Intersex
Freedom of expression & association	2.6 Restrictive laws	Existence of laws that restrict freedom of expression, civic participation, or association related to SOGIESC	1		Measure of the presence of explicitly exclusionary law related to SOGIESC. Review of national law required to establish the presence of this policy. ILGA for sexual orientation (and sometimes gender identity). Includes so-called "homosexual propaganda" laws.	Review of national law required to establish the presence of this policy. ILGA	x	x	x	x	x
	2.7.a LGBTI NGOs allowed	NGOs that promote the interest of LGBTI individuals are legally allowed to register.	1		Captures lack of legal barriers to registering plus actual practice in each country that allows registration. Paired with indicator on actual presence of LGBTI NGO.	Review of national law required to establish the presence of this policy. ILGA	x	x	x	x	x
	2.7.b LGBTI NGOs present	Presence of at least one national organization related to (1) LGB rights, (2) transgender rights, and (3) intersex rights that operates openly	2		Could be the same organization with documentation of activities related to each category. If all three categories are not covered, would have a lower value. Organizations that cannot operate openly indicate limits to freedom of association and expression	Work with international CSOs; recent data collected by OutRight Action International	x	x	x	x	x
Political representation	2.8 LGBTI in Parliament	Percentage of members of Parliament or other national, elected representative body who are openly LGBTI	1	5.5; 16.7	Could be compared to prevalence rate of LGBTI people, but since that is not available in most countries (would be a feasibility Tier 3 measure), can still interpret higher levels of this indicator as indicating greater inclusion. Measurement should account for the possibility of fluctuations related to small numbers, perhaps by pooling over time or creating a benchmark (e.g. "more than one").	UNC Rights & Representation Project.	x	x	x	x	x

2. POLITICAL AND CIVIC PARTICIPATION											
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	Lesbian	Gay	Bisexual	Transgender	Intersex
Public opinion	2.9.a/b/c/d Social acceptability of variations in SOGIESC	Percentage of individuals in a country who believe that a. homosexuality, b. bisexuality, c. transgender, d. variation in sex characteristics is socially acceptable	1; 3		Would combined measures of four different attitudinal measures that capture acceptability of homosexuality, bisexuality, transgender, and having variations in sex characteristics. Measurement will require development of terms that will work across countries.	A variety of questions exist on cross-national surveys, e.g. Pew Global Attitudes Survey, World Values Survey, ILGA/RIVI. Most only address issues related to "homosexuality."	x	x	x	x	x

3. ECONOMIC WELL-BEING									
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	Lesbian	Gay	
							Bisexual	Transgender	Intersex
Access to jobs	3.1 Employment non-discrimination law	Presence of a law, constitutional provision, policy, or regulation prohibiting SOGIESC discrimination in public and private sector workplaces at the national level	1	10.3	Non-discrimination laws increase opportunities for LGBTI people in the workplace, and inclusion of private and public sectors captures full range of employment. Could include presence of state/provincial/local policy as well to create a Percentage Covered variable, but would bump to Tier 2. The measure should also include deductions if exceptions are allowed (e.g. religious exemptions) or if coverage is not complete, which might also place this in Tier 2.	Review of national law, case law, and other policies required to establish the presence of this policy, including data from ILGA and World Policy Center.	x	x	x
	3.2 Implementation of employment non-discrimination law	A national equality body or national human rights institution is responsible for handling charges of employment discrimination related to sexual orientation, gender identity, and sex characteristics	2	10.3	Assignment of responsibility for implementation of law is the first step toward enforcement. Should consider subnational bodies; this indicator should be consistent with geographic coverage of the indicator for presence of an employment non-discrimination law.	Review of national law and practice required to establish the presence of this policy. FRA collects some data for EU countries on these issues; Equinet, the European Network of Equality Bodies, also collects some data for European countries.	x	x	x
	3.3 Experiences of employment discrimination	Percentage of LGBTI people who report experiencing employment discrimination in the last 12 months	3	10.3	Provides more direct information about experiences of discrimination, especially where they are underreported or cannot be reported to a national equality body.	Some LGBT data available: cross-national results for EU countries in FRA survey; asked on some surveys in Canada and U.S.	x	x	x
	3.4 Relative Unemployment Rate	Ratio of percentage of LGBTI labour force that is unemployed to percentage of overall labour force that is unemployed	3	8.5	The unemployment rate measures the percentage of people in the labour force who want to work but cannot find jobs. This measure is one minus the employment rate (measured as a percentage of the labour force). The relative measure assesses whether the unemployment rate is higher than average for LGBTI people.	No known data source; will require population-based surveys that include questions on SOGIESC and/or LGBTI-specific samples.	x	x	x

