

116TH CONGRESS 1ST SESSION

S. 861

To establish in the Bureau of Democracy, Human Rights, and Labor of the Department of State a Special Envoy for the Human Rights of LGBTI Peoples, and for other purposes.

IN THE SENATE OF THE UNITED STATES

March 25, 2019

Mr. Markey (for himself, Ms. Warren, Mr. Blumenthal, Mrs. Shaheen, Mr. Durbin, Mr. Cardin, Mr. Casey, Ms. Klobuchar, Ms. Smith, Ms. Baldwin, Mr. Merkley, Ms. Stabenow, Mr. Wyden, Ms. Hirono, Mr. Reed, Mrs. Gillibrand, Mr. Sanders, Ms. Harris, and Mr. Murphy) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

A BILL

To establish in the Bureau of Democracy, Human Rights, and Labor of the Department of State a Special Envoy for the Human Rights of LGBTI Peoples, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "International Human
- 5 Rights Defense Act of 2019".

SEC 2 DEFINITIONS

1	SEC. 2. DEFINITIONS.
2	In this Act:
3	(1) Appropriate congressional commit-
4	TEES.—The term "appropriate congressional com-
5	mittees" means—
6	(A) the Committee on Foreign Relations
7	and the Committee on Appropriations of the
8	Senate; and
9	(B) the Committee on Foreign Affairs and
10	the Committee on Appropriations of the House
11	of Representatives.
12	(2) GENDER IDENTITY.—The term "gender
13	identity" means the gender-related identity, appear-
14	ance, or mannerisms or other gender-related charac-
15	teristics of an individual, regardless of the individ-
16	ual's designated sex at birth.
17	(3) LGBTI.—The term "LGBTI" means les-
18	bian, gay, bisexual, transgender, or intersex.
19	(4) Intersex.—The term "intersex" means in-
20	dividuals born with sex characteristics (including
21	genitals, gonads, or chromosome patterns) that vary
22	from typical binary notions of male or female bodies
23	and is an umbrella term used to describe a wide

range of natural bodily variations.

1 (5) SEXUAL ORIENTATION.—The term "sexual orientation" means actual or perceived homosex-3 uality, heterosexuality, or bisexuality.

4 SEC. 3. FINDINGS.

- Congress makes the following findings:
- 6 (1) Around the world, LGBTI people face violence, discrimination, hatred, and bigotry.
 - (2) Sixty-nine countries criminalize same-sex relations and at least three countries prohibit the public support of the LGBTI community. That is equal to 35 percent of United Nations member states.
 - (3) In several countries, homosexuality is a crime that is punishable by death.
 - (4) Intersex people experience prejudice and discrimination because their bodies do not conform to other people's expectations about sex and gender, including the common performance of medically unnecessary surgeries without the consent or approval of intersex individuals.
 - (5) Violence and discrimination based on sexual orientation and gender identity are documented in the Department of State's annual Human Rights Report to Congress. The 2017 report continues to show a clear pattern of human rights violations in every region of the world based on sexual orientation

- and gender identity. These violations include mur-der, rape, torture, death threats, extortion, and im-prisonment, as well as loss of employment, housing, access to health care, and other forms of societal stigma and discrimination. The report further docu-ments LGBTI-specific restrictions on basic freedoms of assembly, press, and speech in every region of the world.
 - (6) In Jamaica and other countries, discrimination against LGBTI people, including "corrective rape" of lesbian women, occurs all too frequently and with relative impunity.
 - (7) In 2013, the Russian Duma passed a law banning so-called "homosexual propaganda", which effectively makes it a crime to publicly support LGBTI equality or even discuss homosexuality. This pernicious law is the basis for similar so-called "antipropaganda" legislation in countries across Eastern Europe and Central Asia, including in Moldova, Kyrgyzstan, and Belarus.
 - (8) In December 2013, the Government of Nigeria adopted a law that further criminalized samesex relations and support for LGBTI people, endangering neighbors, friends, doctors, and landlords of LGBTI people.

