

Comparing Legislative Protections and Lived LGBTQI+ Human Rights Realities in 68 Countries



**F&M GLOBAL
BAROMETERS**

A Report Prepared for the Bureau of
International Narcotics and Law
Enforcement

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TABLE OF CONTENTS

1. Introduction	7
1.1 Who We Are	7
1.2 Our Projects	7
1.3 Report Overview	7
1.4 Report Objectives	8
2. GBGR and GBTR Methodology	9
Table 1. F&M Global Barometer of Gay Rights Scorecard	10
Table 2. F&M Global Barometer of Transgender Rights Scorecard	11
Figure 1. GBGR and GBTR Grading Scale	11
3. GBPI Methodology	11
Figure 2. GBPI Grading Scale	13
4. Legislative Realities: GBGR & GBTR Results	13
4.1 The F&M Global Barometer of Gay Rights (GBGR) Results	13
Figure 3. 2020 F&M Global Barometer of Gay Rights Global Results	14
Figure 4. 2020 F&M Global Barometer of Gay Rights INL Countries Results	14
Table 3. Global GBGR Categories Table 4. INL GBGR Categories	15
4.1a Top and Bottom-Scoring INL-Focused Countries on the GBGR	15
Table 5. Highest Scoring INL Countries Table 6. Lowest Scoring INL Countries	15
4.1b Regional INL Averages on the GBGR	16
Table 7. 2020 Regional INL GBGR and Global Averages	16
4.1c INL-Focused Countries with Biggest Improvements on the GBGR, 2011-2020	16
Figure 5. Countries that Experienced the Most Improvement (GBGR: 2011-2020)	17
4.1d INL-Focused Countries that Regressed the Most on the GBGR, 2011-2020	17
Figure 6. Countries that Experienced the Most Regression (GBGR: 2011-2020)	18
4.1e Relationship Between GBGR Scores and Rule of Law in INL Countries	18
Table 7. Comparative Indicators of Equal Application of Rule of Law in INL-focused Countries v. Global Results	18
4.2 The F&M Global Barometer of Transgender Rights (GBTR) Results	19
Figure 7. GBTR 2020 World Results	19
Figure 8. 2020 INL Countries GBTR Scores	20
Table 8. Global GBTR Categories Table 9. INL Country GBTR Categories	20
4.2a Top and Bottom Scoring INL Countries on the GBTR	20
Table 10. Highest Scoring GBTR INL Countries Table 11. Lowest Scoring GBTR INL Countries	21
4.2b Regional INL Averages on the GBTR	21
Table 12. Regional GBTR Averages, Global v. INL Countries	21

4.2c INL-Focused Countries with Biggest Improvements on the GBTR, 2011-2020	22
Figure 9. INL-Focused Countries with the Most Improvement on the GBTR, 2011-2020	22
4.2d INL-Focused Countries that Regressed the Most on the GBTR, 2011-2020	22
Figure 10. INL-Focused Countries with the Most Regression on the GBTR, 2011-2020	23
5. Lived Realities: GBPI Results	23
Figure 11. F&M Global Barometers LGBTQI+ Perception Index (2022)	24
5.1 Top and Bottom INL GBPI Scores	24
Table 13. Top INL GBPI Scores Table 14. Bottom INL GBPI Scores	25
5.2 INL GBPI Regional Results	25
Table 15. Regional GBPI INL Averages Table 16. Regional GBPI Global Averages	25
6. Legislative and Lived Realities Compared	25
6.1 GBGR (2020) and GBPI (2022) Comparison	25
Figure 12. The Correlation Between GBGR (2020) and GBPI (2022)	26
Figure 13. GBPI (2022) v. GBGR (2020)	26
6.2 Countries that Diverge on Legislative and Lived Realities	26
Figure 14. Countries with a Higher GBGR (2020) Score than GBPI (2022) Score	27
Figure 15. Country with a Higher GBPI (2022) Score than GBGR (2020) Score	27
Figure 16. Countries with a Higher GBTR (2020) Score than GBPI (2022) Score	27
Figure 17. Countries with a Higher GBPI (2022) Score than GBTR (2020) Score	27
7. GBPI Question 1: Safety	28
7.1 Top and Bottom Scoring INL Countries, Question 1	28
Figure 18. Top and Bottom Scoring Countries, GBPI Q1 (2022)	28
7.2 Global and Regional Averages, Question 1	28
Figure 19. Regional and Global Averages, GBPI Q1	28
7.3 Comments on Safety from INL Countries	28
7.4 Case Study: Mexico	29
7.4a Mexico GBGR (2020) - 74%	29
7.4b Mexico GBPI Scores	30
Table 17. Mexico's GBPI Question Breakdown	30
7.4c Comments on Safety from Mexico (GBPI, 2022)	31
8. GBPI Question 3: Fear of Police	31
8.1 Top and Bottom Scoring INL Countries, Question 3	31
Figure 20. Top and Bottom Scoring Countries, GBPI Q3	31
8.2 Global and Regional Averages, Question 3	32
Figure 21. Regional and Global Averages, GBPI Q3	32
8.3 Comments on Fear of Police from INL Countries	32

8.4 Case Study: Malaysia	33
8.4a Malaysia GBGR (2020) - 15%	33
8.4b Malaysia GBPI (2022) Scores	34
Table 18. Malaysia’s GBPI Question Breakdown	34
8.4c Comments on Fear of Police from Malaysia (GBPI, 2022)	34
9. GBPI Question 4: Violence	35
9.1 Top and Bottom Scoring INL Countries, Question 4	35
Figure 22. Top and Bottom Scoring Countries, GBPI Q4	35
9.2 Global and Regional Averages, Question 4	36
Figure 23. Regional and Global Averages, GBPI Q4	36
9.3 Case Study: Guinea	36
9.3a Guinea GBGR (2020)- 19%	36
9.3b Guinea GBPI (2022) Scores	37
Table 19. Guinea’s GBPI Question Breakdown	37
9.3c Comments on Violence from Guinea (GBPI, 2022)	37
9.4 Comments on Violence from INL Countries (GBPI, 2022)	37
10. GBPI (2022) and the Corruption Perceptions Index (2022)	38
Figure 24. The Correlation Between Corruption (CPI) and LGBTQI+ Lived Human Rights Reality (GBPI)	38
Figure 25. Graph Showing the Correlation Between CPI and GBPI	39
11. GBPI (2022) and Freedom House’s “Freedom in the World” (2022)	39
Figure 26. The Correlation Between Democracy (Freedom House Freedom in the World) and LGBTI Lived Human Rights Reality (GBPI)	39
Figure 27. Graph Showing the Correlation Between Freedom House Democracy Score and GBPI	40
12. GBPI (2022) and the Fragile States Index (2022)	40
Figure 28. The Correlation Between State Fragility (FSI) and LGBTI Lived Human Rights Reality (GBPI)	40
Figure 29. Graph Showing the Correlation Between FSI and GBPI	41
13. Conclusion	41
14. Appendices	43
Appendix 1. GBGR, GBTR, and GBPI Breakdown	43
Appendix 2. Comparison of GBGR Scores for INL Countries, 2011-2020	50

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Fear of Safety, Violence, and Police Harassment: *Comparing Legislative Protections and LGBTQI+ Human Rights Lived Realities*

1. Introduction

1.1 Who We Are

The F&M Global Barometers (FMGB) was founded in 2010 by Dr. Susan Dicklitch-Nelson at Franklin & Marshall College, a private liberal arts college in Lancaster, Pennsylvania. The project's mission is to create a comprehensive, objective database on LGBTQI+ human rights for use in scholarly research, domestic and foreign policy, and diplomatic efforts to improve LGBTQI+ rights and lived realities across the world.

