

LGBTQI+ inclusive atrocity prevention

A practical toolkit



Lead author

Farida Mostafa

Editorial

Dr Kate Ferguson

Aditi Gupta

For any inquiries or questions about this toolkit or line of work,
please email farida.mostafa@protectionapproaches.org

Published in December 2025 by Protection Approaches, Edinburgh
House, 170 Kennington Ln, London SE11 5DP.

Registered charity 1171433.

Further information can be found at protectionapproaches.org
and this report will also be available protectionapproaches.org/reports

© Copyright Protection Approaches. Permission to quote freely from
this report can be obtained from Protection Approaches.

Cover photo: Stuttgart, Germany, 2021. Protesters on the street
waving a Pride flag and calling for LGBTQI+ rights. (Credit: Raphael
Renter/Unsplash)

LGBTQI+ inclusive atrocities prevention

A practical toolkit



Protection
Approaches



TABLE OF CONTENTS

ACKNOWLEDGEMENTS	4
-------------------------	----------

EXECUTIVE SUMMARY	10
--------------------------	-----------

1	ABOUT THE TOOLKIT	12
	AIMS & NEED	12
	STATE RESPONSIBILITIES & OPPORTUNITIES FOR LGBTQI+ INCLUSIVE PREVENTION	13
	TOOLKIT STRUCTURE & USE	16

2	THE GLOBAL NEED FOR LGBTQI+ INCLUSIVE ATROCITY PREVENTION	18
	THE DISTINCT IDENTITY-BASED PATHOLOGY OF MOST MODERN MASS ATROCITIES	20
	THE PROLIFERATION OF LGBTQI+ IDENTITY-BASED PERSECUTION WORLDWIDE	21

PRACTICAL TOOLS FOR MONITORING & RESPONDING TO LGBTQI+ ATROCITY RISKS

24

LGBTQI+ ATROCITY RISK ASSESSMENT EXERCISE

26

1. LGBTQI+ atrocity risk indicators

26

Important guidance for using LGBTQI+ atrocity risk indicators

37

2. Common spaces where LGBTQI+ risks emerge

40

3. Questions to support effective & inclusive assessment

42

4. Translating context analysis into prevention

44

Worksheet: Perpetrator network analysis & response mapping

45

Principles for translating analysis into prevention

50

RECOMMENDATIONS FOR LGBTQI+ INCLUSIVE ATROCITY PREVENTION POLICY AND PRACTICE

56

FOR STATES

57

FOR OFFICES WITH AN ATROCITY PREVENTION MANDATE

58

FOR EMBASSIES

59

FOR STATE MISSIONS TO INTERNATIONAL AND MULTILATERAL ORGANISATIONS

59

FOR COUNTRY AND THEMATIC TEAMS WITHIN STATE INSTITUTIONS

60

FOR LGBTQI+ OFFICES WITHIN STATE INSTITUTIONS

60

REFERENCES

62

ACKNOWLEDGEMENTS

We are deeply grateful to the many individuals and organisations across the atrocity prevention and LGBTQI+ rights movements whose contributions and support have shaped this toolkit.

More than three years ago we published *Queering Atrocity Prevention*. That report identified critical gaps in the inclusion of LGBTQI+ perspectives within atrocity prevention policy and practice, and called for intersectional, inclusive approaches that truly leave no one behind. We are ever grateful for the strong academic partnership with Dr Jess Gifkins and Dr Dean Cooper-Cunningham in co-authoring this paper and for their ongoing work to strengthen the evidence base and our shared analysis. We remain grateful too for the support this first paper provoked from our partners and networks, including the twenty-five atrocity prevention organisations and many more individual activists and academics that signed a statement of commitment to ‘confront the heteronormative patriarchal power structures that perpetuate atrocity crimes against LGBTQI+ individuals, and to centre LGBTQI+ communities’ unique risks, vulnerabilities and expertise in our work.’

Since then, our team at Protection Approaches has worked to develop concrete tools that support peace and security actors to identify and respond to LGBTQI+ atrocity risks before the widespread outbreak of mass atrocities. This toolkit is the culmination of that work. It offers an evidence-based rationale for inclusive atrocity prevention, along with practical tools to support its implementation.

The evidence, principles, and activities in this toolkit have been shaped by broad consultation and deep cross-sector collaboration over several years. We are especially indebted to LGBTQI+ activists and groups worldwide who generously shared their insights as to what early warning signs of LGBTQI+ atrocity violence look like. Thank you to ACCEPT; *Akāhatā*; Alliance; *Aireaná*;

Asociación de Travestis Transexuales y Transgéneros de Argentina (ATTTA); Associação Brasileira de Lésbicas, Gays, Bissexuais, Travestis, Transexuais e Intersexos (ABGLT); Asociación Panambí; Asociación para una Vida Mejor (APUVIMEH); Caribe Afirmativo; Casa1; Centro de Investigación y Promoción para America Central de Derechos Humanos (CIPAC); Colectivo Alejandra; Di-verlex; Equality Movement; Federación Argentina de Lesbianas, Gays, Bissexuales y Trans (FALGBT); Fundación Arcoiris por el respeto a la diversidad sexual; Fundación Diversencia; Genderdoc-M Information Center; Las Reinas Chulas AC; LetraS Diversidad, Salud y Sexualidad; Mulabi – Espacio Latinoamericano de Sexualidades y Derechos; Organizando Trans Diversidades (OTD); PROMSEX Centro de Promoción y Defensa de los Derechos Sexuales y Reproductivos; Red Multicultural de Mujeres Trans; Red Nicaragüense de Activistas Trans; Red TREBOL; Sarajevo Open Center; Sphere; Synergía - Initiatives for Human Rights; Taller de Comunicación Mujer; Transgender Europe; Tuzla Open Center; Unión Afirmativa de Venezuela; and Zagreb Pride. We are also grateful for activists that made time for participating in consultations; many thanks to Tamara Adrián, Ana Aptsiauri, Luz Aranda, Anca Baltac, Saša Belik, Marie Betancourt, Daniela Bolaños, Amil Brković, Ronald Céspedes, Franko Dota, Marcelo Ernesto Ferreyra, Angelica Frolov, Moira García, Yadira Gómez, Karla Guevara, George Hale, Natasha Jiménez, Andrii Kravchuk, Miluska Luzquiños, Silvia Rosibel Martínez, Carlos Magno, Galilea Monroy, Daniyar Orsekov, Ignacia Oyarzún, María Luisa Peralta, Carolina Robledo, Cayetana Salao, Aleksei Sergeev, Milena Adamczewska-Stachura, Maša Jerićević Šušteršič and Leo Zbancă.

We extend equally heartfelt thanks to activists and organisations who participated in consultations but preferred to remain anonymous.

Thank you to Dr Jess Gifkins and Mauricio Coitiño, whose expert review provided practical, detailed feedback that helped strengthen the final product.

We are grateful to Eugenia Carbone, Tibi Galis, Gabriela Ghindea and Jens Stappenbeck, our longtime friends and partners at the Auschwitz Institute for the Prevention of Genocide and Mass Atrocities, with whom our team has worked closely on regional consultations in Latin America and in Southeast Europe. Their expertise, ambition and creativity have immeasurably strengthened this project, its outputs and its impact. Thank you for being such a joy to work with.

The work behind this toolkit has been continually inspired and uplifted by colleagues across the atrocity prevention and LGBTQI+ rights movements who champion this agenda, and by too many colleagues to name here. We give particular thanks to Victor Madrigal-Borloz, Neela Ghoshal, Aydan Greatrick, Leanne MacMillan, Frank Mugisha, Jocelyn Getgen Kestenbaum, Savita Pawn-

day, Elisabeth Pramendorfer, Akila Radhakrishnan, Wes Rist, Maria Sjödin, Jessica Stern and Klara Wertheim for their support and solidarity.

We are grateful to past and serving officials from many states who supported, amplified and or fed into the development of this work. It is indication of the scope and severity of the global rights rollback that the vast majority preferred to keep their engagement discreet. We have therefore decided not to name any officials here - but our gratitude remains, most particularly to those who continue to protect and advance work in these fields in difficult circumstances.

Special thanks to Alexandra Gopin for her careful copyediting of this toolkit, and to Láis Zanocco at Drama Studio and Leandro Amorim at Café Design for the creative vision that brought this toolkit to life.

This toolkit was supported by the UK Integrated Security Fund (formerly the Conflict, Security and Stability Fund), which provided a rare and welcome opportunity to support work at the intersections of LGBTQI+ rights, conflict and atrocity prevention, and the Women, Peace and Security agenda. We are especially grateful to Susannah Richmond and Kieron Robinson, who managed the HMG grants that made this work possible and championed the project at every step. Please note that this toolkit does not represent the views of the UK government.

We thank Wellspring Philanthropic Fund and the Joseph Rowntree Charitable Trust for their support to our wider Queering Atrocity Prevention programme and activities. As international funding and global political landscapes continue to shift, support to LGBTQI+ rights, Women, Peace and Security, and wider violence prevention is greatly needed to enable our movements to confront what is coming. We deeply hope this toolkit will serve to strengthen our collective fightback.



“

This toolkit aims to enable state actors to monitor LGBTQI+ atrocity risks domestically and internationally, and to trigger preventative action before the widespread outbreak of atrocity violence against LGBTQI+ people and wider populations, in pursuit of safer societies for all.







EXECUTIVE SUMMARY

Queer people's experiences of genocide, crimes against humanity and war crimes are not new. From the British Indian Penal Code of 1860, the Holocaust, to the systematic persecution of LGBTQI+ people in Afghanistan and discriminatory legal shifts worldwide, queer communities have been – and continue to be – deliberately targeted by widespread, systematic violence and discrimination.¹ Some of these campaigns constitute mass atrocity crimes, while others sound the alarm and significantly increase the risk of atrocity violence against LGBTQI+ communities and over time, broader populations.

The (re)imposition or intensification of heteronormative, patriarchal power structures through legislation and culture often precedes widespread human rights violations that may meet the threshold for atrocity crimes.² The weaponisation of the 'other' and the instrumentalisation of prejudice are familiar and effective tactics of oppression, authoritarianism, and mass atrocity violence.³ In contexts where an imagined past or future centres on an idealised homogeneous community and the cis-heteronormative family unit, early indicators of impending mass atrocity violence often include assaults based on gender, sexual orientation, and reproductive rights.⁴ As harmful and malign actors orchestrate varied assaults on sexual- and gender-based rights worldwide, it is crucial to better understand the early and urgent indicators of atrocity violence and implement effective means of prevention and response.

In Russia, President Vladimir Putin's systematic targeting of LGBTQI+ people has been a cornerstone of state policy and strategy for two decades – from the anti-gay purges in Chechnya to the Kremlin's portrayal of LGBTQI+ rights as a Western agenda.⁵ In the United States, President Donald Trump signed an executive order on his first day in office outlining plans to erase transgender people's existence under federal law.⁶ Russian and American extremist groups, sometimes with ties to their respective states, are funding efforts across Europe and Africa to advance exclusionary ideological agendas and deliberately destabilise democracy, the rule of law, and the international rules-based system.⁷ These trends have already had devastating implications for atrocity risks and LGBTQI+ rights worldwide – and will continue to do so unless the international community takes concerted, decisive, and collective preventive action.



Vulnerabilities faced by LGBTQI+ communities in atrocity contexts, and the intersections of sexual and gender rights with the perpetration of atrocity crimes have been largely absent from atrocity prevention research, policy, and practice.

Despite these rising risks, structural and physical gender-based and anti-LGBTQI+ violence are still regarded as tangential to national and global peace and security and atrocity prevention efforts; their prevention is seen as nice-to-have rather than fundamental to the national and human security of all populations. Vulnerabilities faced by LGBTQI+ communities in atrocity contexts, and the intersections of sexual and gender rights with the perpetration of atrocity crimes, have been largely absent from atrocity prevention research, policy, and practice.⁸ The people whom atrocity prevention activities ‘serve’ are often presumed to be cisgender and heterosexual by default. This means LGBTQI+ people are often excluded from atrocity prevention efforts and the frameworks, processes, and systems used to assess atrocity risks currently rely on incomplete evidence and datasets. This inhibits effective prevention, response, and accountability because policymakers do not have access to the full spectrum of data needed to trigger preventive action before the widespread outbreak of atrocities.⁹

This toolkit aims to plug these gaps in atrocity prevention policy and practice, and to support more inclusive, intersectional, and effective approaches, with the goal of strengthening protections for LGBTQI+ groups and broader populations. It offers concrete, practical tools and principles that states can utilise to monitor LGBTQI+ atrocity risks. It also highlights light-weight and realistic policy levers that states can use to trigger preventive action before the widespread outbreak of atrocity violence that can lead to *preventable* loss of human life.

The toolkit is structured in a manner that encourages practical use and application. The opening section outlines its purpose and possible utilities. Next, it explains the need for an LGBTQI+ atrocity prevention toolkit – particularly at this political moment – with a focus on the distinct identity-based pathology of atrocity crimes, the transnational wave of anti-rights organising worldwide, and the implications of these trends for atrocity risks and broader prevention. The following section presents an adaptable LGBTQI+ atrocity risk assessment exercise that was informed by more than sixty community consultations with LGBTQI+ activists and communities from around the world; this exercise can support states in monitoring and responding to LGBTQI+ atrocity risks before widespread and/or systematic atrocity violence against various populations occurs. The final section provides states with concrete and actionable recommendations on how to undertake LGBTQI+ inclusive prevention and how to integrate an intersectional atrocity prevention lens across key policy and programme portfolios.