- (9) Several countries in South Asia continue to have draconian laws that criminalize homosexual acts, which place LGBTI people in danger and undermine their ability to live free from persecution.
 - Uganda adopted a law making "aggravated homosexuality" a crime punishable with life imprisonment and concurrently, the Government of Uganda also passed laws severely limiting the basic freedoms of speech and assembly for LGBTI citizens. While the Constitutional Court overturned the Anti-Homosexuality Act on a technicality in August 2014, LGBTI Ugandans continue to be subjected to discrimination and violence, and their government has in recent years forcibly shut down even private Pride celebrations in Kampala.
 - (11) On April 1, 2017, the Russian newspaper Novaya Gazeta reported that the government of the autonomous republic of Chechnya had been arresting, detaining, and torturing gay and bisexual men in secret prisons since early 2017. International human rights groups and Russian LGBTI rights activists estimate that as many as 20 people may have been murdered thus far and potentially over 200 people were detained during the purge. An OSCE

- factfinding report released in December 2018 confirmed the atrocities, documenting "several waves of violations of human rights abuses of persons based on their sexual orientation and gender identity". Reports from early 2019 suggest the purge has contin-
- 7 (12) On May 23, 2017, and again on July 13, 8 2018, gay men were publicly caned in the Indo-9 nesian province of Aceh, while thousands of spec-10 tators snapped pictures outside a mosque as the bru-11 tal punishment was meted out. Several times in 12 2017, police in Indonesia have arrested men at pri-13 vate parties, sometimes releasing their photographs

to the news media, endangering their lives.

- (13) In September 2017, reports emerged from Azerbaijan that authorities had begun a crackdown on gay men and transgender women, arresting more than 60 and subjecting them to beatings, harassment, torture, and blackmail.
- (14) From September through December 2017, over 70 LGBTI individuals were arrested in Egypt, with dozens receiving prison sentences of up to six years. In late 2017, authorities in Egypt instructed local media to delete any positive references to LGBTI people, and lawmakers proposed a bill that

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- 1 would criminalize LGBTI people and their allies.
- 2 The arrests continued in 2018, with a Cairo-based
- 3 LGBTI rights organization documenting 76 arrests
- 4 for alleged same-sex conduct in 2018.
- 5 (15) Anti-LGBTI laws not only endanger all
- 6 LGBTI individuals, but also pose serious risks for
- 7 those associated with or caring for LGBTI people.
- 8 Studies have shown that when LGBTI people, espe-
- 9 cially LGBTI youth, face discrimination, they are
- 10 less likely to seek HIV testing, prevention, and
- 11 treatment services.
- 12 (16) According to the Trans Murder Monitoring
- Project, which monitors homicides of transgender in-
- dividuals, there were at least 369 cases of reported
- killings of trans and gender-diverse people between
- October 2017 and September 2018, an increase over
- previous years. The organization reports that a "ma-
- jority of the murders occurred in Brazil (167), Mex-
- ico (71), the United States (28), and Colombia (21),
- adding up to a total of 2982 reported cases in 72
- countries worldwide between 1st of January 2008
- and 30th of September 2018".
- 23 (17) According to the International Guidelines
- on HIV/AIDS and Human Rights, as published by
- 25 the United Nations High Commissioner for Human

- Rights, and according to the July 2017 report of the Independent Expert on protection against violence and discrimination based on sexual orientation and gender identity, countries should review and reform criminal laws and correctional systems to ensure that they are consistent with international human rights obligations and are not misused or targeted against vulnerable groups.
 - (18) Removing institutionalized discrimination and targeted persecution against LGBTI people around the world is a critical step in the promotion of human rights and global health internationally.
 - (19) Anti-LGBTI laws and discrimination pose significant risks for LGBTI youth who come out to their family or community and often face rejection, homelessness, and limited educational and economic opportunities. These factors contribute to increased risks of substance abuse, suicide, and HIV infection among LGBTI youth.
 - (20) On December 6, 2011, President Barack Obama released the "Presidential Memorandum—International Initiatives to Advance the Human Rights of Lesbian, Gay, Bisexual, and Transgender Persons". The memorandum directed all Federal agencies engaged abroad to ensure that United