3. ECONOMIC WELL-BEING											
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	Lesbian	Gay			
							Bisexual	Transgender	Intersex		
		3.5 Women's economic autonomy		Use an existing index of legal restrictions on women's ownership of property, access to assets, or freedom of movement		Indexes that measure institutions, such as the Social Institutions & Gender Index (SIGI, OECD) or the World Bank's Women, Business and the Law data, could be used if updated regularly.					
Adequate income	3.6 Relative Poverty Rate	Ratio of percentage of LGBTI population below poverty threshold to the percentage of overall population below poverty threshold	3	1.2	The poverty rate captures people living with very low levels of income, and the relative rate shows whether LGBTI people are more likely than the average person to be poor. Measurement issues include choosing which poverty threshold to use; also, definition of household may need to be adjusted for LGBTI people's families.	No known data source; will require population-based surveys that include questions on SOGIESC and/or LGBTI-specific samples.	x	x	x	x	x
	3.7 Relative Individual earnings	Ratio of average annual earnings for individual LGBTI people to average individual earnings for overall population	3	8.5; 10.3	Provides measure of earnings inequality by SOGIESC.	No known data source; will require population-based surveys that include questions on SOGIESC and/or LGBTI-specific samples.	x	x	x	x	x

3. ECONOMIC WELL-BEING									
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	Lesbian	Gay	
							Bisexual	Transgender	Intersex
Social security	3.8 Equal benefits	Pension system for civil servants provides the same benefits to same-sex partners provided to different-sex spouses	2	1.3; 8.3	Proxy for equity in social security system. Equity in public employee pension system captures inclusion within the public sector, potential role modelling effect, and possible route to inclusion within a broader social security old age pension system. Also, old age pensions might not be available broadly in some countries, hence the proposed focus on pensions for civil servants. Issues of documentation that might restrict transgender people's access to benefits are addressed in a separate documentation indicator.	Review of national law and practice required to establish the presence of this policy.	x	x	x
Business climate	3.9 LGB-TI-owned or LGBTI-led businesses	Number of LGB-TI-owned or LGBTI-led businesses divided by country population (times 10,000)	3	8.3	Measure of economic options, including access to capital, with a focus on the formal sector. Ownership is the preferred measure of inclusion; LGBTI-led businesses might be better measure of employment access to high level jobs. Any measure should be relative to population size.	Could be measured through a survey of businesses or adding questions to existing surveys, such as the World Bank's Enterprise Surveys, which are used to measure women's business ownership. Possible partnership with NGLCC.	x	x	x

4. HEALTH							Lesbian	Gay	Bisexual	Transgender	Intersex
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data					
SOGIESC inclusive health legislation and policies	4.1 Patient non-discrimination protections	The presence of non-discrimination laws and policies by providers that specifically include SOGIESC (preventing denial of care and recognizing the right to care for all regardless of SOGIESC)	2		In some areas there may be laws protecting patients in medical settings.	Providers could be surveyed for the existence of such policies/laws. Review of national law could establish the presence of this policy.	x	x	x	x	x
	4.2 Medical record protections	Protection of medical records and information exists	2		This can include the archiving of records so people can find access medical records from childhood (of particular concern to Intersex).	Local laws protecting medical records could be examined, providers could be surveyed for the existence of medical record protections, or reports of abuse of records could be assessed.	x	x	x	x	x
	4.3 Informed consent	Patients have to provide informed and free consent before medical examinations (in particular anal examinations and HIV)	2			Could come from reports of examinations without consent.	x	x	x	x	x
Access to SOGIESC sensitive healthcare	4.4 Patient discrimination/stigma experience	Percentage of people that feel discriminated against on the basis of SOGIESC in health care settings	3		Would need to come from survey data. Could also assess trust in healthcare setting in addition to the presence of discrimination.		x	x	x	x	x
	4.5 Variations in SOGIESC considered healthy	Variations in sex characteristics, sexual orientation, and gender identity and expression are considered healthy in medical guidelines, protocols and classifications.	2			Could be assessed by examining local practices toward including SOGIESC medical diagnoses in charts or as categories for reimbursement of procedures/treatment; or by surveying providers and provider organizations about their beliefs, or examining curriculum for medical professional training.	x	x	x	x	x