1.2 Our Projects

- ***F&M Global Barometer of Gay Rights (GBGR)***[®]: The GBGR is the inaugural project of the F&M Global Barometers (FMGB), and it was first published in 2011. The barometer includes 27 items in five categories for each of the 204 countries, for a total of 165,240 data points.
- ***F&M Global Barometer of Transgender Rights (GBTR)***[™]: The GBTR began its collection in 2018 in order to capture the unique challenges faced by gender identity minorities. The barometer includes 17 items in five categories for each of the 204 countries, for a total of 73,440 data points. Now with ten years of triple-verified, peer-reviewed data, this project complements its partner project, the GBGR.
- ***Human Rights Report Cards (HRRC), created for the White House Summit(s) for Democracy***: The HRRCs measure the protection and persecution of the LGBTQI+ community in 110 democracies from 2020-2022. This measure includes 30 items in three dimensions and was launched with the help of the Council for Global Equality (CGE).
- ***F&M Global Barometers LGBTQI+ Perception Index (GBPI)***: The fourth project under the FMGB umbrella is the F&M Global Barometers LGBTQI+ Perception Index (GBPI), created in partnership with the Council for Global Equality (CGE). The GBPI is a survey that measures the lived realities of LGBTQI+ individuals through six simple questions on safety, acceptance, and discrimination.

1.3 Report Overview

A cornerstone of successful and stable democracies is respect for fundamental rights and freedoms for all peoples, including sexual and gender identity minorities. LGBTQI+ human rights are among the most contested human rights in the twenty-first century. The protection

of LGBTQI+ human rights affects the well-being of millions of people worldwide. LGBTQI+ people are the proverbial “canaries in the coal mine.” In the same way a canary falling silent alerted miners of unsafe conditions, when LGBTQI+ individuals are excluded, attacked, and ignored by a society or a regime, it is a signal that no human rights are safe. On the other hand, a society or regime that fervently protects LGBTQI+ rights is likely to defend all human rights. How a nation treats its most vulnerable populations is an approximation of how much it values human rights overall.

This report utilizes the F&M Global Barometer of Gay Rights (GBGR), the F&M Global Barometer of Transgender Rights (GBTR), and the F&M Global Barometer LGBTQI+ Perception Index (GBPI) data to illuminate the current legislative and lived human rights reality facing LGBTQI+ people in the 68 countries where the Bureau of International Narcotics and Law Enforcement Affairs operates.¹

LGBTQI+ people should be included in non-discrimination laws, equality before the law, right to a fair trial, and access to justice. This report analyzes the extent to which the 68 countries covered by the Bureau of International Narcotics and Law Enforcement Affairs (INL) protect LGBT human rights.²

1.4 Report Objectives

This report aims to:

- Measure the legislative and lived realities for LGBTQI+ rights and individuals for the 68 countries in which the INL works, both separately and in comparison with one another.

¹ The F&M Global Barometers, in partnership with the Council for Global Equality, also created the LGBTQI+ Human Rights Report Cards (HRRCs) for the White House Summit for Democracy. We did not include an analysis of the HRRCs in this report because less than half of the INL-focused countries were included in the White House Summit for Democracy. For reference, the overlapping countries are: Albania, Armenia, The Bahamas, Belize, Cabo Verde, Colombia, Congo (Kinshasa), Costa Rica, Dominican Republic, Georgia, Ghana, Guyana, Honduras, India, Indonesia, Iraq, Jamaica, Kenya, Kosovo, Liberia, Malaysia, Mexico, Montenegro, Nepal, Niger, Nigeria, North Macedonia, Pakistan, Panama, Peru, Philippines, Senegal, Serbia, Suriname, Trinidad and Tobago and Ukraine.

² For the purposes of this report, all analysis and results are based on the data from the 68 countries that the Bureau of International Narcotics and Law Enforcement Affairs cover in comparison to the F&M Global Barometers 204 global dataset. These 68 countries will be used as the N= for the “Overall GBGR and GBTR Results” section. Those 68 countries are: Albania, Armenia, The Bahamas, Bangladesh, Belize, Benin, Bosnia and Herzegovina, Burkina Faso, Burma, Cabo Verde, Central African Republic, Colombia, Congo (Kinshasa), Costa Rica, Cote d’Ivoire, Dominican Republic, Egypt, El Salvador, The Gambia, Georgia, Ghana, Guatemala, Guinea, Guyana, Haiti, Honduras, India, Indonesia, Iraq, Jamaica, Kazakhstan, Kenya, Kosovo, Kyrgyzstan, Laos, Lebanon, Liberia, Libya, Malaysia, Mexico, Moldova, Montenegro, Morocco, Mozambique, Nepal, Nicaragua, Niger, Nigeria, North Macedonia, Pakistan, Panama, Peru, Philippines, Senegal, Serbia, Sierra Leone, Somalia, Sri Lanka, Suriname, Tajikistan, Tanzania, Thailand, Trinidad and Tobago, Tunisia, Turkmenistan, Ukraine, Uzbekistan and Vietnam.

In the GBPI results section and the analysis that follows, 18 countries are eliminated from the set due to fewer than 30 responses from these countries: Cabo Verde, Central African Republic, Congo (Kinshasa), The Gambia, Kazakhstan, Kosovo, Kyrgyzstan, Laos, Liberia, Moldova, Mozambique, Niger, Panama, Sierra Leone, Somalia, Tajikistan, Turkmenistan and Uzbekistan.

- Highlight the differing levels of protection and contrasting lived realities for lesbian, gay, and bisexual individuals versus transgender individuals.
- Provide an in-depth analysis of specific countries in order to demonstrate how various legal protections affect GBGR, GBTR, and GBPI scores.³
- Utilize statistical models to locate the correlation between legislative protections, lived realities, and external structural factors such as corruption, democracy and state fragility.

2. GBGR and GBTR Methodology

The F&M Global Barometers use a unique methodology combining quantitative research design with qualitative, real-world considerations. Fundamental principles of human rights inform the items on our barometers, which are operationalized using binary variables (1 or 0). The F&M Global Barometers go beyond measuring legislative action or inaction, and they provide a holistic assessment of whether countries are human rights protecting or persecuting toward their sexual orientation and gender identity minorities.

Nations are grouped into regions based on the United Nations Development Program (UNDP) country classifications. The GBGR[®] features 27 items and the GBTR[™] features 17 items. Items are chosen based on the availability of reliable data for 204 countries and are assessed based on five dimensions: De Jure Protection, De Facto (Civil & Political) Protection, LGBT Rights Advocacy, Socio-Economic Rights, and Societal Persecution. **Table 1** and **Table 2**, below, illustrate the items and dimensions on which the GBGR and GBTR focus.

³ The results for the GBGR are based on the year 2020, while the GBPI survey ran in the summer of 2022. Although two years apart, legislative change between years is small enough that the comparison is still statistically sound. Additionally, the GBGR measures the rights of only the LGBT community, while the GBPI is inclusive of the wider LGBTQI+ community.

Table 1. F&M Global Barometer of Gay Rights Scorecard

Item Number	Global Barometer of Gay Rights Scorecard
DE JURE PROTECTION OF SEXUAL MINORITIES	
1	No death penalty for sexual orientation
2	No life sentence for sexual orientation
3	No prison term for sexual orientation
4	No criminalization of sexual orientation
5	Hate crimes legislation includes sexual orientation
6	Sexual minorities are not restricted or banned from serving in the military
7	Civil unions for sexual minorities are allowed
8	Same-sex marriage is allowed
DE FACTO (CIVIL & POLITICAL) PROTECTION OF SEXUAL MINORITIES	
9	Freedom from arbitrary arrest based on sexual orientation
10	Head of state supports legalization of homosexuality
11	Head of state supports same-sex civil unions/same-sex marriage
12	Majority of citizens are accepting of homosexuality
13	Hate speech laws include sexual orientation
14	Sexual minorities have the right to privacy
15	Sexual orientation does not prejudice the right to a fair trial
LGBT RIGHTS ADVOCACY	
16	LGBT organizations are allowed to legally register
17	LGBT organizations exist
18	LGBT organizations are able to peacefully and safely assemble
19	LGBT pride events are allowed by the state
20	Security forces provide protection to LGBT pride participants
SOCIO-ECONOMIC RIGHTS	
21	Fair housing anti-discrimination laws include sexual orientation
22	Workplace anti-discrimination laws include sexual orientation
23	Healthcare anti-discrimination laws include sexual orientation
24	Same-sex couples are allowed to jointly adopt
SOCIETAL PERSECUTION	
25	No known acts of murder against sexual minorities
26	No known acts of violence against sexual minorities
27	Crimes based on sexual orientation are reported to police