1 ABOUT THE TOOLKIT

Aims & need



This toolkit will assist state actors in monitoring LGBTQI+ atrocity risks domestically and internationally and support them in preventing widespread and systematic violations against LGBTQI+ people and broader populations. It will also support states in identifying and confronting threats based on gender identity and sexual orientation, encouraging an inclusive and fully gendered approach to domestic and international safety and security.



Varied evidence confirms that the persecution of LGBTQI+ communities has historically preceded atrocity crimes.¹⁰ Despite this, the specific vulnerabilities faced by LGBTQI+ communities in atrocity contexts, and the intersections of sexual and gender rights with the perpetration of these crimes, have been largely absent from the fields of atrocity prevention research, policy, and practice. Of the fifteen publicly-available atrocity risk analysis frameworks – the primary tools used by our sector to assess atrocity risks and trigger preventive action – none included the specific risks facing LGBTQI+ communities or addressed how their persecution intersects with atrocity crimes.¹¹

This toolkit directly addresses these gaps in atrocity prevention practice by presenting a lightweight and scalable LGBTQI+ atrocity risk analysis exercise, which can be used to identify LGBTQI+ atrocity risks in a given setting, and trigger preventive action before the outbreak of widespread and/or systematic atrocity violence. The toolkit also offers recommendations for state actors to embed LGBTQI+ inclusive prevention across various policy and programmatic portfolios.

State responsibilities & opportunities for LGBTQI+ inclusive prevention

This toolkit will be useful for all who are invested in the prevention of mass atrocities. It will support states in ensuring their domestic and international legal commitments on atrocity prevention, LGBTQI+ rights, human rights, and the protection of civilians from all forms of violence, are applied more consistently and inclusively. Various national and international laws and norms stipulate that states have a duty to prevent and protect populations from identity-based violence – both at home and abroad. If we acknowledge that LGBTQI+ people are part of the populations that national and international legal architecture protect, then any tools, policies, programmes, and practices in our atrocity prevention sector must be interpreted and implemented in a manner that centres LGBTQI+ risks and rights in all their intersectional diversity.

For example, the principle of the Responsibility to Protect, which was unanimously adopted by states in the 2005 UN World Summit, stipulates that all states have a responsibility to protect populations from genocide, ethnic cleansing, war crimes, and crimes against humanity, both inside and outside their borders.¹² There are no exclusions to the populations for which this responsibility extends. Therefore, all states have the obligation to both prevent identity-based mass atrocity crimes against LGBTQI+ communities and ensure that their broader approach to mass atrocity crimes is inclusive of the distinct needs and expertise of LGBTQI+ people.



For states to meet their international legal commitments and ensure they are applied consistently, they must consider LGBTQI+ experiences of discrimination and violence – as well as monitor and respond to LGBTQI+ atrocity risks as part of their domestic and international preventive efforts – an endeavour which this toolkit enables.

Similarly, the UN Convention on Genocide affirms that states have a national and international responsibility to prevent and punish the crime of genocide, while Article 1 of the Geneva Conventions obligates all states to “respect and ensure respect for international humanitarian law,” which includes actively working to prevent war crimes.¹³ While LGBTQI+ populations are not included as a protected group under the Genocide Convention, a fully gendered and inclusive approach to genocide prevention and the pursuit of justice should integrate the considerations outlined in this toolkit.

The Convention Against Torture states that governments must take all measures to prevent torture, which can constitute a crime against humanity when part of a widespread or systematic attack against a civilian population.¹⁴ More broadly, international human rights law prohibits all forms of discrimination both inside and outside conflict.¹⁵ In many countries, LGBTQI+ people are subjected to widespread and/or systematic forms of violence that are considered by international human rights organisations to breach thresholds of torture and/or crimes against humanity; in situations of armed conflict, LGBTQ+ people have been targeted by distinct campaigns of violence and discrimination.¹⁶ Thus, the International Criminal Court – charged with investigating and trying individual perpetrators of atrocity crimes – has published an explicit and LGBTQI+ inclusive policy on gender-based crimes, and has issued arrest warrants against Taliban leaders for violations against Afghan LGBTQI+ communities.¹⁷ The ICC have also appointed a Special Adviser on Gender and Other Discriminatory Crimes, who advises on women’s rights and LGBTQI+ rights, among other issues.¹⁸

For states to meet their international legal commitments and ensure they are applied consistently, they must consider LGBTQI+ experiences of discrimination and violence – as well as monitor and respond to LGBTQI+ atrocity risks as part of their domestic and international preventive efforts – an endeavour which this toolkit enables.

Many countries have national political and/or legal mechanisms designed to advance atrocity prevention efforts and to protect all populations from persecution and identity-based violence.¹⁹ For example, the Kenyan National Committee is mandated to review atrocity risks and alert national and county governments when urgent action is needed to prevent potential atrocity crimes.²⁰ Uganda and Tanzania have similar mechanisms pursuant to implementing the Genocide Convention.²¹ In Costa Rica, the Commission on International Humanitarian Law (CCDIH) manages the state’s atrocity prevention agenda and is mandated to suggest actions to foster the effective implementation and enforcement of



international legal provisions, including those relating to atrocity prevention.²² Argentina and Paraguay are also in the process of developing their own national atrocity prevention mechanisms²³. If these mechanisms are to be inclusive and effective in delivering their objectives, then they must integrate an understanding of atrocity risks facing minoritised communities, including LGBTQI+ people, and ensure that this informs inclusive policy and programmatic responses.

Various state-level networks also exist to support states in meeting their domestic and international commitments to atrocity prevention. The International Atrocity Prevention Working Group, for example, brings together state-level representatives and policymakers to discuss atrocity prevention strategies, approaches and new frontiers.²⁴ Global Action Against Mass Atrocity Crimes (GAAMAC), a state-led network of states, civil society and academic institutions, supports Member States in establishing national mechanisms and policies to enable sustainable and permanent prevention.²⁵ The Latin American Network for Genocide Prevention, which is convened by the Auschwitz Institute for the Prevention of Genocide, provides technical assistance and training to states to ensure atrocity prevention is prioritised within broader national human rights agendas.²⁶ The Global Network of R2P focal points, convened by the Global Centre for the Responsibility to Protect and Member States, seeks to strengthen inter- and intra-governmental cooperation to prevent and halt mass atrocities.²⁷ As part of their work to strengthen global cooperation and prevention, these networks can consider supporting states in integrating the tools and principles outlined in this toolkit, to ensure state-led preventive efforts centre and respond to identity-based risks facing vulnerable and minoritised communities such as LGBTQI+ people.

Likewise, there are state-level consortia working towards the advancement of LGBTQI+ rights worldwide, who can benefit from integrating an atrocity prevention lens into their work. The United Nations LGBTI Core Group is an informal convening of states working to advance LGBTQI+ rights at the UN, with a particular focus on protection from violence and discrimination.²⁸ The Equal Rights Coalition is an intergovernmental body of forty-five Member States dedicated to the protection of LGBTQI+ rights, while the Global Equality Fund is a public-private partnership comprised of governments and private sector entities dedicated to advancing and defending the human rights and fundamental freedoms of LGBTQI+ people around the world.²⁹ To ensure that LGBTQI+ atrocity risks are monitored and responded to in a timely manner, state-level LGBTQI+ consortia can consider integrating the tools and principles outlined in this toolkit into their broader LGBTQI+ rights work. Greater cross-sector collaboration between LGBTQI+ rights, atrocity prevention and peace and security state-level groups can also illuminate opportunities for more LGBTQI+ inclusive, intersectional, and effective atrocity prevention. This toolkit offers an evidence-based and community-informed blueprint for how this can be accomplished, in pursuit of safer societies for all.



Toolkit structure & use

1

The first section of this toolkit provides an overview of the document, highlights its distinct aims and suggests how and when the toolkit can be utilised to conduct LGBTQI+ atrocity risk analyses and to strengthen wider political monitoring processes. It highlights how the toolkit can enable states to meet their various national and international legal obligations to prevent identity-based violence and mass atrocity.

2

The second section of the toolkit outlines why an LGBTQI+ inclusive atrocity prevention toolkit is needed in the first place; it highlights the distinct pathology of most modern atrocity crimes, how this intersects with LGBTQI+ rights and risks today, and why identifying and monitoring LGBTQI+ identity-based risks are imperative for effective atrocity prevention. It also demonstrates why prevention must always start at home and is needed worldwide; risk factors for identity-based violence exist everywhere to different degrees and should always be responded to before they reach a crisis point.³⁰

3

The third section of the toolkit presents a practical and scalable tool to help prevention actors monitor and respond to distinct LGBTQI+ identity-based atrocity risks. This is an LGBTQI+ atrocity risk assessment exercise, which includes the first-ever list of community-informed LGBTQI+ atrocity risk indicators, a list of common spaces where LGBTQI+ risks typically emerge, as well as a question list that toolkit users should answer to ensure they have undertaken an intersectional and effective LGBTQI+ atrocity risk analysis. The exercise closes out with an overview of tools and principles that states can implement to ensure risk analysis findings are promptly communicated to stakeholders and illustrates concrete policy options that can be leveraged towards prevention.

4

Finally, the toolkit offers a series of bespoke and practical recommendations to different state-level actors on how they can undertake more LGBTQI+ inclusive, intersectional – and most importantly – *effective* prevention domestically and internationally, and how they can integrate LGBTQI+ rights and risks into their work more broadly.



This toolkit can be used to help plug LGBTQI+ and gender-based gaps in atrocity prevention and broader peace and security efforts in various ways depending on context, time, and resource. Possible utilities include:

- The indicators and tools presented here can inform sustainable system changes in existing risk assessment systems and processes to ensure they monitor and respond to LGBTQI+ atrocity risks promptly. They can also help strengthen broader political monitoring processes relating to human rights, conflict, humanitarian, and protection needs, to ensure they centre LGBTQI+ rights, risks and needs.
- The risk assessment exercise can be used to conduct quick and nimble LGBTQI+ atrocity risk assessments in situations where time is short, where risks have already begun to emerge, or where robust atrocity prevention systems are not yet in place.³¹
- The toolkit's overarching principles can be used to guide intersectional policy updates and more LGBTQI+ inclusive and effective work across various government portfolios.
- The toolkit can be used to support states in meeting their national and international legal obligations to protect all populations from identity-based violence and discrimination, as stipulated by various international treaties and national laws. It can strengthen the work of state and non-state networks on atrocity prevention and contribute to upholding the international rights-based system in ways that support sustainable and inclusive global security.

This toolkit can also support risk monitoring and response across a variety of scenarios and phases in cycles of violence. It can be used in situations when:

- Atrocity violence against different populations is ongoing, or where there is a *risk* of such violence, to ensure that LGBTQI+ people are not excluded from protection and prevention efforts.
- Systematic or widespread targeting of LGBTQI+ people is ongoing, or where there is a *risk* of such violence, to inform specific prevention and protection interventions in policy, programming, and strategy, and support tailored efforts that are led by those most at risk.
- LGBTQI+ atrocity risks or identity-based violence are not apparent yet, to ensure that emerging risks are promptly captured and responded to before they undermine the safety and security of various communities.

2 THE GLOBAL NEED FOR LGBTQI-INCLUSIVE ATROCITY PREVENTION



Mass atrocities are rising inside and outside of conflict.³² The driving forces behind them – inequality, social fracture, democratic backsliding, resource scarcity, arms proliferation, climate change, and the internationalisation of malign networks – are all moving in the wrong direction.³³ As a result, structural and violent discrimination against people because of their race, ethnicity, religion, gender, sexuality, political affiliation, age, disability, or class remains a common phenomenon of our modern world.



As climate change-induced events become more common and severe, international aid systems break down, and political dynamics become more polarised and exclusionary, widespread and systematic identity-based violence, including mass atrocities, will become increasingly frequent as we approach the mid-21st century. From Sudan and Palestine to the Democratic Republic of the Congo and Myanmar, atrocity violence is already intensifying, becoming more frequent and destabilising international security.³⁴ Improving the prevention of mass violence is no longer simply a moral duty for responsible states but also an issue of strategic self-interest – albeit, rarely recognised as a core one.³⁵



From Sudan and Palestine to the Democratic Republic of the Congo and Myanmar, atrocity violence is already intensifying, becoming more frequent and destabilising international security. Improving the prevention of mass violence is no longer simply a moral duty for responsible states but also an issue of strategic self-interest – albeit, rarely recognised as a core one.