4. HEALTH											
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	Lesbian	Gay	Bisexual	Transgender	Intersex
	4.6 Source of care	Percentage of persons who have a specific source of ongoing care.	3		Perhaps a better measure of access than insurance coverage but doesn't recognize quality of care.	In the U.S. such data exist for LGB but not TI people through the National Health Interview Survey. This data is usually self-reported and would require surveys of LGBTI people. May be difficult in across socio-economic and cultural settings.	x	x	x	x	x
	4.7 Gender-affirming care	Presence of gender-affirming care for those who need or want it	1-2		Could be difficult to define what "gender-affirming care" means or whether such services exist but the WPATH standards could be looked to. If properly defined this could potentially be measured if there is a "known" place providing services.	Could be assessed by examining the existence of LGBTI clinics. But would better be assessed by surveys of LGBTI people assessing their access to gender-affirming care (making it a tier 3 indicator).			x	x	
	4.8 Cervical cancer screening	Percentage of LBTI people with a cervix who are screened for cervical cancer according to most recent guidelines	3		Would need to come from survey data.		x		x	x	x
Sexual and reproductive health and rights	4.9 HIV prevalence	Prevalence of HIV Infections in LGBTI people	1-3	3.3.1	New infections (incidence) would be more interesting than existing infections (prevalence). An alternative indicator could be access to anti-retroviral therapy.	Some prevalence data can be found in UNAIDS Data 2017 where data exists for some LGBTI groups in some countries (66 countries have estimates for MSM and 44 have for transgender; does not exist for remainder).	x	x	x	x	x
	4.10 Access to SOGI-ESC-sensitive reproductive healthcare	Existence of SOGIESC sensitive reproductive health care	2	3.7; 5.6		Could be assessed by examining the existence of LGBTI clinics or all general health care settings that provide reproductive health services. But would better be assessed by surveys of LGBTI people assessing their access to reproductive health-care (making it a tier 3 indicator).	x	x	x	x	x

4. HEALTH							
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	
						Lesbian	Gay
	4.11 Sterilizations	Presence of forced and coercive sterilizations affecting reproductive health and rights in LGBTI people	2-3		This could possibly be assessed by examining whether any cases existed in a country over a set period of time.	ILGA collects information on coercive sterilization for a large number of countries.	x x x x x x
Health status	4.12 Depression	Prevalence of depression	3			Great measures of depression exist but this would require collecting survey data, and finding valid cross-cultural measures.	x x x x x x
	4.13 Self-rated health	In general, would you say your health is... excellent, very good, good, fair, poor (WHO variation: "How is your health in general?" with response scale "It is very good/ good/ fair/ bad/ very bad")	3			Requires surveying populations. Has been assessed in a few countries (Canada, U.S., U.K. see Elliott MN, Kanouse DE, Burkhart Q, et al. Sexual Minorities in England Have Poorer Health and Worse Health Care Experiences: A National Survey. Journal of General Internal Medicine. 2015;30(1):9-16. doi:10.1007/s11606-014-2905-y.)	x x x x x x