- 1 States diplomacy and foreign assistance promote and 2 protect the human rights of LGBTI persons.
- John Kerry appointed senior diplomat Randy Berry as the Department of State's first-ever Special Envoy for the Human Rights of LGBTI Persons.
 Secretary Pompeo pledged to re-fill that position during his April 2018 confirmation hearing, but has yet to do so.
 - (22) On June 30, 2016, the United Nations Human Rights Council passed a resolution cosponsored by the United States that established an independent expert on violence and discrimination based on sexual orientation and gender identity to help monitor and track discrimination and violence experienced by LGBTI persons around the world.
 - (23) In November 2016, the Government of Tanzania placed a ban on all HIV and AIDS outreach projects aimed at gay men, including those funded by the President's Emergency Plan for AIDS Relief. This forced the closure of United Statesfunded programs providing testing, condoms, and care to gay men, exacerbating the health needs of gay men in Tanzania, about 30 percent of whom are HIV positive. In 2018, various government officials

- have announced crackdowns on the LGBTI community, including a threat by the governor of the largest city, who announced a purge on LGBTI individuals and asked the public to report them. Reports
- 5 suggest that many people have been arrested and
- 6 more are in hiding.

- (24) In February 2017, three transgender women were murdered in El Salvador with impunity, leading the United Nations to call for an investigation into crimes against sexual and gender minorities in that country. A 2016 report noted that transgender women in El Salvador have an average life expectancy of less than 35 years due to violence, discrimination, and femicide.
 - (25) Extreme violence in El Salvador, Nicaragua, Guatemala, and Honduras has driven LGBTI people to flee their countries or origin to the United States for protection. LGBTI people were among the first asylum seekers in the migrant "caravans" arriving at the United States-Mexico border.
 - (26) At the annual Summit of Commonwealth Nations in April 2018, United Kingdom Prime Minister Theresa May issued an apology for discriminatory laws criminalizing same-sex relationships that were imposed on British colonies around the world.

- She also announced the creation of a fund to support legal reform efforts.
- 3 (27) In April 2018, Trinidad and Tobago's
 4 High Court of Justice issued a landmark ruling de5 claring that laws which criminalize same-sex rela6 tionships between consenting adults are unconstitu7 tional.
 - (28) In April 2014, the Supreme Court of India recognized transgender people as a third gender, improving the legal rights of transgender people in that country. Though an important step, the decision does not grant full legal rights to transgender people.
 - (29) In September 2018, the Supreme Court of India issued a unanimous decision decriminalizing same-sex relationships across the country. The landmark case is likely to support similar legal challenges to colonial-era sodomy laws in other former British colonies, since the Indian sodomy law was the model used for other British colonies.
 - (30) Angola decriminalized same-sex relationships in January 2019, and prohibited discrimination against people on the basis of sexual orientation.

(31) In January 2018, the Inter-American Court of Human Rights issued an advisory opinion declaring that the American Convention on Human Rights, adopted at San Jose November 22, 1969, grants the right of transgender people to change their name and gender on public documents, and that same-sex couples must be granted full legal rights, including the right to marriage. This ruling is animating legal reforms and human rights cases across the Americas.

(32) In September 2018, the legislature in Chile passed a groundbreaking legal gender recognition law, which allows transgender individuals to self-determine their legal gender in official documents without a judicial determination or medical interventions. The Government of Uruguay passed a similarly expansive gender recognition law in 2018.