Table 2. F&M Global Barometer of Transgender Rights Scorecard

Item Number	Global Barometer of Transgender Rights Scorecard
DE JURE PROTECTION OF GENDER IDENTITY MINORITIES	
1	No criminalization of gender identity or expression
2	Gender identity minorities are not restricted or banned from serving in the military
3	Country has legal recognition of gender identity
4	No physiological alteration requirement for gender identity recognition
5	No psychiatric diagnosis requirement for gender identity recognition
DE FACTO (CIVIL & POLITICAL) PROTECTION OF GENDER IDENTITY MINORITIES	
6	No arbitrary arrest based on gender identity
LGBT RIGHTS ADVOCACY	
7	LGBT organizations are allowed to legally register
8	LGBT organizations exist
9	LGBT organizations are able to peacefully and safely assemble
10	LGBT pride events are allowed by the state
11	Security forces provide protection to LGBT pride participants
SOCIO-ECONOMIC RIGHTS	
12	Fair housing anti-discrimination laws include gender identity
13	Workplace anti-discrimination laws include gender identity
14	Healthcare anti-discrimination laws include gender identity
SOCIETAL PERSECUTION	
15	No known acts of murder against gender minorities
16	No known acts of violence against gender minorities
17	Crimes based on gender identity are reported to police

Countries are measured on a scale of 0-100% and graded from A-F with A (100%) being the highest and F (0%) the lowest. Countries that score an A are considered to be protecting of their LGBT population, while countries that score an F are considered to be actively persecuting their LGBT population. **Figure 1**, below, illustrates the grading system for the GBGR and GBTR.

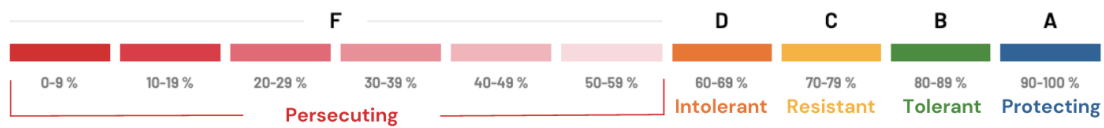


Figure 1. GBGR and GBTR Grading Scale

3. GBPI Methodology

The F&M Global Barometers Perception LGBTQI+ Index (GBPI) is an ambitious, pioneering survey aimed at gauging the LGBTQI+ community’s perception of human rights in 204 countries and territories.

The survey was live from June 28 - September 29, 2022. It was created to attempt to determine the global lived human rights reality of LGBTQI+ people, a measure not adequately captured in prior research. The GBPI was created not just for research; rather, it can be used

by activists, policy-makers, government officials, and laypeople to understand the global human rights realities of LGBTQI+ people in their own words.

The F&M Global Barometers team created the survey in collaboration with the Council for Global Equality and the Center for Opinion Research at Franklin & Marshall College. Understanding that most people do not enjoy taking surveys, we designed the survey to be short but efficient, focusing on key issues facing LGBTQI+ people worldwide: safety, violence, acceptance, fear, victimization, safety in gatherings, and level of discrimination. The survey passed a rigorous Franklin & Marshall College Institutional Review Board (IRB) process to ensure that LGBTQI+ individuals would not be harmed in any way through their participation in the survey.

The GBPI survey was translated into four languages (Arabic, English, French, and Spanish) by professional translators and then shared with global LGBTQI+ community partners in order to ensure that translations were culturally sensitive. The FMGB partnered with the Council for Global Equality, Grindr 4 Equality, Eden, HER, and LGBTQI+ civil society organizations worldwide to disseminate the survey. The survey was internet-based and housed on a dedicated ADA-compliant website.

The survey asked respondents to rate their lived human rights experiences as members of the LGBTQI+ community on a Likert scale from 1 to 5, with 1 being the lowest (negative) and 5 being the highest (positive). Each country was assigned a letter grade between A-F using a standardized grading scale (illustrated below). The letter grades were further quantified so that an F corresponded to between 0-59%, a D between 60-69%, a C between 70-79%, a B between 80-89%, and an A between 90-100%.

The questions are as follows:

- **Question 1 (Safety):** During the past 12 months, on a scale of 1 to 5, where 1 means “not at all safe” and 5 means “very safe,” how safe do you feel living as an L, G, B, T or I person in your country?
- **Question 2 (Acceptance):** During the past 12 months, on a scale of 1 to 5, where 1 means “not at all accepted” and 5 means “fully accepted,” how accepted do you feel as an LGBTI person by your society?
- **Question 3 (Fear):** During the past 12 months, on a scale of 1 to 5, where 1 means “very fearful” and 5 means “not at all fearful,” how fearful are you of being arrested, harassed or blackmailed by security forces/police because of your sexual orientation, gender identity or intersex status?
- **Question 4 (Violence):** During the past 12 months, on a scale of 1 to 5, where 1 means “very likely” and 5 means “not at all likely,” how likely are you to be a victim of violence due to your sexual orientation, gender

identity or inter-sex status?

- **Question 5 (Safety in Gathering):** During the past 12 months, on a scale of 1 to 5, where 1 means “very likely” and 5 means “very safe,” how safe do you feel gathering with other LGBTI people in public?
- **Question 6 (Discrimination):** During the past 12 months, on a scale of 1 to 5, where 1 means “all the time” and 5 means “never,” how frequently do you experience discrimination in your day-to-day life due to your LGBTI status?

Demographic questions were included which allowed for disaggregation of survey responses based on:

- a) Country
- b) Location: rural versus urban
- c) Age: under 25, Between 25 and 35, Between 36 and 55, and Over 55
- d) Identity: Lesbian, Gay, Bisexual, Transgender Man, Transgender Woman, Intersex, Queer, Non-binary or Other.

Individuals taking the survey could opt to select one or multiple identities. They also had the option of leaving comments, which many did, and the option of not answering any particular question or not providing demographic information. **Figure 2**, below, illustrates the grading scale for the GBPI.

F	D	C	B	A
Negative	Somewhat Negative	Neither Positive Nor Negative	Somewhat Positive	Positive

Figure 2. GBPI Grading Scale

4. Legislative Realities: GBGR & GBTR Results

4.1 The F&M Global Barometer of Gay Rights (GBGR) Results

Most countries earned a failing grade on the F&M Global Barometer of Gay Rights in 2020. In other words, the majority of countries were persecuting towards lesbian, gay, and bisexual individuals. In 2020, the average GBGR global score was 49 percent. 62 percent of countries earned a grade of F on the GBGR. Only 12 percent earned a grade of A, see **Figure 3** below.