Atrocity violence can often be conceived of as lethal violence that takes the shape of genocide, mass killing, or extermination.³⁶ This can contribute to the marginalisation of non-lethal mass atrocity violence in atrocity prevention policy and practice, and to inadequate responses to non-lethal mass violence.³⁷ Mass atrocity violence encompasses varied forms of identity-based physical and structural violence, which may or may not include mass killing episodes.³⁸ Prevention actors must remain conscious of this if they are to effectively prevent *all* forms of mass violence that can destabilise global security and increase identity-based threats facing various populations.³⁹

All states have a duty to protect populations from identity-based violence – both at home and abroad. Risk factors for identity-based violence exist to different degrees in all societies – no region or country is immune and all states can benefit from establishing robust and inclusive monitoring and prevention systems and processes that enable swift response before the onset of crises that drain and strain resources. These systems and processes must monitor and take into account risks faced by minoritised communities such as LGBTQI+ people, as these communities are most likely to sense the first reverberations of escalating social and political tensions.⁴⁰ If prevention efforts are to be successful and draw on a robust dataset to inform policy response, then they must be able to monitor risks faced by minoritised communities. The same is true for both domestic and international prevention efforts.

In order for states to meet their domestic and international atrocity prevention duties, they must first understand *how* atrocity crimes emerge, as well as the dynamics that create space and opportunity for their commission across space and time.



The distinct identity-based pathology of most modern mass atrocities

Most modern mass atrocities have their roots in a particular and distinct pathology of violence, which must be understood in order to deliver effective prevention. This pathology is often:



Motivated or legitimised by identity-based grievances, discrimination, or human rights deficits



Perpetrated through organised legal or criminal conspiracy



Enabled by unchecked power



A pathway to systematic and/or widespread human rights violations

The first signs of this pathology are most likely to be felt by vulnerable, minoritised, and excluded groups in society – including LGBTQI+ people – before its impacts are felt by others.⁴¹ Identity-based atrocity violence against marginalised groups is a common vehicle used by malign actors to achieve political objectives; this applies to instances of political homophobia and transphobia where LGBTQI+ communities are scapegoated for political gain, as was evident in President Putin's statements justifying the full-scale invasion of Ukraine as an attempt to save it from western LGBT propaganda.⁴²

Preventing atrocity crimes and interrupting the dynamics and processes that make them possible thus requires an understanding of how identity-based violence emerges and is perpetrated, particularly against marginalised and minoritised groups whose lives are deemed less grievable – and ultimately more disposable.⁴³ If instances of identity-based violence against these groups including LGBTQI+ people are left unchecked, they can, over time, reach the threshold of atrocity crimes and can also pave the way for broader atrocity targeting of other social groups.



As our team has argued before, ‘we do not propose this identifying framework as a perfect or even new paradigm for explaining all atrocities. We recognise that the category of war crimes in particular comprises many acts with many motivations and no one pathology will explain them all. Rather we simply ask states to look at this particular typology of violations, which is driving a high proportion of persecution, human rights violations, displacement, and killing and where the response from states and the international community has been historically so poor.’⁴⁴

The proliferation of LGBTQI+ identity-based persecution worldwide

Atrocity crimes – and the forces that enable them – manifest as processes, not singular events. By extension, prevention efforts should be understood as processes of identifying warning signs and reducing risks over time, rather than one-off interventions that only take place at tipping points.⁴⁵ Understanding this is becoming ever more urgent within the current political climate where state and non-state actors are leading coordinated campaigns to roll back sexual- and gender-based rights and to intensify identity-based patterns of persecution, with devastating implications for LGBTQI+ safety and security.

The reassertion of patriarchal, heteronormative values and legislation indicates a constriction of the rights, freedoms and safety of a society. History has taught us that such shifts commonly come before wider acts of control and violence. From Nazi Germany to the first genocide in Darfur to the breakup of former Yugoslavia, the imposition of ‘moral’ codes that directly assault sexual and gender identities and freedoms came before widespread physical violence and atrocity crimes – and where sexual and gender-based violence as tools of destroying populations were employed.

The contemporary roll back of rights, the anti-gender movement, and evolving experience of misogyny are becoming increasingly internationalised experiences of political strategies that were historically waged within national or imperial borders but have now also become part of online and real-world struggles for power at the global level. In the struggle for mastery of international rules and standards, understandings of gender and family are becoming hardened fault-lines, just as they did in the last century’s experience of nationalist authoritarianism.⁴⁶

These negative trends manifest and are felt differently. Russian and American extremist groups, sometimes with ties to their respective state, are funding efforts across Europe and Africa to advance exclusionary ideological agendas



and deliberately destabilise and dislocate democracy, rule of law, and the international rules-based system.⁴⁷ Many countries, including Russia, Hungary, Georgia, and the Central African Republic have introduced – or are formally considering introducing – foreign agent and/or LGBT propaganda laws that criminalise LGBTQI+ rights work and deepen LGBTQI+ vulnerability to atrocity violence.⁴⁸ State and non-state actors in countries like Egypt, Ghana, Iran, Iraq, Jordan, Kenya, Lebanon, Nigeria, Tunisia and others, are leading campaigns of LGBTQI+ persecution, entrapment and/or blackmail through digital platforms, including dating applications, with impunity.⁴⁹ President Trump, on his first day in office, signed an executive order that set out a plan to erase transgender people from United States federal law.⁵⁰ The United Kingdom recently ruled that the legal definition of a woman must be based on biological sex, weakening transgender rights, protections, and deepening identity-based risks.⁵¹

If we are to successfully prevent, interrupt, or mitigate processes that make identity-based violence and mass atrocity crimes possible, then prevention actors must monitor and respond to identity-based risks faced by minoritised communities who are likely to experience the first signs of violence escalation – ideally before they reach tipping points that lead to irreversible loss of human life and dignity. While some indicators of risk are shared by different groups vulnerable to exclusion, persecution, and violence, others are distinct. Therefore, this toolkit encourages both integration of LGBTQI+ data into existing monitoring and analytical processes, and the cultivation of specialized means of understanding and capturing risks and experiences that are particular to LGBTQI+ vulnerability.

The next section presents practical tools that would enable the monitoring of identity-based threats facing LGBTQI+ communities, in pursuit of more effective and intersectional atrocity prevention.



“

The first signs of this pathology are most likely to be felt by the most vulnerable, minoritised and excluded groups in society, including LGBTQI+ people, before its impacts are felt by others.



3 PRACTICAL TOOLS FOR MONITORING & RESPONDING TO LGBTQI+ ATROCITY RISKS



This section presents concrete and practical tools that will help monitor distinct LGBTQI+ atrocity risks and conduct LGBTQI-inclusive atrocity risk analyses in pursuit of more effective approaches to atrocity prevention and protection. It presents an LGBTQI+ atrocity risk analysis exercise that helps identify the presence of atrocity risks to queer communities in a given setting, in order to trigger preventive action before the widespread outbreak of violence.



The exercise is comprised of four parts: an LGBTQI+ atrocity risk indicator checklist, a list of common spaces where LGBTQI+ identity-based violence typically emerges, a list of questions that toolkit users should answer to ensure they undertook a comprehensive, inclusive, and intersectional atrocity risk analysis, as well as guidance on how states can take action based on risk analysis findings in pursuit of effective prevention and protection.

The exercise can be used as a standalone activity to identify LGBTQI+ atrocity risks and communicate them to relevant stakeholders; elements of it can also be integrated into existing atrocity prevention and other risk monitoring systems to strengthen their inclusivity and efficacy. The indicators, for example, can be embedded and considered in broader atrocity, violence, and/or instability risk assessments, while the list of spaces and perpetrators provides a robust overview of where LGBTQI+ atrocity risks manifest, to inform how and where atrocity prevention practitioners should look for risk – and also where they can focus their interventions. The following list of questions can supplement broader political risk analyses, as it can provide a succinct ‘to-do list’ that can ensure inclusive and intersectional analyses, especially when time or resource are short. The exercise below – or elements of it – can strengthen monitoring and prevention work undertaken by states, multilateral organisations, international institutions, offices and focal points, among others.





LGBTQI+ atrocity risk assessment exercise

1. LGBTQI+ atrocity risk indicators

The first part of this exercise presents a list of LGBTQI+ atrocity risk indicators, which toolkit users should read through and mark indicators present in a given setting. This section also includes important considerations for using the indicators in an effective and inclusive manner. In identifying whether a given risk is present, those conducting the assessment are encouraged to use the notes section to record any events or details that might alter perpetrators' calculus of the costs and benefits of committing LGBTQI+ identity-based violence, or that might shift perpetrators' ability to commit LGBTQI+ violence. This will help state actors to make an informed assessment regarding the degree to which LGBTQI+ atrocity violence is imminent and whether it is likely to occur on the immediate, short, medium, or long-term, thus informing appropriate preventive action.

These LGBTQI+ atrocity risk indicators were developed through a global community consultation that included more than sixty LGBTQI+ activists, organisations, and community members. As part of this process, regional consultations were undertaken in collaboration with our partners at the Auschwitz Institute for the Prevention of Genocide and Mass Atrocities. Across eighteen months, the project team undertook regional deep dives with activists and community members in East and Southeast Europe and Latin America to understand their perceptions of factors increasing atrocity risks for their communities. These deep dives were complemented by consultations with activists from other regions, including across Africa, Asia, Europe, and North America to ensure the LGBTQI+ atrocity risk indicators below are globally representative and applicable. Countries where the project team conducted consultations include: Afghanistan, China, Egypt, Germany, India, Myanmar, Nigeria, Sudan, Turkey, Uganda, the United Kingdom, and the United States.



STATE RELATED INDICATORS

State law and policy indicators: legal or policy shifts to persecute LGBTQI+ people or their allies
(1-10 scale – 1 being rare and 10 being systematic and/or widespread)

Indicator description and scale	Notes
<p>The presence of – or efforts to pass – laws restricting reproductive, civil, or political rights</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The presence of – or efforts to pass – sodomy laws or legislation criminalising LGBTQI+ identities, activities, or materials</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The weaponisation of laws to persecute LGBTQI+ or HIV-positive people, including laws on public order, sexual behaviour, morality, espionage, and treason</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The criminalisation of LGBTQI+ civil society organisations, or the presence of laws designating them as ‘foreign’ entities</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The criminalisation or prohibition of LGBTQI+ affirmative physical or mental healthcare for adults or children, including counselling, hormone treatment, or gender-affirming surgery</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The presence of restrictions on LGBTQI+ people to access reproductive healthcare, including IVF and surrogacy</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The prohibition of issuing or accepting gender-affirmative documentation, or prohibiting the use of gender-neutral language, for transgender and gender-diverse people</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The absence of LGBTQI+ inclusive anti-discrimination laws</p> <p>1 2 3 4 5 6 7 8 9 10</p>	

*State law and policy indicators: (continued)*

The absence of same-sex marriage or civil union legislation

1 2 3 4 5 6 7 8 9 10

The absence of, or limited, powers for human-rights-related state institutions, including Human Rights Commissions and Ombudsperson Offices, to investigate and report anti-LGBTQI+ violence

1 2 3 4 5 6 7 8 9 10

Efforts to block, or lobby for the elimination of, LGBTQI+ protective laws or state functions

1 2 3 4 5 6 7 8 9 10

State practice indicators: violence, discrimination, or harassment targeting LGBTQI+ people or their allies (1-10 scale – 1 being rare and 10 being systematic and/or widespread)*Indicator description and scale**Notes*

The use of sexual violence, kidnapping, blackmail, surveillance, arbitrary detention, or practices of physical/psychological torture in detention facilities, among other forms of violence against activists, media personalities, or LGBTQI+ people

1 2 3 4 5 6 7 8 9 10

The forced conscription of LGBTQI+ people

1 2 3 4 5 6 7 8 9 10

The denial of state services or civil rights to LGBTQI+ populations, including barriers to issuing documentation, accessing healthcare, justice, housing, banking, or education

1 2 3 4 5 6 7 8 9 10

The intimidation of LGBTQI+ activists or LGBTQI-friendly politicians, including through threats to family members

1 2 3 4 5 6 7 8 9 10

Harassment or closure of civil society organisations, independent media, or women/LGBTQI-led businesses

1 2 3 4 5 6 7 8 9 10



State practice indicators: (continued)

The blockage of mass media coverage or social media platforms

1 2 3 4 5 6 7 8 9 10

Sanctioning, restricting, or censoring artistic and cultural expression, including music and dance

1 2 3 4 5 6 7 8 9 10

State structure and governance indicators: the presence of structures or practices that foster LGBTQI+ violence and persecution (1-10 scale – 1 being rare and 10 being systematic and/or widespread)

Indicator description and scale

Notes

The presence of religious police or state-affiliated forces that seek to enforce moral or religious practice on citizens

1 2 3 4 5 6 7 8 9 10

Impunity for perpetrators of violence against LGBTQI+ people in public or private spheres, including the home. This includes reluctance to identify, record, or prosecute LGBTQI+ violence as a hate crime

1 2 3 4 5 6 7 8 9 10

Lack of training for police officers, executive or judicial powers on implementing legal changes on LGBTQI+ inclusion

1 2 3 4 5 6 7 8 9 10

The exclusion or de-prioritisation of LGBTQI+ issues and rights in times of political transition

1 2 3 4 5 6 7 8 9 10

State detachment from, or lack of regard for, the international community or international human rights conventions, laws, and norms

1 2 3 4 5 6 7 8 9 10

General reflections



SOCIETY-WIDE INDICATORS – CAN BE PERPETRATED BY STATE OR NON-STATE ACTORS

Incident reporting: the incidence of anti-LGBTQI+ violence or discrimination in public or private spheres by any actor (1-10 scale – 1 being rare and 10 being systematic and widespread)

Indicator description and scale	Notes
<p>Attacks against, or harassment of, LGBTQI+ gatherings or spaces, including bars, events, community centres, or protests</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>Physical or lethal violence against LGBTQI+ people, including targeting trans people and community leaders</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>Burning or destroying Pride flags or LGBTQI+ symbols, or disseminating anti-LGBT material</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>Public, symbolic, gruesome, or brutal forms of violence against LGBTQI+ people, including the exhumation, mutilation, or dismemberment of dead bodies</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The use of so-called marking tactics to identify LGBTQI+ people, including by forcibly altering their physical appearance</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The entrapment, blackmail, extortion, or intimidation of LGBTQI+ people, including through dating applications</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>Doxing or outing LGBTQI+ people (doxing refers to publishing private information online, including names and addresses, often with calls to violence)^a</p> <p>1 2 3 4 5 6 7 8 9 10</p>	

^a Merriam-Webster Dictionary, “Dox,” <https://www.merriam-webster.com/dictionary/dox>.