18 SEC. 4. STATEMENT OF POLICY.

19 It is the policy of the United States—

(1) to take effective action to prevent and respond to discrimination and violence against all people on any basis internationally, including sexual orientation, gender identity, and sex characteristics, and that human rights policy includes attention to

- criminalization, hate crimes, and other discrimination against LGBTI people;
 - (2) to systematically integrate and coordinate into United States foreign policy efforts to prevent and respond to criminalization, discrimination, and violence against LGBTI people internationally;
 - (3) to support and build local capacity in countries around the world, including of governments at all levels and nongovernmental organizations, to prevent and respond to criminalization, discrimination, and violence against LGBTI people internationally;
 - (4) to consult, cooperate, coordinate, and collaborate with a wide variety of nongovernmental partners, including faith-based organizations and LGBTI-led organizations, with demonstrated experience in preventing and responding to criminalization, discrimination, and violence against LGBTI people internationally;
 - (5) to employ a multisectoral approach to preventing and responding to criminalization, discrimination, and violence against LGBTI people internationally, including activities in the economic, education, health, nutrition, legal, and judicial sectors;
 - (6) to work at all levels, from the individual to the family, community, local, national, and inter-

- national levels, to prevent and respond to criminalization, discrimination, and violence against LGBTI people internationally;
 - (7) to enhance training by United States personnel of professional foreign military and police forces and judicial officials to include appropriate and thorough LGBTI-specific instruction on preventing and responding to criminalization, discrimination, and violence based on sexual orientation and gender identity;
 - (8) to engage non-LGBTI people as allies and partners, as an essential element of making sustained reductions in criminalization, discrimination, and violence against LGBTI people internationally;
 - (9) to require that all Federal contractors and grant recipients in the United States Government's international programs establish appropriate policies and take effective measures to ensure the protection and safety of their staff and workplace, including from discrimination and violence directed against LGBTI people and those who provide services to them;
 - (10) to exert sustained international leadership, including in bilateral and multilateral fora, to pre-

- vent and respond to criminalization, discrimination,
 and violence against LGBTI people internationally;
- 3 (11) to fully implement and expand upon the 4 policies outlined in the "Presidential Memo-5 randum—International Initiatives to Advance the 6 Human Rights of Lesbian, Gay, Bisexual, and 7 Transgender Persons";
 - (12) to ensure that international efforts to combat HIV/AIDS take all appropriate measures to support at-risk communities, including LGBTI people, and to create enabling legal environments for these communities;
 - (13) to work with governments and nongovernmental partners around the world to develop and implement regional strategies to decriminalize homosexuality and to counteract the prohibition of public support of LGBTI people; and
- 18 (14) to ensure that those who have a well-19 founded fear of persecution on account of being 20 LGBTI or supporting LGBTI rights have the oppor-21 tunity to seek protection in the United States.
- 22 SEC. 5. SPECIAL ENVOY FOR THE HUMAN RIGHTS OF LGBTI
- PEOPLE.

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24 (a) ESTABLISHMENT.—The Secretary of State shall 25 establish in the Bureau of Democracy, Human Rights,

1	and Labor (DRL) of the Department of State a perma-
2	nent Special Envoy for the Human Rights of LGBTI Peo-
3	ples (in this section referred to as the "Special Envoy"),
4	who shall be appointed by the President. The Special
5	Envoy shall report directly to the Assistant Secretary for
6	Democracy, Human Rights, and Labor.
7	(b) Purpose.—In addition to the duties described in
8	subsection (c) and those duties determined by the Sec-
9	retary of State, the Special Envoy shall direct efforts of
10	the United States Government relating to United States
11	foreign policy, as directed by the Secretary, regarding
12	human rights abuses against LGBTI people and commu-
13	nities internationally and the advancement of human
14	rights for LGBTI people, and shall represent the United
15	States internationally in bilateral and multilateral engage-
16	ment on such matters.
17	(e) Duties.—
18	(1) In General.—The Special Envoy—
19	(A) shall serve as the principal advisor to
20	the Secretary of State regarding human rights
21	for LGBTI people internationally;
22	(B) shall, notwithstanding any other provi-
23	sion of law, direct activities, policies, programs,
24	and funding relating to the human rights of
25	LGBTI people and the advancement of LGBTI