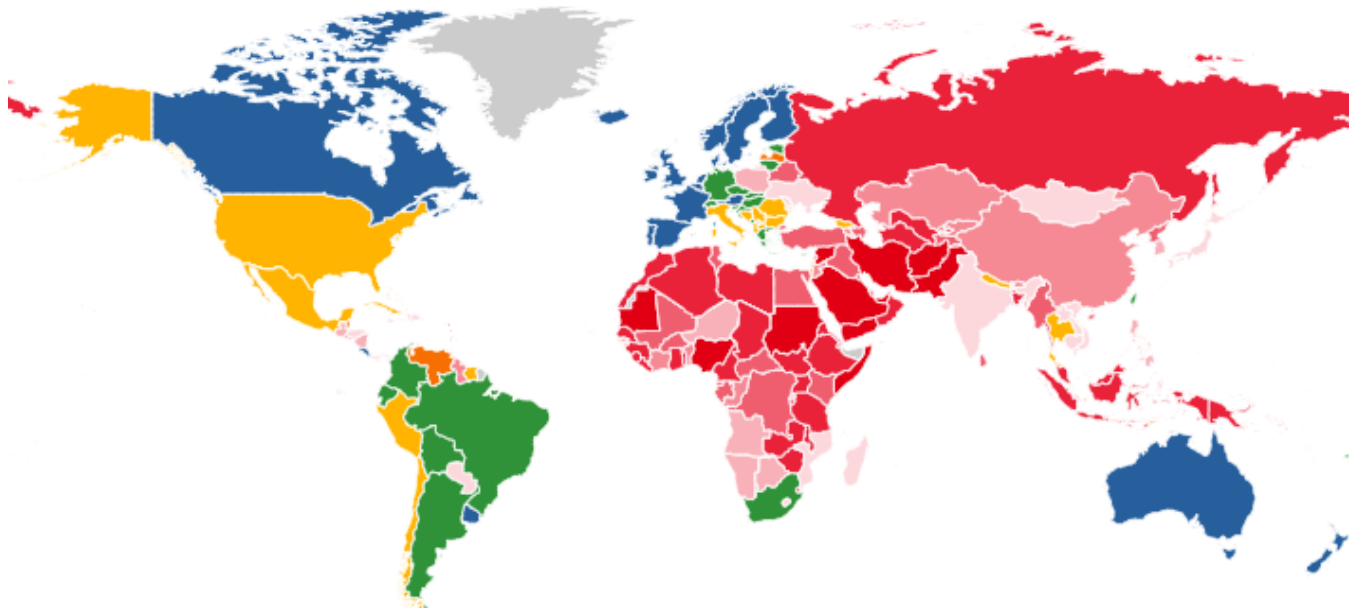


Figure 3. 2020 F&M Global Barometer of Gay Rights Global Results

The 2020 GBGR global average for the 68 INL-focused countries is only 41 percent. In other words, on average, the INL-focused countries scored lower than the overall world average on LGB human rights. **Figure 4**, below, illustrates the global variance in GBGR INL 2020 scores.

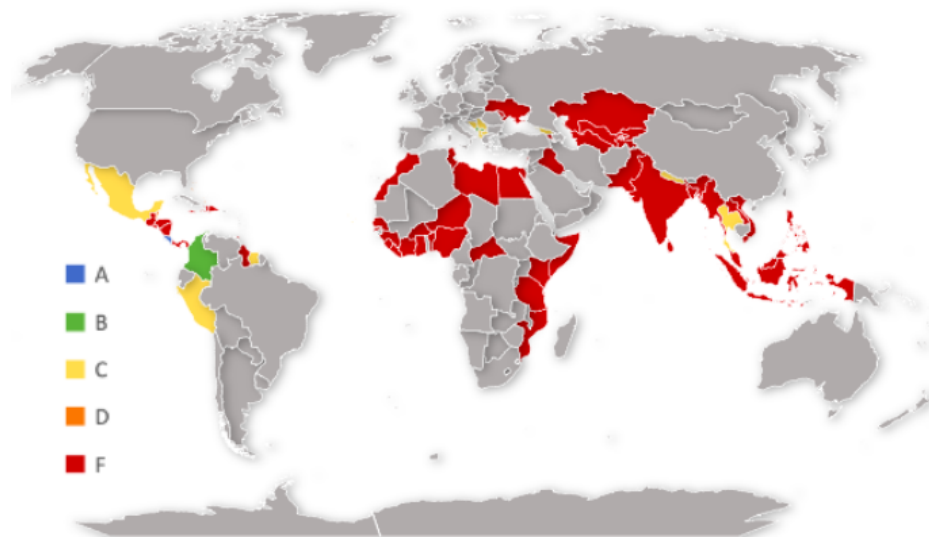


Figure 4. 2020 F&M Global Barometer of Gay Rights INL Countries Results

The breakdown by GBGR tolerance category is found below in **Table 3** for all countries and in **Table 4** for INL-focused countries. The N for the world category is 204 countries and territories and the N for the INL-focused countries is 68. There is a clear percentage discrepancy in the "Protecting" category when

we compare global to INL countries on the GBGR: 12 to one percent. Similarly, only four percent of INL countries score a B, while 13 percent of all countries score a B on the GBGR. Even more concerning, 75 percent of INL countries are “Persecuting” while 70 percent of all countries earn a score of F or persecuting.

Table 3. Global GBGR Categories

GBGR (2020) Category	# of Countries	% of Countries
A Protecting	10	5%
B Tolerant	27	13%
C Resistant	13	6%
D Intolerant	11	5%
F Persecuting	143	70%

Table 4. INL GBGR Categories

GBGR (INL, 2020) Category	# of Countries	% of Countries
A Protecting	1	2%
B Tolerant	3	4%
C Resistant	11	16%
D Intolerant	2	3%
F Persecuting	51	75%

4.1a Top and Bottom-Scoring INL-Focused Countries on the GBGR






Below are the top and bottom-scoring countries of the INL set. For comparative purposes, the countries with the overall highest world 2020 GBGR scores are: Austria (100%), Denmark (100%), Finland (100%), Luxembourg (100%), and Malta (100%). Sweden and Uruguay also scored 100 percent in 2020. The following countries had the lowest world 2020 GBGR scores: Iran (4%), Nigeria (4%), Saudi Arabia (4%), Somalia (4%), and Yemen (4%). The world GBGR set has higher-scoring countries, while the INL set includes some of the lowest-scoring countries. This is presumably due to the exclusion of high-scoring Western European countries in the INL set. **Table 5** and **Table 6**, below, illustrate the GBGR 2020 scores for INL countries.

Two of the highest-scoring INL-focused countries are in Central America and Central/Eastern Europe (Costa Rica and Montenegro) with the other three highest-scoring countries in South America and Central/Eastern Europe. The lowest-scoring countries are found in Sub-Saharan Africa (Nigeria, Somalia, The Gambia), Asia/Pacific (Pakistan and Bangladesh), and the Middle East/North Africa (Libya). For a complete breakdown by GBGR, GBTR, and GBPI score, see Appendix 1.






Table 5. Highest Scoring INL Countries

Table 6. Lowest Scoring INL Countries

Top 5 INL GBGR Scores (2020)

	Costa Rica	92%
	Montenegro	85%
	Colombia	81%
	Kosovo	81%
	Albania	78%

Bottom 5 INL GBGR Scores (2020)

	Nigeria	4%
	Somalia	4%
	Gambia	7%
	Pakistan	7%
	Bangladesh	11%

*Libya, Sierra Leone, and Tanzania also scored an 11% in 2020

4.1b Regional INL Averages on the GBGR

Only two regions scored above a failing grade on the global GBGR in 2020: Western Europe (90 percent) and the Americas (60 percent). Regional results, below in **Table 7**, are lower in the INL set, which is consistent with the lower average in the INL set vis à vis the global GBGR set. The sample size is significantly lower in the INL set (N=68), which eliminates countries in Western Europe altogether and increases the possibility of outliers skewing the results. The Middle East/North Africa (MENA) and Sub-Saharan African regions consistently score the lowest on the GBGR.

Table 7. 2020 Regional INL GBGR and Global Averages

Regional GBGR Overall Averages, 2020			Regional GBGR INL Averages, 2020		
		N=			N=
Americas	60%	37	Americas	57%	17
Asia/Pacific	44%	40	Asia/Pacific	38%	12
Central/Eastern Europe	59%	29	Central/Eastern Europe	53%	15
MENA	19%	20	MENA	19%	6
Sub-Saharan Africa	28%	49	Sub-Saharan Africa	24%	18
Western Europe	90%	29			

4.1c INL-Focused Countries with Biggest Improvements on the GBGR, 2011-2020

Figure 5, below, shows the five INL countries that improved the most on the GBGR from 2011-2020. The numbers listed in the table show the percent increase from 2011 to 2020. The numbers in green at the endpoints of each chart show the starting percentage and the ending percentage score. The points indicate each year's GBGR score, which allows for the visualization of year-to-year score fluctuations.