*Incident reporting: (continued)*

The incidence of hate speech or discriminatory rhetoric targeting LGBTQI+ people or other minoritised groups

1 2 3 4 5 6 7 8 9 10

The incidence of medicalised violence against LGBTQI+ people, including the use of so-called conversion therapies, forced hospitalisation, forced sterilisation, the prescription of unwanted drugs, the imposition of so-called normalising surgeries on intersex people, and the denial of hormone treatments or legal documents to trans individuals

1 2 3 4 5 6 7 8 9 10

The incidence of community, family, or intimate partner violence against LGBTQI+ people, including isolation, expulsion, intimidation, restricting movement, physical/psychological torture, or reporting to authorities based on real or perceived LGBTQI+ identity

1 2 3 4 5 6 7 8 9 10

The incidence of forced marriages, so-called honour crimes, or so-called corrective sexual violence against LGBTQI+ people

1 2 3 4 5 6 7 8 9 10

Low social visibility for LGBTQI+ women, or restricting their access to the public sphere

1 2 3 4 5 6 7 8 9 10

Press silence, complicity, or denial in relation to LGBTQI+ violence

1 2 3 4 5 6 7 8 9 10

The absence or lack of local 'safe zone' areas known to be LGBTQI+-friendly in countries where homophobia is rampant

1 2 3 4 5 6 7 8 9 10

The incidence of refusal of service provision to LGBTQI+ people

1 2 3 4 5 6 7 8 9 10



Political, social and cultural indicators: *circumstances/dynamics, speech, or norms that can foster or incite LGBTQI+ identity-based discrimination and violence (1-10 scale – 1 being rare and 10 being systematic and widespread)*

Indicator description and scale	Notes
<p>The rise of anti-rights groups or movements that coordinate action against reproductive, LGBTQI+, and gender-based rights</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The proliferation of arms</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>Evidence of domestic or international financial flows to support anti-rights activities or movements</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>Political instability, including times of political transition, military coups, and revolution, that are accompanied by human rights violations or mass arrests</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>Rise of extremist or violent interpretations of religion, moral codes and/or political beliefs</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>Compulsory teaching of radical, extremist, or discriminatory interpretations of religion, belief or practice in schools or universities</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>Dominance of a moral or religious vision for the state in political culture</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>Moral conservatism regarding gender roles, the family unit, sexual behaviour, reproductive rights and/or women's rights</p> <p>1 2 3 4 5 6 7 8 9 10</p>	



Political, social and cultural indicators: (continued)

Disparate levels of social acceptance for different groups within the LGBTQI+ community, such as transfeminine people

1 2 3 4 5 6 7 8 9 10

Denying the local existence of LGBTQI+ people or describing them as Western or foreign agents

1 2 3 4 5 6 7 8 9 10

Lack of availability of LGBTQI+ affirmative resources or information in local languages

1 2 3 4 5 6 7 8 9 10

The presence of religiously and/or politically motivated exclusionary rhetoric against LGBTQI+ people, including deeming same-sex relationships as capital offences, or referring to LGBTQI+ people as sinners, evil, possessed, ungodly, or as bringing divine punishment onto their communities

1 2 3 4 5 6 7 8 9 10

The presence of nationalist exclusionary rhetoric against LGBTQI+ people, including referring to them as enemies of the state or agents of foreign influence

1 2 3 4 5 6 7 8 9 10

The presence of medicalised exclusionary rhetoric against LGBTQI+ people, including referring to them as abnormal, ill, deviant, carriers of disease or paedophiles

1 2 3 4 5 6 7 8 9 10

The presence of demonising or dehumanising rhetoric about LGBTQI+ people, including referring to them as a threat to women, children, or the family; claiming they will cause depopulation; claiming they engage in so-called dirty or bad sex; or referring to them as animals or examples of moral decay

1 2 3 4 5 6 7 8 9 10

General reflections

**CIVIC SPACE AND CIVIL SOCIETY INDICATORS**

Violence against LGBTQI+ civil society organisations or the presence of barriers that restrict their ability to work effectively (1-10 scale – 1 being rare and 10 being systematic and widespread)

*Indicator description and scale**Notes*

The presence of security risks for local civil society organisations as a result of their national advocacy or international networking, or difficulty in conducting advocacy due to safety concerns

1 2 3 4 5 6 7 8 9 10

The incidence of attacks against activists' homes and social networks

1 2 3 4 5 6 7 8 9 10

The presence of barriers to documenting LGBTQI+ rights violations or to communicating with LGBTQI+ people due to homophobic or transphobic social climates

1 2 3 4 5 6 7 8 9 10

Lack of engagement from local human rights and civil society organisations with LGBTQI+ rights, or refusal to work with LGBTQI+ civil society organisations

1 2 3 4 5 6 7 8 9 10

Difficulty in accessing and obtaining financial resources for civil society organisations more broadly, including those working on gender-based, reproductive rights, or LGBTQI+ rights

1 2 3 4 5 6 7 8 9 10

General reflections



INTERNATIONAL-LEVEL INDICATORS

Behaviour or rhetoric between state and international actors that increases LGBTQI+ atrocity risks
(1-10 scale – 1 being rare and 10 being systematic and widespread)

Indicator description and scale	Notes
<p>The withdrawal from, or disregard for, international human rights treaties, agreements, or spaces</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The absence or weakness of international accountability and prosecution mechanisms for state-level perpetrators of atrocity crimes or LGBTQI+ identity-based violence</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The ratification or implementation of bilateral cooperation (e.g., trade, security) with state or non-state actors that perpetrate, or foster impunity for, LGBTQI+ rights violations</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The sale of surveillance technology to states with records of human rights violations</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The exclusion or absence of LGBTQI+ rights or risks from international treaties and agreements</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The absence or lack of support from international human rights actors in times of crisis or widespread identity-based violence for local LGBTQI+ populations; this includes funding, diplomatic engagements, and broader programming</p> <p>1 2 3 4 5 6 7 8 9 10</p>	
<p>The absence of, or weakness in, international systems of data protection, risk analysis, and mitigation in LGBTQI+ evacuation, resettlement, and asylum processes</p> <p>1 2 3 4 5 6 7 8 9 10</p>	



Behaviour or rhetoric: (continued)

Demands or requirements from international actors for LGBTQI+ people to provide evidence of their LGBTQI+ status or interviews to attain resettlement or support

1 2 3 4 5 6 7 8 9 10

Social media platforms not responding to, or refusing to take down, LGBTQI-phobic material

1 2 3 4 5 6 7 8 9 10

General reflections



Important guidance for using LGBTQI+ atrocity risk indicators



CONSULT AND COLLABORATE WITH LGBTQI+ RIGHTS CIVIL SOCIETY ORGANISATIONS

In order to determine the presence of risks, ensure you have endeavoured to consult with local, national, and/or international LGBTQI+ civil society. Local and national LGBTQI+ organisations particularly will often have – or be equipped to gather – data on identity-based risks facing their communities, and they will also have an understanding of what works in practice to confront and mitigate LGBTQI+ identity-based risks and human rights violations. International LGBTQI+ rights organisations might have an understanding of regional and international trends and their drivers, and can also compliment and strengthen local civil society efforts to mitigate risks. Important points to remember include:

- Listen to community needs on what responses to violations should be – do not make unilateral decisions without consulting local communities and experts
- Recognise the importance of investing in long-term, sustainable relationships with civil society – ones that are based on mutual support and trust. Do not engage in one-off extractive exercises of ‘getting data’ from organisations as this damages trust, goodwill, and collaborative potential, and can impair your ability to undertake LGBTQI-inclusive atrocity risk analyses
- Ensure safeguarding measures are in place when working with organisations in volatile or homophobic contexts; this includes using safe and secure communication platforms as recommended by local experts and partners, especially in times of crisis
- Ensure state representatives engaging directly with local civil society and/or those more proximate to violence have received training on working sensitively, safely, and effectively with minoritised communities and civil society in volatile contexts



CONSULT GLOBAL LGBTQI+ RIGHTS DATASETS TO UNDERSTAND MORE ABOUT LGBTQI+ RIGHTS IN THE COUNTRY/CONTEXT YOU ARE WORKING IN^b

Some datasets are publicly available, while others aren't due to their sensitive nature. More detailed or classified datasets can often be accessed by contracting the institutions that hold them. Global LGBTQI+ rights datasets include but are not limited to:

Franklin & Marshall Global Barometers: Human Rights Report Cards & LGBTQI+ Perception Index

- The Franklin & Marshall datasets consider LGBTQI+ perception, lived experience, and structural/legal shifts impacting LGBTQI+ people across human rights, socioeconomics, and security, in 204 countries and regions.

ILGA World Database

- The ILGA World dataset offers individual country analyses on laws relating to LGBTQI+ rights and also tracks countries' ratification of core UN human rights treaties and their protocols.

Equaldex: LGBTQI+ Equality Index

- The Equaldex dataset is comprised of a legal index and public opinion index that are averaged to yield an LGBTQI+ equality score for each country.

Our World in Data: Interactive Charts on LGBT+ Rights

- The Our World in Data set offers interactive charts and tables on global LGBTQ rights in more than 185 countries according to fifty-three – primarily legal – indicators, and it tracks changes over time.

World Bank: Gender Data Portal

- The World Bank dataset offers tools that allow users to explore 900+ indicators relating to financial access and economic participation for more than 180 countries. Data can be used to demonstrate changes over time.

Georgetown Institute for Women, Peace and Security: Global WPS Index

- The Georgetown dataset measures women's status in countries around the world across thirteen indicators on inclusion, justice, and security. The data covers 177 countries and is fully downloadable and disaggregated.

^b If you'd like more information on how these different datasets can be used, and the themes they cover, please email farida.mostafa@protectionapproaches.org and we can share our private report on how global LGBTQI+ rights datasets can be used to plug LGBTQI+ gaps in atrocity prevention systems and efforts.

**UNDERSTAND THAT SOME FORMS OF LGBTQI+ IDENTITY-BASED VIOLENCE AND ATROCITY MIGHT NOT LOOK THE SAME AS THEY DO AGAINST OTHER POPULATIONS⁵²**

Some forms of LGBTQI+ persecution take the form of violence already familiar to mass atrocity prevention practitioners, such as ritualised violence. Other forms of systematic or widespread anti-LGBTQI+ violence that may still breach the threshold of crimes against humanity, appear less familiar because they are more specific to LGBTQI+ persecution, such as entrapment or medical violence. Queering our sector's practice requires us to challenge narrow conceptions of mass atrocity violence and recognise that the historical exclusion of LGBTQI+ experience has blinkered collective and popular understanding of what these crimes look like.

**CONSIDER COMPOUNDED RISKS FACING LGBTQI+ PEOPLE THAT OCCUPY MULTIPLE MARGINALISED OR MINORITISED IDENTITIES**

Our consultations worldwide reported that trans people, ethnic and national minorities, lesbian women, human rights defenders, people living in rural areas, and people with disabilities face compounded atrocity risks because they are seen to belong to multiple marginalised or minoritised groups. Prevention actors and frameworks must be sensitised to these distinct and intersectional identity-based risks and their implications, if they are to undertake timely, successful, and inclusive prevention efforts.

**UNDERSTAND THAT PEOPLE CAN BE TARGETED BASED ON REAL OR PERCEIVED SEXUAL ORIENTATION AND GENDER IDENTITY**

Identity-based violence operates based on perpetrators' perception of their victims' identities, not necessarily how victims identify themselves⁵³. This means that atrocity prevention systems must holistically and inclusively monitor gender- and sexual-based violence, even if victims affected do not openly identify as queer or with western notions of LGBTQI+ identities.



2. Common spaces where LGBTQI+ identity-based atrocity risks can emerge

The below list highlights spaces where consultees reported that LGBTQI+ identity-based risks often emerge. In assessing the presence of LGBTQI+ atrocity risks, toolkit users should ensure they have scrutinised the below spaces – and should update the above indicator list accordingly. The below list of spaces is not exhaustive; it is meant to be a starting point for toolkit users to identify risks.