- equality initiatives internationally, for all bureaus and offices of the Department of State, and shall lead the coordination of relevant international programs for all other Federal agencies relating to such matters;
 - (C) shall represent the United States in diplomatic matters relevant to the human rights of LGBTI people, including criminalization, discrimination, and violence against LGBTI people internationally;
 - (D) shall direct, as appropriate, United States Government resources to respond to needs for protection, integration, resettlement, and empowerment of LGBTI people in United States Government policies and international programs, including to prevent and respond to criminalization, discrimination, and violence against LGBTI people internationally;
 - (E) shall design, support, and implement activities regarding support, education, resettlement, and empowerment of LGBTI people internationally, including for the prevention and response to criminalization, discrimination, and violence against LGBTI people internationally;

- 1 (F) shall lead interagency coordination be2 tween the foreign policy priorities related to the
 3 human rights of LGBTI people and the devel4 opment assistance priorities of the LGBTI Co5 ordinator of the United States Agency for
 6 International Development;
 - (G) shall conduct regular consultation with nongovernmental organizations working to prevent and respond to criminalization, discrimination, and violence against LGBTI people internationally;
 - (H) shall ensure that programs, projects, and activities of the Department of State and the United States Agency for International Development designed to prevent and respond to criminalization, discrimination, and violence against LGBTI people internationally are subject to rigorous monitoring and evaluation, and that there is a uniform set of indicators and standards for such monitoring and evaluation that is used across international programs in Federal agencies; and
 - (I) is authorized to represent the United States in bilateral and multilateral for on matters relevant to the human rights of LGBTI

1	people internationally, including criminalization,
2	discrimination, and violence against LGBTI
3	people internationally.
4	(2) Data repository.—The Bureau of De-
5	mocracy, Human Rights, and Labor shall—
6	(A) be the central repository of data on all
7	United States programs, projects, and activities
8	that relate to prevention and response to crim-
9	inalization, discrimination, and violence against
10	LGBTI people internationally; and
11	(B) produce—
12	(i) a full accounting of United States
13	Government spending on such programs,
14	projects, and activities; and
15	(ii) evaluations of the effectiveness of
16	such programs, projects, and activities.
17	(d) Briefings and Assessments.—Not later than
18	180 days after the date of the enactment of this Act and
19	annually thereafter, the Special Envoy shall—
20	(1) brief the appropriate congressional commit-
21	tees on the status of the human rights of LGBTI
22	people internationally, as well as on the status of
23	programs and response strategies to address crim-
24	inalization, discrimination, and violence against
25	LGBTI people internationally; and

1	(2) submit to the appropriate congressional
2	committees an assessment of human and financial
3	resources necessary to fulfill the purposes and duties
4	of this Act.
5	(e) United States Policy To Prevent and Re-
6	SPOND TO CRIMINALIZATION, DISCRIMINATION, AND VIO-
7	LENCE AGAINST LGBTI PEOPLE GLOBALLY.—
8	(1) Global strategy requirement.—Not
9	later than 180 days after the date of the enactment
10	of this Act, and annually thereafter for each of the
11	following five years, the Special Envoy shall develop
12	or update, as the case may be, a United States glob-
13	al strategy to prevent and respond to criminaliza-
14	tion, discrimination, and violence against LGBTI
15	people internationally. The Special Envoy shall sub-
16	mit the global strategy to the appropriate congres-
17	sional committees and, if practicable, make the glob-
18	al strategy available to the public.
19	(2) Collaboration and coordination.—In
20	developing the global strategy required under para-
21	graph (1), the Special Envoy shall consult with—
22	(A) mid- and high-level officials of relevant
23	Federal agencies; and
24	(B) representatives of nongovernmental or-
25	ganizations with demonstrated experience in ad-