Belize, Mozambique, and Trinidad and Tobago all experienced significant increases in their score due to decriminalization in (2016, 2015, and 2018, respectively). Georgia's score went up incrementally with improvements in NGOs able to peacefully and safely assemble, freedom from arbitrary arrest, and security forces providing protection to LGBT pride participants.

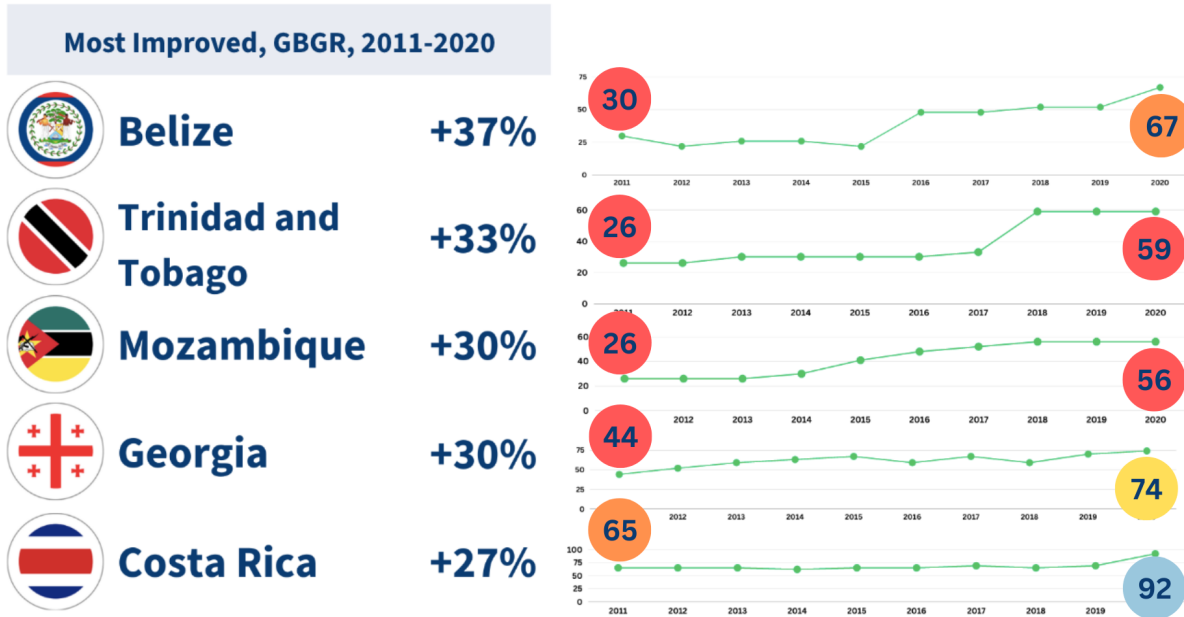


Figure 5. Countries that Experienced the Most Improvement (GBGR: 2011-2020)

4.1d INL-Focused Countries that Regressed the Most on the GBGR, 2011-2020

Figure 6, below, shows the five INL-focused countries that experienced the most regression on the GBGR from 2011-2020. All of these countries share the dubious distinction of earning grades of F on the GBGR. Between 2011-2020, Nicaragua's score regressed the most, specifically due to instances of arbitrary arrest and violations of the right to privacy and a fair trial. An LGBTQI+ activist was arrested in 2019⁴, and peer review expert feedback indicates that police forces and private citizens systemically target sexual minorities.

Reports also show evidence of judicial corruption related to LGBTQI+ individuals. The Gambia regressed due to reports of acts of violence against sexual minorities. El Salvador regressed due to a decrease in the right to privacy, an inability for LGBT organizations to peacefully and safely assemble, and a lack of protection by security forces for LGBT pride participants. The Philippines experienced an uneven decline from a low of 52 percent in 2011, to a high of 63 percent in 2018, to a decline of 48 percent in 2020. Instances of arbitrary arrest, variance in security force protection to LGBT pride participants, the allowance of pride events by the state, and the ability of LGBT organizations to peacefully and safely assemble accounted for this variance in score.

⁴ Lavers, M. (2020, January 7). Nicaragua Activist Tortured After Arrest. *The Washington Blade*. <https://www.washingtonblade.com/2020/01/07/nicaragua-lgbtq-activist-tortured-after-arrest/>

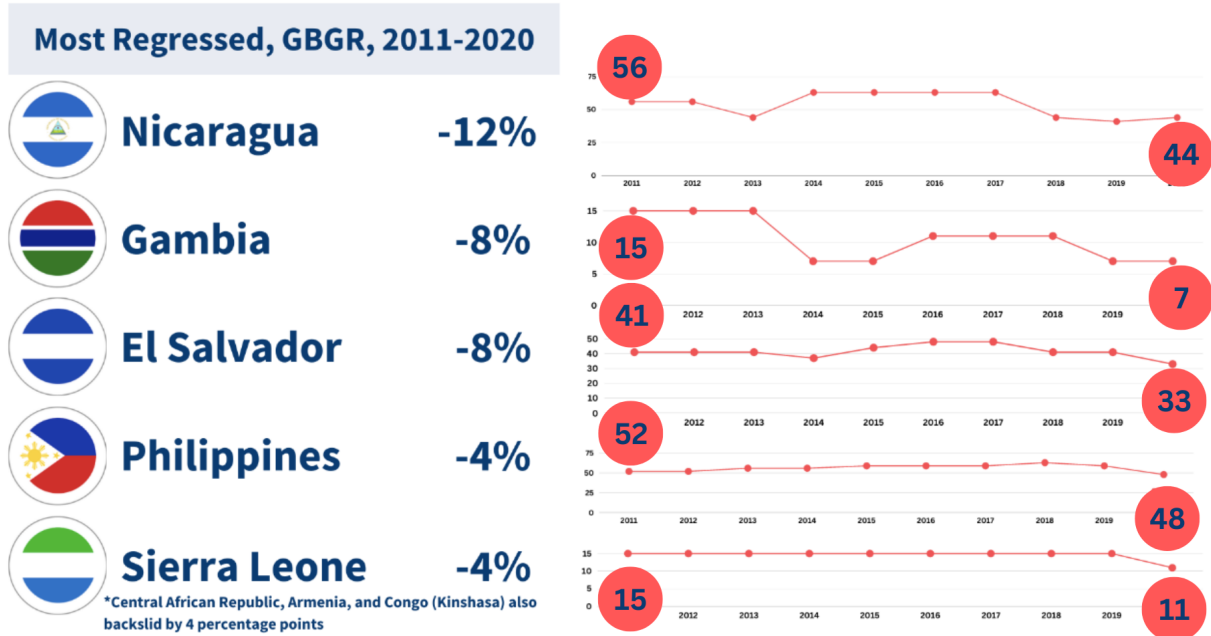


Figure 6. Countries that Experienced the Most Regression (GBGR: 2011-2020)

4.1e Relationship Between GBGR Scores and Rule of Law in INL Countries

Across the board, INL-focused countries fall short of protecting LGB people and providing an environment that treats LGB people equitably under the law. As demonstrated in Table 7 below, only 16 percent of INL countries, or 11/68 were countries where LGB people felt safe reporting crimes based on sexual orientation to the police. This was in comparison to 33 percent of all countries. INL countries also fell short of protecting LGB people from arbitrary arrest based on sexual orientation, with only 41 percent of countries positively scoring on this indicator, in comparison to 49 percent of all other countries. Similarly, only 43 percent of INL countries scored positively on “sexual orientation does not prejudice the right to a fair trial,” while 50 percent of countries globally scored positively on this indicator.