 State or state-affiliated spaces	<input type="checkbox"/> Electoral campaigns	<input type="checkbox"/> State forces' practices, including the police
	<input type="checkbox"/> Civil service institutions	<input type="checkbox"/> Justice institutions
	<input type="checkbox"/> Parliaments	<input type="checkbox"/> Opposition politicians and parties
	<input type="checkbox"/> Militaries	<input type="checkbox"/> Multilateral, international and regional organisations
	<input type="checkbox"/> State representatives' statements and remarks	<input type="checkbox"/> Refugee or asylum-seeker adjudication and settlement processes
 Media	<input type="checkbox"/> Social media platforms	<input type="checkbox"/> Traditional media platforms, including newspapers, magazines, television
	<input type="checkbox"/> Dating applications, especially those known to be used by LGBTQI+ communities	
 Social or public spaces	<input type="checkbox"/> Religious institutions and settings	<input type="checkbox"/> Educational institutions and settings, including schools and universities
	<input type="checkbox"/> Medical institutions and settings, including hospitals and clinics	<input type="checkbox"/> Domestic spaces, such as the home
 Civic activity spaces	<input type="checkbox"/> Non-governmental organisations' offices	<input type="checkbox"/> Sites of protest
	<input type="checkbox"/> Arts and culture institutions	<input type="checkbox"/> Protests and Pride marches
	<input type="checkbox"/> Anti-rights movements and groups' activities	<input type="checkbox"/> Businesses owned or operated by minoritised groups



“

Some forms of LGBTQI+ persecution take the form of violence already familiar to mass atrocity prevention practitioners, such as ritualised violence.

Other forms of systematic or widespread anti-LGBTQI+ violence that may still breach the threshold of crimes against humanity, appear less familiar because they are more specific to LGBTQI+ persecution, such as entrapment or medical violence.





3. Questions to support effective & inclusive assessment

Once you have completed the exercise in Part 1 and surveyed the spaces in Part 2, please answer the following questions to ensure your assessment has endeavoured to be comprehensive, inclusive, and effective. The answers to these questions should feed into and inform updates to your risk assessment.

 Have I considered and looked into the risks present in part 1?	
Have I conducted a sweep of the common spaces list outlined in part 2, to identify instances of LGBTQI+ identity-based risks?	Have I consulted independent media platforms for any reporting on LGBTQI+ identity-based risks?
Have I contacted local LGBTQI+ civil society organisations to understand more about LGBTQI+ identity-based risks and responses, and to identify instances of identity-based violence included in the list of LGBTQI+ atrocity risk indicators? Have I consulted with smaller NGOs operating at the grassroots level, rather than only large or well-known NGOs?	
Have I considered and looked for distinct risks facing vulnerable groups within the LGBTQI+ community?	Have I consulted global LGBTQI+ rights datasets to understand more about LGBTQI+ risks in the context I am working with?



<p>Have I consulted with local LGBTQI+ civil society organisations before undertaking any public announcement or discrete diplomatic communications with their state, if applicable?</p>	<p>Have I used safe communication channels in speaking with local civil society organisations?</p>	
<p>Have I considered and looked for local early warning mechanisms or protection working groups that exist in-country? Depending on general levels of LGBTQI+ acceptance, can these networks play a protective or mitigating role in de-escalating risks?</p>	<p>Have I considered or identified events which might alter perpetrators' calculus of the costs and benefits of committing identity-based violence against LGBTQI+ people?</p>	
	<p>Have I considered or identified events or processes that might shift perpetrators' capabilities to commit violence against LGBTQI+ people?</p>	
	<p>Have I considered who, or what, can play a protective role for LGBTQI+ people in times of escalated atrocity risk? How can my work support their contributions?</p>	<p>Who or what can enhance social resilience to escalating LGBTQI+ atrocity risks?</p>
<p>Have I considered who might have the motive or means to perpetrate atrocities against LGBTQI+ people?</p>		



4. Translating context analysis into prevention

This section provides an overview of tools and principles that states can use to ensure that LGBTQI+ atrocity risk analyses shape, inform, and trigger preventive action before the widespread and/or systematic outbreak of atrocity violence against LGBTQI+ people, and broader populations, begins or worsens. It first presents an evidence-based worksheet that helps identify the networks and forces that commonly drive risk, and preventive response options that states can leverage to disrupt the processes that make LGBTQI+ atrocity violence more likely. The section then highlights key principles, tools, and policy approaches that can inform the design and implementation of preventive or protective action, and can ensure such actions are effective, inclusive, and timely. The operationalisation of these tools, principles, and policy options will invariably look different for different prevention actors, depending on their structure, mandate, and level of resource. This section is thus intended as a scalable guide to inform action, rather than a comprehensive policy playbook.

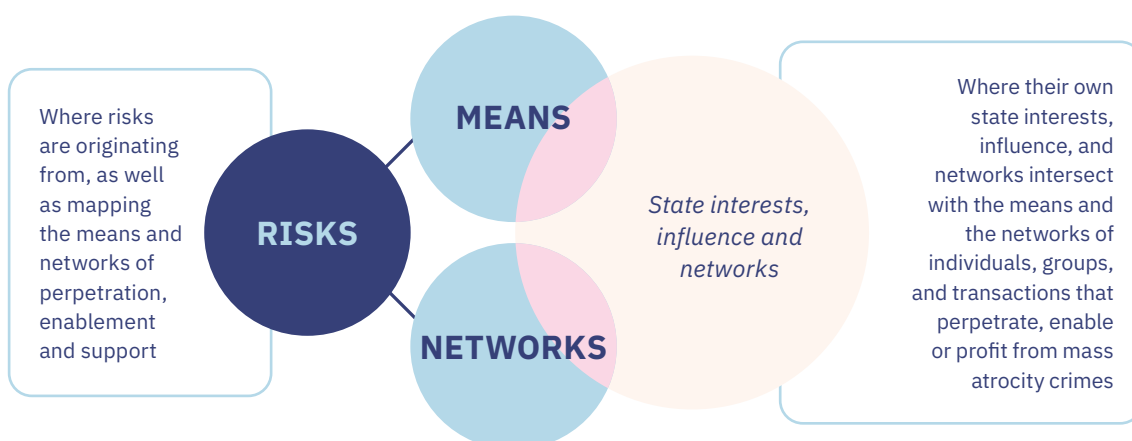


Strengthening risk monitoring is important, but will not alone save lives; it must be accompanied by concerted efforts to interrupt the trajectories that fuel these risks and dismantle the networks that enable and benefit from such violence.




WORKSHEET: PERPETRATOR NETWORK ANALYSIS & RESPONSE MAPPING

Indicators of atrocity risk are rarely passive; they are often the result of decisions or actions by individuals, groups, systems, institutions, movements, and/or platforms whose behaviours, relationships, and transactions drive vulnerability or violence. Thus, an improved understanding of *who* is doing *what* to commit, incite, or otherwise enable identity-based violence is key to developing effective strategies, programmes, and interventions that contribute to prevention, mitigation, and protection.⁵⁴ Strengthening risk monitoring is important, but will not alone save lives; it must be accompanied by concerted efforts to interrupt the trajectories that fuel these risks and dismantle the networks that enable and benefit from such violence. In order to do so, states should consider:




The worksheet below helps map perpetrator and enabler networks as well states' own points of influence, drawing on the findings and insights of Parts 1 through 3 of this risk assessment exercise. The points of intersection between perpetrator networks and preventive actors' points of influence should reveal a spectrum of actions and policy options that can contribute to prevention and protection. A scalable process, this worksheet can be used to conduct light-touch or comprehensive analyses, depending on time and resource. It can be filled in at the level of granularity of stakeholders (groups, interested parties, etc.), and it can also be used to map individual perpetrators. This can include assessment of political, military, communications, and/or cultural spheres.⁵⁵ The exercise should then facilitate the development of ambitious, creative, and realistic policies, programmes, and other interventions.




LGBTQI+ ATROCITY RISK INDICATOR	NETWORKS OF PERPETRATION AND ENABLEMENT <i>Who is responsible for implementing or promoting these actions, strategies, or policies of exclusion, violations, and increasing vulnerability? Who provides perpetrators with logistical support, financial support, and political cover? Who are the beneficiaries? Who profits financially, politically, or otherwise as a consequence of perpetrators' actions?</i>					NETWORKS OF INSTITUTIONAL/DIPLOMATIC INTEREST AND INFLUENCE	
	Type of action or enablement of atrocity risk	State perpetrators and enablers	Non-state perpetrators and enablers	International perpetrators and enablers	Desired outcome of institutional or diplomatic engagement	Relevant department, thematic or geographic team within state or institution with mandate and levers to support implementation	
<div>  STATE-RELATED INDICATORS State law and policy indicators: legal or policy shifts to persecute LGBTQI+ people or their allies </div>	Main cluster						
	Specific indicator within cluster						



LGBTQI+ ATROCITY RISK INDICATOR	NETWORKS OF PERPETRATION AND ENABLEMENT <i>Who is responsible for implementing or promoting these actions, strategies or policies of exclusion, violations and increasing vulnerability? Who provides perpetrators with logistical support, financial support and political cover? Who are the beneficiaries? Who profits financially, politically or otherwise as a consequence of perpetrators' actions?</i>					NETWORKS OF INSTITUTIONAL/DIPLOMATIC INTEREST AND INFLUENCE	
	Specific indicator within cluster	Type of action or enablement of atrocity risk	State perpetrators and enablers	Non-state perpetrators and enablers	International perpetrators and enablers	Desired outcome of institutional or diplomatic engagement	Relevant department, thematic or geographic team within state or institution with mandate and levers to support implementation
 SOCIETY-WIDE INDICATORS Incident reporting: the incidence of anti-LGBTQI+ violence or discrimination in public or private spheres by any actor	Main cluster						



LGBTQI+ ATROCITY RISK INDICATOR	NETWORKS OF PERPETRATION AND ENABLEMENT <i>Who is responsible for implementing or promoting these actions, strategies or policies of exclusion, violations and increasing vulnerability? Who provides perpetrators with logistical support, financial support and political cover? Who are the beneficiaries? Who profits financially, politically or otherwise as a consequence of perpetrators' actions?</i>					NETWORKS OF INSTITUTIONAL/DIPLOMATIC INTEREST AND INFLUENCE	
	Specific indicator within cluster	Type of action or enablement of atrocity risk	State perpetrators and enablers	Non-state perpetrators and enablers	International perpetrators and enablers	Desired outcome of institutional or diplomatic engagement	Relevant department, thematic or geographic team within state or institution with mandate and levers to support implementation
 CIVIC SPACE AND CIVIL SOCIETY INDICATORS Violence against LGBTQI+ civil society organisations or the presence of barriers that restrict their ability to work effectively							



LGBTQI+ ATROCITY RISK INDICATOR	NETWORKS OF PERPETRATION AND ENABLEMENT <i>Who is responsible for implementing or promoting these actions, strategies or policies of exclusion, violations and increasing vulnerability? Who provides perpetrators with logistical support, financial support and political cover? Who are the beneficiaries? Who profits financially, politically or otherwise as a consequence of perpetrators' actions?</i>					NETWORKS OF INSTITUTIONAL/DIPLOMATIC INTEREST AND INFLUENCE	
	Type of action or enablement of atrocity risk	State perpetrators and enablers	Non-state perpetrators and enablers	International perpetrators and enablers	Desired outcome of institutional or diplomatic engagement	Relevant department, thematic or geographic team within state or institution with mandate and levers to support implementation	
INTERNATIONAL INDICATORS Behaviour or rhetoric between state and international actors that increases LGBTQI+ atrocity risks	Main cluster						
	Specific indicator within cluster						



PRINCIPLES FOR TRANSLATING ANALYSIS INTO PREVENTION

This section outlines principles and tools that should be considered and operationalised to ensure atrocity risk monitoring and prevention processes are effective, user-friendly, and able to make the most of existing time and resource. It includes a discussion of how states can triage and respond to identified risks, how they can go about engaging local civil society experts in a safe and meaningful way, how they can communicate identified atrocity risks within their institutions, and finally, it illustrates what possible preventive measures and policy options can look like in practice. This is not meant to be an exhaustive list of principles and policy options; it offers an evidence-based departure point to enable monitoring and response to atrocity risks, before the widespread outbreak of violence.