1	dressing criminalization, discrimination, and vi-
2	olence against LGBTI people internationally or
3	promoting equal rights for LGBTI people inter-
4	nationally.
5	(f) Monitoring the United States Strategy To
6	PREVENT AND RESPOND TO CRIMINALIZATION, DISCRIMI-
7	NATION, AND VIOLENCE AGAINST LGBTI PEOPLE AND
8	COMMUNITIES INTERNATIONALLY.—
9	(1) In general.—In each global strategy sub-
10	mitted under subsection (e), the Special Envoy shall
11	include an analysis of best practices for preventing
12	and addressing criminalization, discrimination, and
13	violence against LGBTI people and communities
14	internationally, including—
15	(A) a description of successful efforts by
16	foreign governments and nongovernmental or-
17	ganizations to prevent and respond to criminal-
18	ization, discrimination, and violence against
19	LGBTI people and communities internationally;
20	(B) recommendations related to best prac-
21	tices, effective strategies, and improvements to
22	enhance the impact of such prevention and re-
23	sponse efforts; and
24	(C) the impact of activities funded by the
25	global strategy in preventing and reducing

1	criminalization, discrimination, and violence
2	against LGBTI people and communities inter-
3	nationally.
4	(2) Information required to be included
5	IN ANNUAL COUNTRY REPORTS ON HUMAN RIGHTS
6	PRACTICES.—
7	(A) Section 116.—Section 116(d) of the
8	Foreign Assistance Act of 1961 (22 U.S.C.
9	2151n(d)) is amended—
10	(i) in paragraph (11)(C), by striking
11	"; and" and inserting a semicolon;
12	(ii) in paragraph (12)(C)(ii), by strik-
13	ing the period at the end and inserting ";
14	and"; and
15	(iii) by adding at the end the fol-
16	lowing new paragraph:
17	"(13) wherever applicable, the nature and ex-
18	tent of criminalization, discrimination, and violence
19	based on sexual orientation and gender identity, in-
20	cluding an identification of those countries that have
21	adopted laws or constitutional provisions that crim-
22	inalize or discriminate based on sexual orientation or
23	gender identity (as those terms are defined in sec-
24	tion 2 of the International Human Rights Defense

1	Act of 2018), including detailed descriptions of such
2	laws and provisions.".
3	(B) Section 502B.—Section 502B of the
4	Foreign Assistance Act of 1961 (22 U.S.C.
5	2304) is amended—
6	(i) by redesignating the second sub-
7	section (i) (relating to child marriage sta-
8	tus) as subsection (j); and
9	(ii) by adding at the end the following
10	new subsection:
11	"(k) SEXUAL ORIENTATION AND GENDER IDEN-
12	TITY.—The report required under subsection (b) shall in-
13	clude, wherever applicable, the nature and extent of crim-
14	inalization, discrimination, and violence based on sexual
15	orientation and gender identity, including an identification
16	of those countries that have adopted laws or constitutional
17	provisions that criminalize or discriminate based on sexual
18	orientation or gender identity (as those terms are defined
19	in section 2 of the International Human Rights Defense
20	Act of 2018), including detailed descriptions of such laws
21	and provisions.".

1	SEC. 6. IMPLEMENTATION OF THE UNITED STATES STRAT-
2	EGY TO PREVENT AND RESPOND TO CRIM-
3	INALIZATION, DISCRIMINATION, AND VIO-
4	LENCE AGAINST LGBTI PEOPLE AND COMMU-
5	NITIES INTERNATIONALLY.
6	The Secretary of State and the Administrator of the
7	United States Agency for International Development are
8	authorized to provide assistance to prevent and respond
9	to criminalization, discrimination, and violence against
10	LGBTI people internationally. Such assistance may in-
11	clude the following activities:
12	(1) Development and implementation of pro-
13	grams, such as the Global Equality Fund of the De-
14	partment of State, that respond to human rights
15	abuses and economic exclusion of LGBTI people in
16	the workplace and in public.
17	(2) Development and enforcement of civil and
18	criminal legal and judicial sanctions, protection,
19	training, and capacity.
20	(3) Enhancement of health sector capacity to
21	detect, prevent, and respond to violence against
22	LGBTI people and communities internationally, and
23	to combat HIV/AIDS in the LGBTI community
24	internationally, in close coordination with the Office
25	of the Global AIDS Coordinator and Health Diplo-
26	macy of the Department of State.

1	(4) Development of a leadership program for
2	international LGBTI activists that will foster col-
3	laboration and knowledge sharing across the world.

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