Table 7. Comparative Indicators of Equal Application of Rule of Law in INL-focused Countries v. Global Results

GBGR Indicator	Number of INL Countries Scoring Positively	Number of Global Countries Scoring Positively
Crimes based on sexual orientation are reported to the police	11/68 16%	67/204 33%
Freedom from arbitrary arrest based on sexual orientation	28/68 41%	99/204 49%
Sexual orientation does not prejudice the right to a fair trial	29/68 43%	101/204 50%

4.2 The F&M Global Barometer of Transgender Rights (GBTR) Results

Transgender people and their rights are overlooked when clumped together with their lesbian, gay, and bisexual counterparts. The GBTR allows for a comparative analysis of transgender rights with LGB rights (GBGR). Unfortunately, the global results for the GBTR in 2020 are worse than the 2020 GBGR results; see below, **Figure 7**.

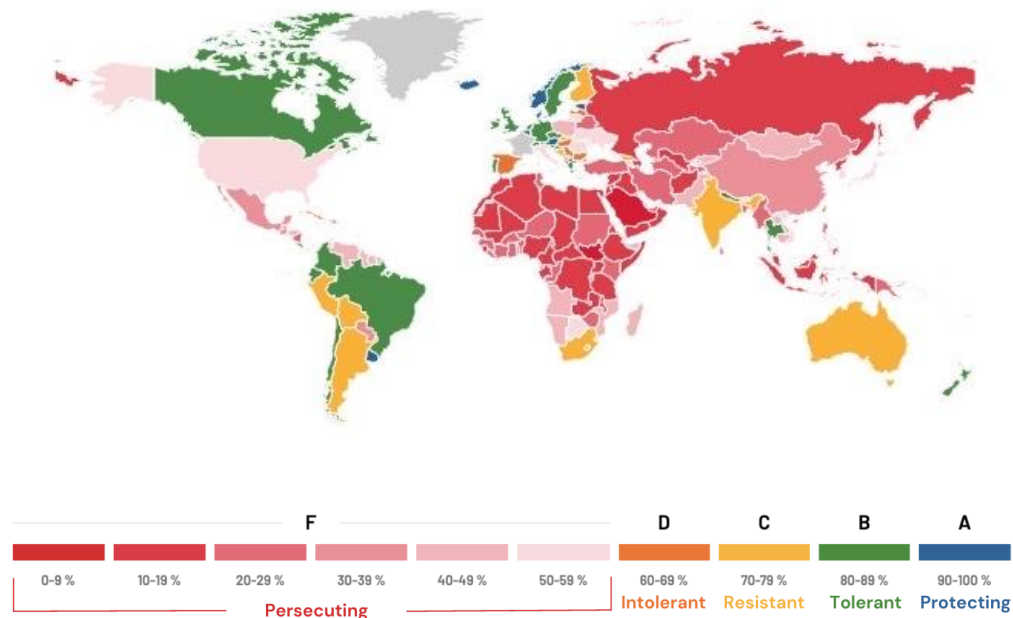


Figure 7. GBTR 2020 World Results

Similar to the results of the 2020 GBGR global scores, the majority of countries earned a grade of F on the GBTR. The global average score for the 2020 GBTR is only 46 percent, with only five percent of countries earning a grade of A, and the majority, or 70 percent, earning a grade of F (**Table 8**). The INL countries perform even more poorly, with only one percent of countries scoring a grade of A, and the majority, or 81 percent scoring an F, or “Persecuting.”

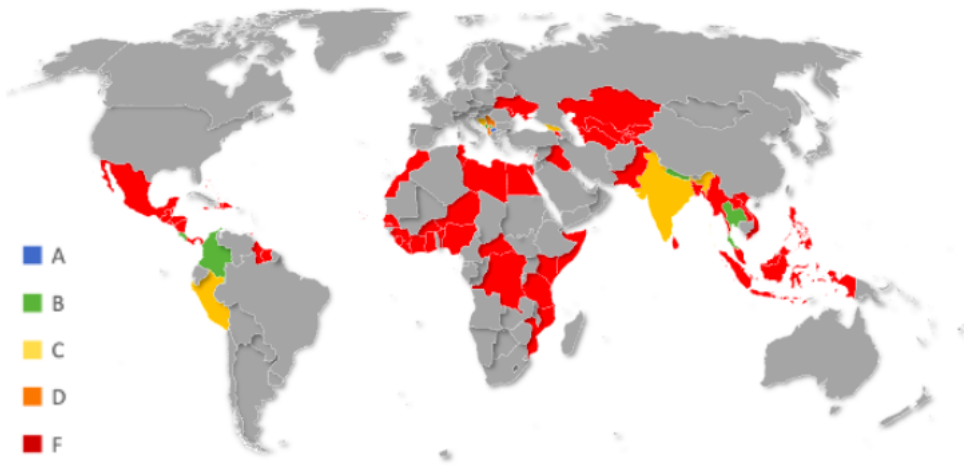


Figure 8. 2020 INL Countries GBTR Scores

The global GBTR average for the 68 INL-focused countries in 2020 is only 40 percent or an F. This is six percent less than the global GBTR average of 46 percent. The tables below show the breakdown of the number (and percentage of the overall N=) of the 204 global countries and the 68 INL countries in each of the GBTR categories. Clearly, a larger percentage of the global countries score in the higher categories on the GBTR than the INL countries, which is likely due to the INL’s exclusion of Western European countries, which include some of the highest-scoring countries. A much larger percentage of INL countries score in the F (“Persecuting”) category than all global countries, by over 10 percent.

Table 8. Global GBTR Categories

GBTR (2020) Category	# of Countries	% of Countries
A Protecting	10	5%
B Tolerant	27	13%
C Resistant	13	6%
D Intolerant	11	5%
F Persecuting	143	70%

Table 9. INL Country GBTR Categories

GBTR (INL, 2020) Category	# of Countries	% of Countries
A Protecting	1	1%
B Tolerant	6	9%
C Resistant	4	6%
D Intolerant	2	3%
F Persecuting	55	81%

4.2a Top and Bottom Scoring INL Countries on the GBTR

Below are the top- and bottom-scoring countries on the GBTR of the INL set. For comparative purposes, the countries with the overall highest world 2020 GBTR scores are: Luxembourg (100%), Malta (100%), and Norway (100%). The following countries had the lowest world 2020 GBTR scores: Brunei (6%), Saudi Arabia (6%), and South Sudan (6%). **Table 10** and **Table 11**, below, illustrate the GBTR 2020 scores for INL countries.

The majority of the highest-scoring countries on the GBTR in the INL set are from Central/Eastern Europe/Eurasia, with one from the Americas, and two from the Asia/Pacific region. North Macedonia is






the only country in the INL set that scored an A on the GBTR. It is notable, however, that the three lowest-scoring countries on the GBTR are not included in the INL data set. Still, five INL countries scored a meager 12 percent, having only two positive indicators out of 17. For a complete breakdown by GBGR, GBTR, and GBPI score, see **Appendix 1**.

Table 10. Highest Scoring GBTR INL Countries

Top 5 INL GBTR Scores (2020)		
	North Macedonia	94%
	Montenegro	88%
	Colombia	82%
	Kosovo	82%
	Nepal	82%

*Thailand also scored an 82% in 2020

Table 11. Lowest Scoring GBTR INL Countries

Bottom 5 INL GBTR Scores (2020)		
	Gambia	12%
	Indonesia	12%
	Libya	12%
	Malaysia	12%
	Nigeria	12%

4.2b Regional INL Averages on the GBTR

INL-countries' regional GBTR averages are lower than the global data-set averages (see **Table 12**). Only the MENA region has the same percentage GBTR average in both the INL country data set and the global data set. The greatest difference is within the Americas, where the GBTR regional average for the global data set is 53 percent as opposed to 48 percent -- a five percent difference.

Table 12. Regional GBTR Averages, Global v. INL Countries

Regional GBTR Overall Averages, 2020	N=	Regional GBTR INL Averages, 2020	N=		
Americas	53%	37	Americas	48%	17
Asia/Pacific	44%	40	Asia/Pacific	43%	12
Central/Eastern Europe	57%	29	Central/Eastern Europe	55%	15
MENA	20%	20	MENA	20%	6
Sub-Saharan Africa	28%	49	Sub-Saharan Africa	25%	18
Western Europe	80%	29			

4.2c INL-Focused Countries with Biggest Improvements on the GBTR, 2011-2020

North Macedonia is the only INL country that scores an A on the GBTR. North Macedonia drastically improved its score by 53 percent from 2011-2020 due to the passage of self-determination legal gender recognition and anti-discrimination legislation. Bosnia and Herzegovina was a close second with a 47 percent improvement from 2011-2020 on the GBTR. The countries with the most improvement came from Central Europe with the exception of India, which improved by 30 percentage points. Of those Central European countries, three were from the former Yugoslavia.