Triaging and responding to risks

State actors are encouraged to take note of, and address, risks that mark a shift in perpetrators' abilities to commit atrocities. They should also consider interventions that can shift perpetrators' cost-benefit analysis of conducting, enabling, or failing to prevent identity-based atrocity violence.⁵⁶ This can help distinguish trigger events, which are likely to have immediate impacts on the incidence of atrocities, from those that can hasten the trajectory towards atrocity crimes over a longer period of time, with distinct implications for the type and pace of preventive measures needed. For example, a popular church leader inciting violence against LGBTQI+ people might motivate religious extremists to conduct campaigns of LGBTQI+ identity-based violence that could reach the threshold of atrocity crimes, while general moral conservatism over women's rights might constitute a structural risk indicator that increases long-term risk.⁵⁷ This mode of classifying risk is widely used across the atrocity prevention sector. For example, the US Holocaust Memorial Museum uses a helpful distinction between risk factors, warning signs, and triggers, to delineate different forces that might contribute to escalating risks.⁵⁸ They define risk factors as the structural macro-level conditions that may persist or evolve slowly over a period of time, while warning signs appear just before the onset of mass atrocities and intensify pre-existing macro-level risk factors, and finally triggers are events that can create a sharp and immediate escalation of violence.⁵⁹ The UN Framework of Analysis also relies on a similar typology of structural risk factors and triggering events to understand the implications of identifying different atrocity risk factors.⁶⁰ State systems and processes can benefit from establishing and integrating similar understandings of how different forms of identity-based violence can increase atrocity risks to inform the scope, scale, and timing of preventive action. To help ensure urgent risks are responded to, state actors can also consider establishing thresholds for identity-based violence and atrocity risks that once crossed, require concerted



It is necessary for states seeking to contribute to the prevention and mitigation of atrocity crimes to build in thresholds of concern for indicators of risk that when breached activate new response.

and urgent response.⁶¹ This would both help conserve limited resources and ensure that high-risk situations are responded to promptly.⁶²

That said, tracking and responding to worsening trajectories and static situations of risk are also important for policy and practice. While some instances of rapid escalation may be triggered by an identifiable event or moment, widespread or systematic violations against groups are committed in varied ways. Thus, it is necessary for states seeking to contribute to the prevention and mitigation of atrocity crimes to build in thresholds of concern for indicators of risk that when breached activate new response. A playbook of options can be helpful to support officials, ministers, and other stakeholders in times of heightened or acute static risk. These internal thresholds not only strengthen the triaging of monitoring and analysis in policy, but should also help avoid the inaction that can come, in response to slower or stable implementation of identity-based violence.

Centring local civil society advice on preventive responses

To ensure the successful and sustainable prevention of systematic and widespread violations against LGBTQI+ people, state actors should always aim to centre local civil society expertise in assessing and responding to identified risks. This should include regularly consulting with civil society on escalating risks, as well as jointly determining what preventive responses can look like and how they are implemented and evaluated. Civil society actors are often at the forefront of crisis response, have strong community-based ties, and are most likely to know what works in practice to de-escalate rising risks to their communities.⁶³ Centring local civil society expertise is thus imperative both for states who are responding to domestic atrocity risks, as well as those responding to risks outside their borders, as various research has shown that externally driven responses – and those that exclude local civil society and communities – often fail due to the absence of support and buy-in from local stakeholders.⁶⁴

While local LGBTQI+ civil society will usually have an up-to-date and deep understanding of LGBTQI+ identity-based risks, they might not have yet explicitly integrated what we might call an atrocity prevention lens into their work. In order to support civil society to better monitor and respond to LGBTQI+ atrocity risks, states concerned with atrocity prevention and/or LGBTQI+ rights could consider investing in civil society capacity-building initiatives that focus on or include atrocity prevention tools and principles. In tandem, states ought to also ensure that civil society organisations have access to the tools and



resources they need to protect their communities.⁶⁵ This includes immediate crisis support as well as long-term partnership, funding, and collaboration.

It is important to note that centring local civil society expertise must not translate into simply transferring the burden and responsibility of protection and prevention to local organisations or communities, who are often directly affected by emerging cycles of violence.⁶⁶ Previous Protection Approaches research has demonstrated that neither top-down nor bottom-up approaches alone can work to deliver successful prevention.⁶⁷ Ultimately, it is locally-led *and* internationally-networked and supported approaches to prevention that stand the best chance of delivering effective, inclusive, and sustainable prevention without overstressing a single actor's capacities.⁶⁸ Supporting ecosystems of civil society prevention and protection will likely help build lasting, robust, and impactful networks.

Communications protocols

Atrocity risk analyses are only useful if their findings are communicated to prevention decision-makers and key stakeholders who can trigger preventive or protective action in time. Responding to LGBTQI+ atrocity risks identified through this exercise thus requires the presence of communication protocols that outline who should be alerted of escalating risks as well as how and when this should happen:

- In situations where trigger events that signify imminent atrocity risk have been identified, states would benefit from having clear and quick methods of communicating urgent risks upwards to decision-makers.⁶⁹ This will often look different to typical communication methods that tend to include emails and regular meetings. It might require for example the creation of an 'alert channel' within an office or institution, as well as a pre-signed-off checklist of swift and low-lift preventive actions that can be triggered immediately.⁷⁰ If states do not already have emergency communications protocols, they could consider developing one for both atrocity prevention and broader national security purposes. This doesn't need to be onerous or costly; in some instances this can be as simple as creating a group chat with key staff whose roles include prevention, together with a set of protocols associated with internal thresholds or junctures that will be more appropriate as part of a state's preparedness capabilities.
- In situations where lower levels of risk or developments along a longer-term trajectory have been identified, staff could consider going through regular channels of communication to communicate risk, such as monthly meetings with broader teams in their organisations, or by reaching out to atrocity prevention, violence prevention, human rights, gender, or similar



advisers. Where regular forums or channels of communication within and between teams and geographies are absent, states should consider establishing them to ensure upstream and midstream risks are captured before reaching a trigger point that could cause mass loss of human life. Ensuring that monitoring and analysis information has been appropriately passed up is an essential component of prevention policy and practice. This applies to raising the alarm for both domestic and international risks.

In addition to establishing communication protocols for the purposes of early or urgent warning, prevention stakeholders and decision-makers should ensure a two-way communication style with those who initially identified risk. This enables individuals or teams who have conducted risk analyses to communicate updates, and decision-makers to sense-check their response scenarios with those who are more proximate to the risks or more expert in terms of what may or may not work to reduce the likelihood of atrocity violence in practice.⁷¹

Policy & programme response playbook

Preventing or stemming atrocity violence can often be perceived as an unfathomable or opaque endeavour. However, the presence of a clear policy and programme response grid or playbook can go a long way in enabling state officials to respond decisively and swiftly to escalating risks before the widespread outbreak of LGBTQI+ atrocity violence. This simply means having an awareness – and a record – of policy and programme levers to which a state has access, that can contribute to atrocity prevention.

This section sets out possible policy and programme levers that a state might be able to wield to aid prevention. It is not an exhaustive list; it aims to illustrate what concrete policy and programmatic responses to escalating LGBTQI+ atrocity risks can look like. States can consider the following measures as part of their preventive responses:

- Utilising preventive diplomacy and communications with counterparts in other states to deter state-level perpetrators and/or decrease impunity for non-state perpetrators.⁷² This approach might be particularly useful where there are pre-existing working relationships with the state in question.
- Utilising economic sanctions or incentives to alter state and non-state actors' calculus of committing, enabling, or failing to prevent atrocity crimes⁷³.
- Funding and supporting actors who can play protective roles or foster resilience to rising atrocity risks.⁷⁴ This can include funding or supporting local, national, and international civil society organisations working on LGBTQI+

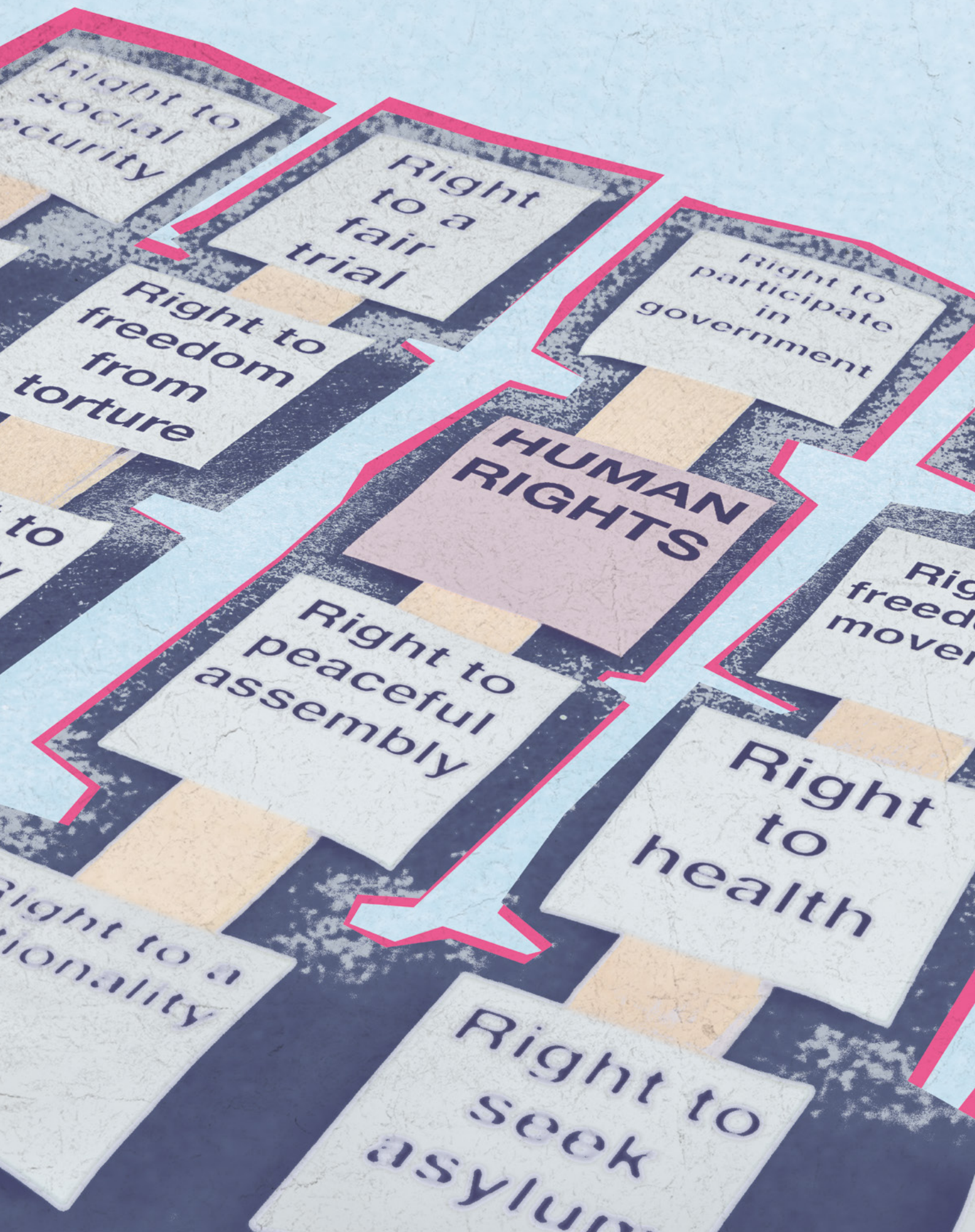


rights, atrocity prevention, social cohesion, pro-democracy initiatives or intercommunal mediation.

- Coordinating and working with key external stakeholders to develop and implement preventive measures and ensure states are leveraging their network's full capacities to prevent avoidable loss of life.⁷⁵ This can include collaborating with like-minded states, civil society organisations, community leaders, or national, regional, multilateral, and international organisations.

Over longer periods of time, states can also consider the following measures:

- Reviewing existing programmes to identify how they can better contribute to reducing LGBTQI+ atrocity risks or strengthening resilience to escalating risks⁷⁶
- Updating country strategies and business plans to better integrate long-term inclusive preventive efforts
- Integrating an atrocity prevention lens across government portfolios⁷⁷
- Ensuring the presence and continued support of offices and teams tasked with atrocity prevention⁷⁸



Right to
social
security

Right
to a
fair
trial

Right to
participate
in
government

Right to
freedom
from
torture

**HUMAN
RIGHTS**

Right
to
freedom
of
movement

Right to
peaceful
assembly

Right
to
health

Right to a
nationality

Right to
seek
asylum

4 RECOMMENDATIONS



This section offers recommendations to state-level actors on how they can undertake LGBTQI-inclusive prevention and how they can integrate an LGBTQI+ atrocity prevention lens across various domestic and international-facing portfolios of work. States have a duty to prevent and protect populations from identity-based violence – both at home and abroad. This set of recommendations aims to support the monitoring, reduction of, and response to LGBTQI+ atrocity risks in line with those duties. It's important to note that atrocity risks exist in all societies to different degrees, which means that atrocity prevention is not something to only be done in other countries and must start at home; any society looking to advance the cause of rights and security globally must start with itself.⁷⁹



These recommendations are not meant to be comprehensive; they propose the types of actions and policies that states can implement to reduce the likelihood of atrocity violence against LGBTQI+ people and broader populations. They can also be used as a guide to develop policies, frameworks, and programmes that support LGBTQI-inclusive prevention across different government structures. Interrupting the trajectories, processes, and networks that enable atrocity violence is an endeavour that can be undertaken by all state offices in different ways, but that all contribute to successful and sustainable prevention. The below recommendations are meant to guide states in particular but can also be used and adapted by non-state actors to integrate LGBTQI-inclusive prevention into their work. All actors across state and non-state institutions can play a critical and effective role in preventing the incidence of mass violence.