5. PERSONAL SAFETY AND VIOLENCE											
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	Lesbian	Gay	Bisexual	Transgender	Intersex
Bodily, Physical and Psychological Integrity	5.1 "Normalizing" medical interventions	Laws, regulations, judicial decisions protecting against non-consensual "normalizing" medical interventions for children born with variations of sex characteristics	2		Should also consider assessing proper enforcement and implementation and recognize some intersex children may consent to medical interventions.	Very rare, so may be relatively easy to count. Could possibly assess from reports from LGBTI and human rights organizations.					x
	5.2 "Conversion therapy"	Laws, regulations, judicial decisions and policies prohibiting/banning/protecting against sexual orientation and gender identity "conversion therapy"	2			May be collected from reports from LGBTI and human rights organisations. Likely to involve qualitative data from a small number of countries.	x	x	x	x	
Hate Crimes/ Incitement to Violence	5.3 Hate crime legislation/ Incitement to violence	The inclusion of hate based on real or perceived SOGIESC as an aggravating factor in laws, regulations, judicial decisions and policies on hate crimes and incitement to violence legislation that includes real or perceived SOGIESC as motive of hate crimes exists	2		May need to choose between hate crimes and incitement to violence as this may be two indicators as written.	Potential sources of data include: OSCE/ODHIR publishes annual hate crime data. http://hatecrime.osce.org/ . In USA FBI collects data. https://ucr.fbi.gov/hate-crime/2016 .	x	x	x	x	x
SOGI-ESC-related violence	5.4 Physical, Psychological, Sexual Violence	Proportion of persons subjected to physical, psychological, or sexual violence in previous 12 months on the basis of real or perceived SOGIESC	3	16.1.3		Would require surveying LGBTI people about their recent experiences with violence. In US, National Crime Victimization Survey collects data on SOGI and experienced violence.	x	x	x	x	x
	5.5 Violence Against Defenders	SOGIESC activists/ human rights defenders subjected to violence in past 12 months	2			It may be easier to collect evidence on this indicator in many countries than on other SOGIESC-related violence indicators. LGBTI groups/human rights organizations can monitor. Problems with interpreting may arise.	x	x	x	x	x

5. PERSONAL SAFETY AND VIOLENCE							Lesbian	Gay	Bisexual	Transgender	Intersex
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data					
SOGIESC asylum	5.6 Asylum protections	Asylum is granted to people who are persecuted or have a well-founded fear of persecution because of their real or perceived SOGIESC	2			Local laws addressing who can seek asylum could be assessed. UNHCR has a case law data base as well as a section devoted to SOGI (that incl. case law). http://www.refworld.org/sogi.html .	x	x	x	x	x
Access to Justice for LGBTI People	5.7 Justice sector training	Mandatory training programs for judicial, law-enforcement, and correctional officials incorporate training on human rights and protection from violence concerning LGBTI and SOGIESC	2		Recognizes the importance of training throughout the judicial system. Law enforcement included military in countries where military is enforcing laws.	A systematic process of collecting data (methodology) would need to be put into place.	x	x	x	x	x
	5.8 Trust in justice sector	Percentage of LGBTI people who say that they trust the justice system to take appropriate response to violence on the basis of real or perceived SOGIESC	3			Can be included in surveys of LGBTI people's experiences of violence (necessary for other indicators). Could be disaggregated into questions e.g.: do they trust the system to investigate/prosecute a report, how high is the perceived risk of secondary victimization, will victims receive remedy through the judicial system, etc.	x	x	x	x	x
	5.9 Monitoring violence against LGBTI	Domestic bodies monitor incidents of violence against people of diverse SOGIESC	2		A number of independent institutions have the mandate to monitor incidents of violence against people of diverse SOGIESC	A systematic process of collecting data (methodology) would need to be put into place.					

5. PERSONAL SAFETY AND VIOLENCE								
Aspect of inclusion	Name of indicator	Indicator	Feasibility tier	SDG	Comment (justification, explanation, or issues)	Potential sources of data	Lesbian	Gay
							Bisexual	Transgender
	5.10 Violence against LGBTI in institutional settings	Domestic bodies monitor incidents of violence against people of diverse SOGIESC in places of detention	2-3		NOTE: "places of detention" (defined according to Convention Against Torture) include mental health facilities, police stations, and detention centres.	A number of independent institutions have the mandate to monitor closed settings (police/prison inspectorates, national human rights institutions, National Preventive Mechanisms against torture etc.), although their reports are not always made public (makings some data potentially tier 3).	x	x
	5.11 Detention policies	Existence of official policy protections on SOGIESC in detention settings, including specific policies to respect the self-identified gender identity and expression of trans people	2			Captures the existence of policies to respect the GI/GE of trans people in detention, which is critical re: detention settings.	x	x