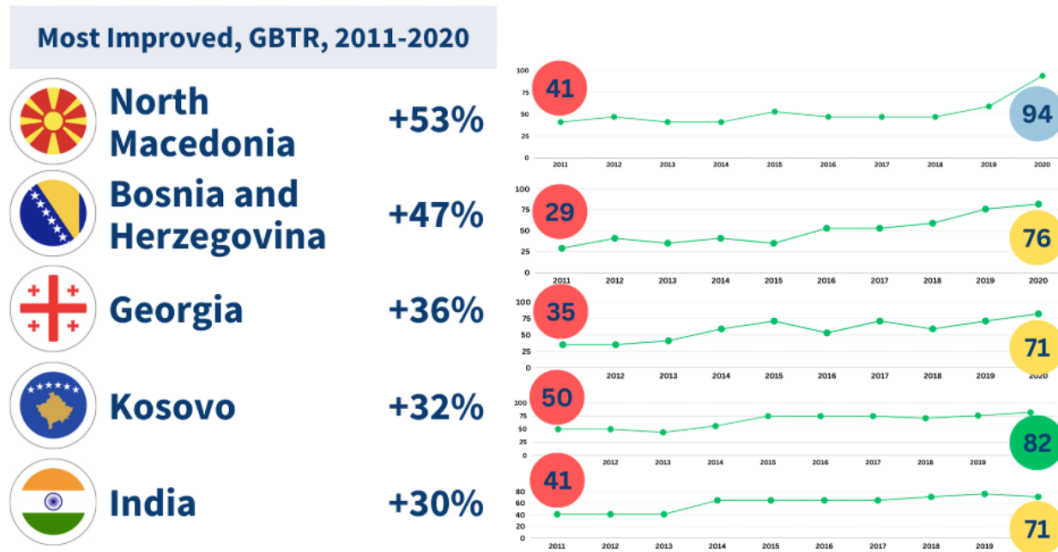


Figure 9. INL-Focused Countries with the Most Improvement on the GBTR, 2011-2020

4.2d INL-Focused Countries that Regressed the Most on the GBTR, 2011-2020

Several countries in the INL data set also experienced regression from 2011-2020. Nicaragua, in particular, saw the most significant decline in score by 29 percent from 2011-2020. This decline can be attributed to the overall deterioration of democracy in Nicaragua, with a particular decline in the indicators related to safety in public gatherings, arbitrary arrests, acts of violence and acts of murder perpetrated toward the transgender community.

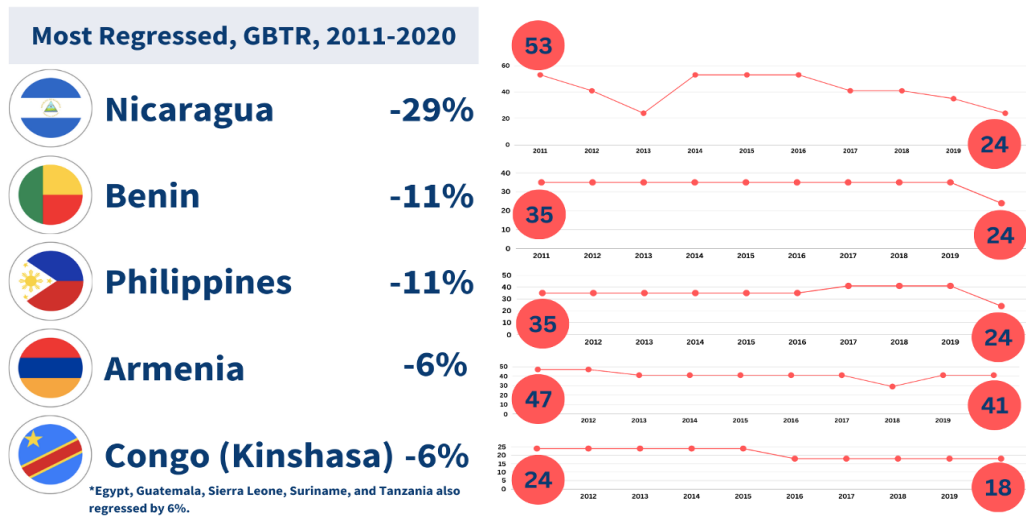


Figure 10. INL-Focused Countries with the Most Regression on the GBTR, 2011-2020

Legislative realities do not necessarily mirror lived human rights realities for LGBT people. Consequently, it is important to examine the lived human rights realities for LGBT people in comparison with their legislative realities. The global legislative reality for LGBT people is not promising. For the most part, although progress has been made over the last decade (2011-2020), it has been regionally skewed and country-specific, with the majority of countries continuing to earn a grade of F on the GBGR. This is especially the case for the INL-focused countries that tend to have the lowest scores on the GBGR.

Legislative progress is important, but it does not tell the entire story. The F&M Global Barometers LGBTQI+ Perception Index rounds out our story, comparing legislative reality with lived LGBTQI+ human rights realities on the ground.

5. Lived Realities: GBPI Results

The F&M Global Barometers LGBTQI+ Perception Index (GBPI) garnered over 171,000 responses from over 204 countries and territories. When “cleaned,” the completed surveys totaled 167,382 from 204 countries and territories.⁵ The highest response rate came from Mexico: 26,018 completed surveys. The second and third highest response rates came from the United States, with 14,046 responses, and Spain, with 11,706 responses. Sixty-one countries with fewer than 30 responses were omitted. In total, 136 countries were included in the analysis. Both the average and median global scores were **59 percent or an F**. In other words, the majority of countries in the world earned an F grade on the GBPI. The overall global GBPI scores are illustrated below in **Figure 11**.

⁵ Duplicate surveys were removed as were surveys that were filled out by individuals who did not identify as a member of the LGBTQI+ community.

F&M Global Barometers LGBTQI+ Perception Index (2022)

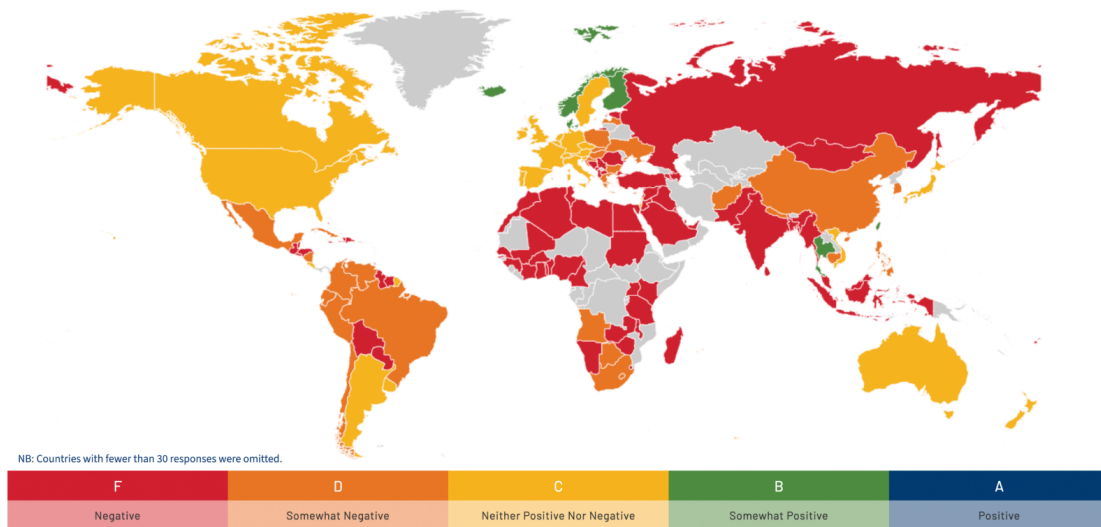


Figure 11. F&M Global Barometers LGBTQI+ Perception Index (2022)











In the data set of 68 INL-focused countries, the GBPI global average was **51 percent or an F**. In other words, the majority of INL-focused countries earned an F grade in terms of the lived human rights reality for LGBTQI+ people. This was lower than the world GBPI average of 59 percent. **Tables 13 and 14**, below, summarize the top- and bottom-scoring INL countries on the GBPI.