We ask all states to consider:

- Investing in understanding how sexual orientation, gender identity and reproductive rights are weaponised by state and non-state actors to attain malign political ends and to undermine their political adversaries' security and interests
- Developing, adopting, and implementing an LGBTQI+ inclusive and intersectional national strategy of atrocity prevention that responds to domestic and international risks
- Developing and implementing LGBTQI-inclusive and protective laws and policies across education, healthcare, justice, law enforcement, and other sectors
- Funding state offices and civil society groups to undertake effective and inclusive atrocity prevention
- Collaborating with atrocity prevention, LGBTQI+ and gender-focussed offices within state institutions and offices to ensure more cooperative and effective work
- Training public officials across various public sectors – including law enforcement, justice, healthcare, and education – on LGBTQI+ sensitivity and non-discrimination in service provision, and ensuring access to atrocity prevention learning opportunities
- Developing and embedding accountability measures within the public sector to reduce impunity for identity-based discrimination against LGBTQI+ people and broader populations



- Supporting and collaborating with local LGBTQI+ rights organisations operating at the grassroots level to monitor, report on, and respond to LGBTQI+ identity-based risks; this can include the provision of funding and capacity-building trainings, as well as regular consultations
- Ensuring all programmes, communications, and other work undertaken by state institutions consider their contributions to LGBTQI+ rights and risks

We ask state offices with an atrocity prevention or related mandate to consider:

- Establishing domestic and international-facing atrocity risk assessment systems, frameworks, and processes that integrate indicators on distinct risks faced by minoritised communities, including LGBTQI+ people – these principles and indicators can be integrated into assessment systems monitoring cohesion, exclusion, and risks of other forms of violence
- Introducing a thematic annual assessment of LGBTQI+ atrocity risks across continents, and ensuring findings feed into policy and programme development
- Conducting regular monitoring of LGBTQI+ atrocity risk factors, following a timeframe that is appropriate to different contexts' risks and needs
- Establishing LGBTQI-inclusive emergency communication protocols that enable the swift transfer of information between various state bodies to facilitate preventive action. If emergency communication protocols are already in place, consider training staff on their usage
- Investing in network analysis to identify the actors and processes that enable LGBTQI+ identity-based violence and escalate atrocity risks, and ensure this analysis informs preventive action
- Participating actively in, and appointing focal points to regional and international networks dedicated to atrocity prevention and LGBTQI+ rights
- Funding civil society organisations and groups to support effective atrocity risk monitoring and response



We ask embassies to consider:

- Designating an in-house atrocity prevention officer or adviser in countries experiencing high rates of identity-based violence or with a history of atrocity crimes
- Collaborating with, and requesting support from, capital offices tasked with atrocity prevention
- Engaging in preventive diplomacy with perpetrator states to challenge LGBTQI+ identity-based violence and impunity, after consulting with local civil society
- Collaborating with like-minded states and embassies to advance LGBTQI+ rights and LGBTQI-inclusive peace and security at national, regional, and multilateral levels
- Funding civil society organisations and groups to support effective atrocity risk monitoring and response

We ask state missions to international and multilateral organisations to consider:

- Delivering interventions supporting the protection and inclusion of LGBTQI+ communities within the United Nations General Assembly, the Security Council, the Human Rights Council, and through recommendations given during the Universal Periodic Review and broader UN processes
- Initiating and supporting LGBTQI+ inclusive work within the United Nations Peacebuilding Commission
- Ensuring that contributions to drafting and developing multilateral agreements and documents centre LGBTQI+ rights and risks
- Engaging in preventive diplomacy with counterparts in perpetrator states with a view to reducing LGBTQI+ identity-based violence and impunity, after consulting with local civil society



We ask country and thematic teams within state institutions to consider:

- Monitoring LGBTQI+ identity-based atrocity risks within the countries and portfolios they work on, and communicating identified risks to those tasked with atrocity prevention, violence prevention, and peace and security efforts in their institution
- Funding civil society organisations and groups to support effective atrocity risk monitoring and response; this can include supporting the establishment and sustainability of local early and urgent warning and response groups

We ask LGBTQI+ offices within state institutions to consider:

- Integrating atrocity prevention understanding and frameworks into their work
- Monitoring distinct LGBTQI+ atrocity risks as part of broader LGBTQI+ rights monitoring, and communicating findings to those tasked with atrocity prevention, violence prevention, or peace and security efforts in their institutions
- Funding and supporting civil society organisations and groups to monitor and respond to LGBTQI+ atrocity risks





References

1. Jess Gifkins, Dean Cooper-Cunningham, Kate Ferguson, Detmer Kremer, and Farida Mostafa, "Queering Atrocity Prevention," Protection Approaches, 2022, <https://protectionapproaches.org/queeringap>.
2. Ibid; Jess Gifkins and Dean Cooper-Cunningham, "Bringing Queer Perspectives into Atrocity Prevention," Australian Outlook, 17 March 2022, <https://www.internationalaffairs.org.au/australianoutlook/bringing-queer-perspectives-in-to-atrocity-prevention/>.
3. Victor Madrigal-Borloz, "A/77/235: Report of the Independent Expert on Protection against Violence and Discrimination Based on Sexual Orientation and Gender Identity," United Nations, 2023, <https://www.ohchr.org/en/documents/thematic-reports/a77235-report-independent-expert-protection-against-violence-and>.
4. Jess Gifkins, Dean Cooper-Cunningham, Kate Ferguson, Detmer Kremer, and Farida Mostafa, "Queering Atrocity Prevention," Protection Approaches, 2022, <https://protectionapproaches.org/queeringap>.
5. Dean Cooper-Cunningham, "Security, Sexuality, and the Gay Clown Putin Meme: Queer Theory and International Responses to Russian Political Homophobia," Security Dialogue, vol. 53, no. 4, 2022, pp. 302–23, <https://doi.org/10.1177/09670106211055308>; Dean Cooper-Cunningham, "The International Politics of Sex: Visual Activism in Response to Russian State Homophobia," University of Copenhagen, 2021.
6. American Civil Liberties Union, "Trump's Executive Orders Promoting Sex Discrimination, Explained," 25 January 2025, <https://www.aclu.org/news/lgbtq-rights/trumps-executive-orders-promoting-sex-discrimination-explained>.
7. Sophia Smith Galer, Meera Selva, and Jake Rylatt, "Unholy Alliance: The Far-Right Religious Network Attacking Reproductive and LGBTQ+ Rights," The Bureau of Investigative Journalism, 25 September 2022, <http://thebureauinvestigates.com/stories/2022-09-25/unholy-alliance-the-far-right-religious-network-attacking-reproductive-and-lgbtq-rights>.
8. Jess Gifkins, Dean Cooper-Cunningham, Kate Ferguson, Detmer Kremer, and Farida Mostafa, "Queering Atrocity Prevention," Protection Approaches, 2022, <https://protectionapproaches.org/queeringap>.
9. Protection Approaches, "LGBTQI+ Atrocity Risks in Latin America," 2024, <https://protectionapproaches.org/lgbtqi-risks-latam>.
10. Jess Gifkins, Dean Cooper-Cunningham, Kate Ferguson, Detmer Kremer, and Farida Mostafa, "Queering Atrocity Prevention," Protection Approaches, 2022, <https://protectionapproaches.org/queeringap>; Outright International, "LGBTQ Lives in Conflict and Crisis: A Queer Agenda for Peace, Security and Accountability," 2023, https://outrightinternational.org/sites/default/files/2023-02/LGBTQLivesConflictCrisis_0.pdf.
11. Jess Gifkins, Dean Cooper-Cunningham, Kate Ferguson, Detmer Kremer, and Farida Mostafa, "Queering Atrocity Prevention," Protection Approaches, 2022, <https://protectionapproaches.org/queeringap>.
12. Ivan Šimonović, "Responsibility to Protect," United Nations Chronicle, 2016, <https://www.un.org/en/chronicle/article/responsibility-protect>.
13. International Committee of the Red Cross, "Convention on the Prevention and Punishment of the Crime of Genocide," United Nations, 1948, <https://ihl-databases.icrc.org/en/ihl-treaties/genocide-conv-1948>; United Nations, "Framework of Analysis for Atrocity Crimes: A Tool for Prevention," 2014, https://www.un.org/en/genocideprevention/documents/publications-and-resources/Genocide_Framework%20of%20Analysis-English.pdf.
14. United Nations, "Framework of Analysis for Atrocity Crimes: A Tool for Prevention," 2014, https://www.un.org/en/genocideprevention/documents/publications-and-resources/Genocide_Framework%20of%20Analysis-English.pdf.



15. Victor Madrigal-Borloz, "Report of the Independent Expert on Protection against Violence and Discrimination Based on Sexual Orientation and Gender Identity," United Nations, 2022, <https://documents.un.org/doc/undoc/gen/n22/440/41/pdf/n2244041.pdf>.
16. Human Rights Watch, "Tunisia: UN Panel Condemns Forced Anal Exams — Government Should Ban Abusive 'Homosexuality' Tests," 23 May 2016, <https://www.hrw.org/news/2016/05/23/tunisia-un-panel-condemns-forced-anal-exams>; Amnesty International, "Egypt: Six Men Facing Anal Examinations for 'Debauchery' amid Homophobic Crackdown," 30 September 2017, <https://www.amnesty.org/en/latest/press-release/2017/09/egypt-six-men-facing-anal-examinations-for-debauchery-amid-homophobic-crackdown/>; Genocide Watch, "Russian Occupiers Persecute LGBTQ Ukrainians," 15 March 2024, <https://www.genocidewatch.com/single-post/russian-occupiers-persecute-lgbtq-ukrainians>.
17. International Criminal Court, "Policy on Gender-Based Crimes: Crimes Involving Sexual, Reproductive and Other Gender-Based Violence," Office of the Prosecutor, 2023, <https://www.icc-cpi.int/sites/default/files/2023-12/2023-policy-gender-en-web.pdf>; International Criminal Court, "About the Court," <https://www.icc-cpi.int/about/the-court> accessed 11 June 2025; Elise Hanks Billing, "Clinic Dean Lisa Davis Shapes Landmark ICC Gender Persecution Cases as Special Adviser," CUNY School of Law, 24 January 2025, https://www.law.cuny.edu/news-room_post/clinic-dean-lisa-davis-shapes-landmark-icc-gender-persecution-cases-as-special-adviser/.
18. International Criminal Court, "Special Advisers to the Prosecutor," Office of the Prosecutor, <https://www.icc-cpi.int/about/otp/special-advisers-to-the-prosecutor> accessed 11 June 2025.
19. Samantha Capicotto and Rob Scharf, "National Mechanisms for the Prevention of Atrocity Crimes," *Genocide Studies and Prevention: An International Journal*, vol. 12, no. 3, 2018, pp. 97–109, <https://digitalcommons.usf.edu/cgi/viewcontent.cgi?article=1502&context=gsp>.
20. Ibid.
21. Auschwitz Institute for the Prevention of Genocide and Mass Atrocities, "Pursuing Institutionalization of the Prevention Agenda: National Mechanisms for the Prevention of Genocide and Other Atrocity Crimes," 2017, https://cdn.prod.website-files.com/637ffc4c331dad74168d5c91/63e6e12ae616950b98cd70ca_2017-National-Mechanisms-Booklet.pdf.
22. Ibid.
23. Ibid.
24. Oxford Programme on International Peace & Security, "Atrocity Prevention in a Transatlantic Setting," 2020, https://www.elac.ox.ac.uk/wp-content/uploads/2023/01/ELAC-Policy-Paper_Atrocity-Prevention-in-a-Transatlantic-Setting.pdf.
25. Global Action Against Mass Atrocity Crimes (GAAMAC), "Who We Are," <https://gaamac.org/who-we-are/>, accessed DAY MONTH 2025.
26. The Auschwitz Institute for the Prevention of Genocide and Mass Atrocities (AIPG), "Project: Latin American Network for Genocide and Mass Atrocity Prevention," <https://www.auschwitzinstitute.org/programs/latin-american-network-for-genocide-and-mass-atrocity-prevention> accessed 11 June 2025.
27. Global Centre for the Responsibility to Protect, "Global Network of R2P Focal Points," <https://www.globalr2p.org/the-global-network-of-r2p-focal-points/>, accessed 11 June 2025.
28. UN LGBTI Core Group, "Core Group History," <https://unlgbticoregroup.org/history/>, accessed DAY MONTH 2025.
29. Equal Rights Coalition, "Home," <https://equal-rightscoalition.org/>, accessed DAY MONTH 2025; U.S. Department of State, "Global Equality Fund," <https://2021-2025.state.gov/global-equality-fund/>, accessed DAY MONTH 2025.
30. Ivan Šimonović, "Responsibility to Protect," *United Nations Chronicle*, 31 December 2016, <https://www.un.org/en/chronicle/article/responsibility-protect>.
31. USAID, "Field Guide: Helping Prevent Mass Atrocities," 2015, https://static1.squarespace.com/static/67ab621d468f461f6817cf0f/t/67dc-c5d8703941371e1daa8a/1742521819121/Field_Guide_Mass_Atrocities.pdf.



32. Kate Ferguson and Michael Jones, "Between War and Peace: Preventing Mass Atrocities Outside Armed Conflict," Royal United Services Institute (RUSI) Newsbrief, 21 May 2021, <https://www.rusi.org/explore-our-research/publications/rusi-newsbrief/between-war-and-peace-preventing-mass-atrocities-outside-armed-conflict>.
33. Valeria Perasso, "Crossing Divides: What the Research Tells Us," BBC, 4 March 2019; Pew Research Center, "Global Attitudes Survey: Global Indicators Database," March 2020.
34. Amnesty International, "Amnesty International Investigation Concludes Israel Is Committing Genocide against Palestinians in Gaza," December 2024, <https://www.amnesty.org/en/latest/news/2024/12/amnesty-international-concludes-israel-is-committing-genocide-against-palestinians-in-gaza/>; US Holocaust Memorial Museum, "Countries at Risk for Intrastate Mass Killing 2024–25: Early Warning Project Statistical Risk Assessment Results," 2024, <https://earlywarningproject.ushmm.org/reports/countries-at-risk-for-intrastate-mass-killing-2024-25-early-warning-project-statistical-risk-assessment-results>.
35. The White House, "Presidential Study Directive on Mass Atrocities," Presidential Study Directive/PSD-10, 4 August 2011; Christian Leffler, "A Foreword by Christian Leffler," in *Europe's Prevention Crisis: How Can Civil Society Respond?*, Protection Approaches, 23 October 2019; African Union, "Communiqué of the 678th Meeting of the Peace and Security Council," PSC/PR/COMM.(DCLXXVIII), 11 April 2017; International Court of Justice, "The Republic of The Gambia Institutes Proceedings against the Republic of the Union of Myanmar and Asks the Court to Indicate Provisional Measures," Press Release No. 2019/47, 11 November 2019.
36. Scott Straus, "Identifying Genocide and Related Forms of Mass Atrocity," US Holocaust Memorial Museum, 7 October 2011, <https://www.ushmm.org/m/pdfs/20111219-identifying-genocide-and-mass-atrocity-strauss.pdf>.
37. Esther Brito, "Challenging Hierarchies of Harm in Mass Atrocities: Cultural Destruction as Genocide," Shuddhashar: FreeVoice, 1 November 2022, <https://shuddhashar.com/challenging-hierarchies-of-harm-in-mass-atrocities-cultural-destruction-as-genocide/>; Alex J. Bellamy, "Reducing Risk, Strengthening Resilience: Toward the Structural Prevention of Atrocity Crimes," Stanley Center for Peace and Security, 2016, <https://stanleycenter.org/publications/reducing-risk-strengthening-resilience-toward-the-structural-prevention-of-atrocity-crimes/>.
38. Ibid.
39. Adam Jones, "Genocide and Structural Violence: Charting the Terrain," in *New Directions in Genocide Research*, ed. Adam Jones, Routledge, 2019.
40. Protection Approaches, "Ending Identity-Based Violence: Manifesto and Policy Review," 2019.
41. Chris Bryant, *The Glamour Boys: The Secret Story of the Rebels Who Fought for Britain to Defeat Hitler*, Bloomsbury Publishing, 2020.
42. Yasmeen Serhan, "How Putin Inadvertently Boosted Support for LGBT Rights in Ukraine," TIME Magazine, 21 April 2023, <https://time.com/6273445/putin-lgbt-rights-ukraine-russia/>; Jess Gifkins, Dean Cooper-Cunningham, Kate Ferguson, Detmer Kremer, and Farida Mostafa, "Queering Atrocity Prevention," Protection Approaches, 2022, <https://protectionapproaches.org/queeringap>.
43. Judith Butler, *Frames of War: When Is Life Grievable?*, Verso, 2010.
44. Kate Ferguson and Fred Carver, "Being the Difference," Protection Approaches, 2021.
45. United Nations Secretary General, "Responsibility to Protect: State Responsibility and Prevention," Report of the Secretary-General, A/67/929-S/2013/399, 9 July 2013, <https://documents.un.org/doc/undoc/gen/n13/386/93/pdf/n1338693.pdf?token=zgNafIaziuFu1NK-Mad&fe=true>; Deborah Mayersen, "Building Resilience to Genocide: Ten Practical Measures," The Auschwitz Institute for Peace and Reconciliation, https://assets-global.website-files.com/637ffc4c331dad74168d5c91/63ebe0f7de19ee6df35b7e3a_AIPR-Brief-Building-Resilience-to-Genocide.pdf; Tatiana Gos, "Getting Down to Business," Auschwitz Institute for Peace and Reconciliation (AIPR), 28 June 2017.



46. Kate Ferguson, "National Security, Foreign Policy and Rights in a More Volatile and Violent World: Recommendations for the UK," Protection Approaches, 2025, <https://protectionapproaches.org/national-security-paper>
47. The Bureau of Investigative Journalism, "Unholy alliance: the far-right religious network attacking reproductive and LGBTQ+ rights," 2022, <http://thebureauinvestigates.com/stories/2022-09-25/unholy-alliance-the-far-right-religious-network-attacking-reproductive-and-lgbtq-rights>.
48. Agence France Presse, "C.African Republic Mulls Kremlin-like 'Foreign Agent Bill,'" Barron's, 2024, <https://www.barrons.com/news/c-african-republic-mulls-kremlin-like-foreign-agent-bill-bfc56e81>; Iskra Kirova, "Foreign Agent Laws in the Authoritarian Playbook," Human Rights Watch, 2024, <https://www.hrw.org/news/2024/09/19/foreign-agent-laws-authoritarian-playbook>.
49. Adam Smith, "Dating apps' lack of safeguards put LGBTQ+ Africans at risk," Context, 2025, <https://www.context.news/big-tech/dating-apps-lack-of-safeguards-put-lgbtq-africans-at-risk> accessed 11 June 2025; Article 19, "Apps, arrests and abuse in Egypt, Lebanon and Iran," <https://www.article19.org/apps-arrests-abuse-egypt-lebanon-iran/>; Human Rights Watch, "All This Terror Because of a Photo: Digital Targeting and Its Offline Consequences for LGBT People in the Middle East and North Africa," 2023, <https://www.hrw.org/report/2023/02/21/all-terror-because-photo/digital-targeting-and-its-offline-consequences-lgbt>
50. American Civil Liberties Union, "Trump's Executive Orders Promoting Sex Discrimination, Explained," 2025, <https://www.aclu.org/news/lgbtq-rights/trumps-executive-orders-promoting-sex-discrimination-explained>.
51. Steven Brocklehurst, "UK Supreme Court rules legal definition of a woman is based on biological sex," BBC, 2025 <https://www.bbc.co.uk/news/live/cvgq9ejql39t>.
52. USAID, "Field Guide: Helping Prevent Mass Atrocities."
53. Jess Gifkins and Dean Cooper-Cunningham, "Queering the Responsibility to Protect," International Affairs, vol. 99, no. 5, 2023.
54. Kate Ferguson, 'From Network Analysis to Creative Leverage: Mapping new horizons of modern atrocity prevention,' Stimson Center, September 2022 <https://www.stimson.org/2022/from-network-analysis-to-creative-leverage-mapping-new-horizons-of-modern-atrocity-prevention/>
55. Kate Ferguson, "From Network Analysis to Creative Leverage: Mapping new horizons of modern atrocity prevention." Stimson Center, 2022, <https://www.stimson.org/2022/from-network-analysis-to-creative-leverage-mapping-new-horizons-of-modern-atrocity-prevention/>.
56. USAID, "Field Guide: Helping Prevent Mass Atrocities."
57. United States Holocaust Memorial Museum, "Video: Prevention: Identifying Risk Factors, Warning Signs and Triggers," 2023, <https://www.ushmm.org/genocide-prevention/simon-skjodt-center/criminal-justice-approaches-for-preventing-mass-atrocities/videos/prevention-identifying-risk-factors>.
58. Ibid.
59. Ibid.
60. Adama Dieng and Jennifer Welsh, "Assessing the Risk of Atrocity Crimes," Genocide Studies and Prevention: An International Journal, vol. 9, no. 3, 2016, pp. 4–12, <https://digitalcommons.usf.edu/cgi/viewcontent.cgi?article=1392&context=gsp>.
61. United States Holocaust Memorial Museum, "Special Report: Taking Stock of Early Warning for Atrocity Prevention," 2022, https://www.ushmm.org/m/pdfs/Taking_Stock_of_Early_Warning_for_Atrocity_Prevention.pdf; Global Centre for the Responsibility to Protect, "Atrocity Prevention and Outcomes of the UN Human Rights Council's 49th Session," 2022, <https://www.globalr2p.org/publications/atrocity-prevention-and-outcomes-of-the-un-human-rights-councils-49th-session/>.
62. Oxford Programme on International Peace & Security, "Atrocity Prevention in a Transatlantic Setting," 2020, https://www.elac.ox.ac.uk/wp-content/uploads/2023/01/ELAC-Policy-Paper_Atrocity-Prevention-in-a-Transatlantic-Setting.pdf.



63. Alexandra Buskie and Kate Ferguson, “Linked up and linked in: Networking local-international early warning and early response in eastern Democratic Republic of the Congo,” *Protection Approaches*, 2021, https://img1.wsimg.com/blobby/go/131c96cc-7e6f-4c06-ae37-6550db-d85dde/downloads/e4d8f78a-26fc-4f47-9e50-779b2b26666f/PA-DRC-Report-Apr2021_EN-Digital_Final.pdf?ver=1747746767425.
64. Bridget Moix, “Turning Atrocity Prevention Inside-Out: Community-Based Approaches to Preventing, Protecting, and Recovering from Mass Violence,” *Genocide Studies and Prevention: An International Journal*, vol. 9, no. 3, 2016, pp. 59–69.
65. Bridget Moix, “Turning Atrocity Prevention Inside-Out: Community-Based Approaches to Preventing, Protecting, and Recovering from Mass Violence,” *Genocide Studies and Prevention: An International Journal*, vol. 9, no. 3, 2016, pp. 59–69.
66. Kate Ferguson and Fred Carver, “Being the Difference,” *Protection Approaches*, 2021.
67. Ibid.
68. Ibid.
69. United Kingdom International Development Committee, “From Srebrenica to a Safer Tomorrow: Preventing Future Mass Atrocities Around the World: Government Response to the Committee’s Third Report,” 2023, <https://committees.parliament.uk/publications/33607/documents/182968/default/>.
70. Kate Ferguson, “Putting atrocity prevention at the heart of British foreign policy” *The Foreign Policy Centre*, 2020, <https://fpc.org.uk/putting-atrocity-prevention-at-the-heart-of-british-foreign-policy/>.
71. USAID, “Field Guide: Helping Prevent Mass Atrocities.”
72. Brigitte Rohwerder, “Conflict early warning and early response,” 2015; Tobias Debiel and Herbert Wulf, “CONFLICT EARLY WARNING AND RESPONSE MECHANISMS : TOOLS FOR ENHANCING THE EFFECTIVENESS OF REGIONAL ORGANISATIONS? A COMPARATIVE STUDY OF THE AU, ECOWAS, IGAD, ASEAN/ARF AND PIF,” 2009; USAID, “Field Guide: Helping Prevent Mass Atrocities.”
73. United States Holocaust Memorial Museum, “A Strategic Framework for Helping Prevent Mass Atrocities,” 2023.
74. European Union, “Responsibility to Protect - Atrocity Prevention Toolkit,” 2018.
75. Kate Ferguson, “Putting Atrocity Prevention at the Heart of British Foreign Policy,” *Foreign Policy Centre*, 2020.
76. USAID, “Field Guide: Helping Prevent Mass Atrocities.”
77. Ibid.
78. IDC Report on Remembering Srebrenica
79. Kate Ferguson and Fred Carver, “Being the Difference,” *Protection Approaches*, 2021.



Photo credits

Page 7: Street decorated with Pride flags celebrating the LGBTQI+ community. Madrid, Spain. 26-06-2025. Photographed by Ismael San Jose.

Pages 8-9: State representatives meet to discuss Women, Peace & Security agenda at the United Nations headquarters. New York. 23-04-2019. Photographed by Lev Radin.

Page 23: Woman speaking into megaphone in a street protest. Washington, DC. 08-06-2020. Photographed by Clay Banks.

Page 25: Statue of Lady Justice. Tingey Injury Law Firm, Las Vegas, Nevada. Photographer unknown.

Page 41: A young person holding a sign saying 'Defend & Protect Queer Kids' at a rally defending Gay-Straight-Alliances in schools in Canada. Calgary, Canada. 28-03-2019. Photographed by Denin Lawley.

Page 55: An image with posters calling for human rights. Location unknown. 08-29-2024. Photographed by Edugrafo.

Page 61: A person holding a sign saying 'silence = siding with the oppressor' at an LGBTQI+ rights march. Nebraska, USA. 01-09-2020. Photographed by Kalea Morgan.

Pages 68-69: People walking in Pride March in Calcutta, holding pro-LGBT-QI+ rights signs. Calcutta, West Bengal, India. 22-06-2025. Photographed by Suvendu Das.



১২শে জুন
২০২৬

গর্বে
মঞ্চে
বাঁচার

দখল
মর্যাদাপূর্ণ
যাপন দখল

**মি
ছি
ল**

শুরু বিকস ৪.৬০

এমআরএল-৬ মেট্রো সিস্টেম থেকে
আজকের মতো আরও আরও মিছিল

১২শে জুন ২০২৬

মি
ছি
ল

১২শে জুন ২০২৬

গর্বে
মঞ্চে
বাঁচার

দখল
মর্যাদাপূর্ণ
যাপন দখল

শুরু বিকস ৪.৬০

এমআরএল-৬ মেট্রো সিস্টেম থেকে
আজকের মতো আরও আরও মিছিল