5.1 Top and Bottom INL GBPI Scores

The highest-scoring country on the GBPI in the INL data set is Thailand with 80 percent. Thailand only scores a 74 percent (“Resistant”) on the GBGR in 2020, but scores an 82 percent (“Tolerant”) on the GBTR. At the other end of the spectrum, Guinea is the lowest-scoring country on the GBPI in the INL data set, scoring 32 percent. Guinea scored 19 and 24 percent respectively on the GBGR and the GBTR in 2020. While we cannot equivalently compare the GBGR, GBTR, and GBPI scores, they do give us insight into countries where scores are significantly different.

Table 13. Top INL GBPI Scores

Table 14. Bottom INL GBPI Scores

Top 5 INL GBPI Scores (2022)			Bottom 5 INL GBPI Scores (2022)		
	Thailand	80%		Guinea	32%
	Costa Rica	73%		Ghana	34%
	Vietnam	71%		Nigeria	34%
	Philippines	70%		Egypt	36%
	Mexico	66%		Senegal	37%

5.2 INL GBPI Regional Results

In general, the global GBPI dataset has higher regional averages than the INL country dataset. This is consistent with the higher overall GBPI average (see **Tables 15 and 16** below).

Table 15. Regional GBPI INL Averages Table 16. Regional GBPI Global Averages

Regional GBPI Overall Averages, 2020			Regional GBPI INL Overall Averages, 2020		
		N=			N=
Americas	61%	29	Americas	56%	16
Asia/Pacific	62%	24	Asia/Pacific	57%	11
Central/Eastern Europe	59%	20	Central/Eastern Europe	55%	8
MENA	46%	15	MENA	41%	6
Sub-Saharan Africa	46%	25	Sub-Saharan Africa	39%	9
Western Europe	75%	23			

6. Legislative and Lived Realities Compared

6.1 GBGR (2020) and GBPI (2022) Comparison

The correlation coefficients below show an extremely strong relationship between the legislative reality of the GBGR (2020) and the lived reality of the GBPI (2022). This relationship suggests that as legislative reality improves, lived reality does as well. However, we note that although this suggests a relationship between the two variables, no causation can be proven through this analysis. That is, we cannot prove that improved LGBTQI+ legislation *affects* lived reality, or vice versa, or that one variable moves before the other. Still, this relationship is novel due to its linkage of the two factors and the suggestion that more protecting countries also have a more positive lived reality for its LGBTQI+ community.

	Pearson	Spearman	tau-b
GBGR	0.747**	0.771**	0.577**

* Correlation is significant at the 0.05 level

Figure 12. The Correlation Between GBGR (2020) and GBPI (2022)

Figure 12, below, is a graph of the results, plotted with a line of best fit. Thailand is the clearest outlier considering its high GBPI score, and in comparison to other INL countries, a relatively high score on the GBGR. The left lower corner exemplifies outliers such as Pakistan, Malaysia, Morocco, and Lebanon; these countries score much higher on the GBPI (lived reality) than on the GBGR (legislative reality). Conversely, countries such as the Bahamas, Albania, and North Macedonia score much higher on the GBGR (legislative reality) than on the GBPI (lived reality). Still, the steepness of the line suggests a strong correlation, as does the relatively tight clustering around the line.

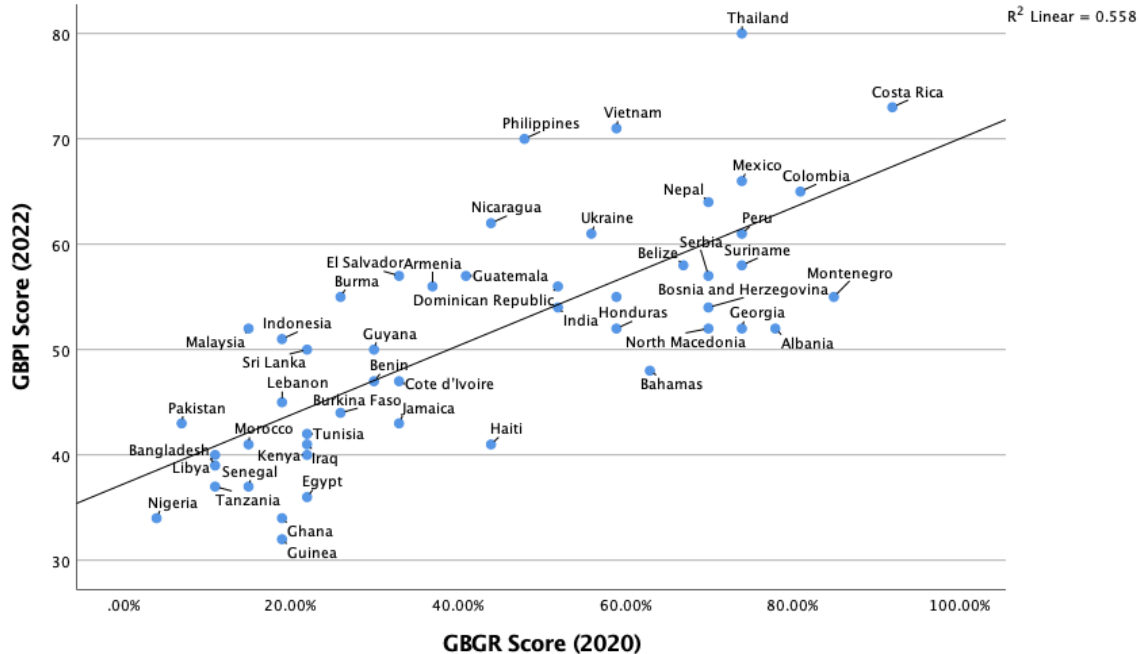


Figure 13. GBPI (2022) v. GBGR (2020)

6.2 Countries that Diverge on Legislative and Lived Realities

While lived and legislative realities clearly correlate, there are some notable outliers. Below are the top five countries that diverge in each direction. These cases are of note not only for their divergence from the trend as illustrated above but also due to their prompting of the question “why?” Why do these countries have either a higher or lower perception of lived reality than what we predict their legislative protections should warrant? Is the discrepancy due to a more accepting or persecuting social

atmosphere, or because of the community’s consciousness of their rights or lack thereof? One of the windows into this question of causation and structural interaction is commentary from respondents, examined in the following sections.






Countries with a Higher GBGR Score than GBPI Score			
Country	GBGR	GBPI	% Diff.
 Montenegro	85%	55%	30%
 Albania	78%	52%	26%
 Georgia	74%	52%	22%
 Costa Rica	92%	73%	19%
 North Macedonia	70%	52%	18%

Figure 14. Countries with a Higher GBGR (2020) Score than GBPI (2022) Score











Countries with a Higher GBTR Score than GBPI Score			
Country	GBTR	GBPI	% Diff.
 North Macedonia	94%	52%	42%
 Montenegro	88%	55%	33%
 Bosnia and Herzegovina	76%	54%	22%
 Georgia	71%	52%	19%
 Nepal	82%	64%	18%

Figure 16. Countries with a Higher GBTR (2020) Score than GBPI (2022) Score

Countries with a Higher GBPI Score than GBGR Score			
Country	GBGR	GBPI	% Diff.
 Malaysia	15%	52%	37%
 Pakistan	7%	43%	36%
 Indonesia	19%	51%	32%
 Nigeria	4%	34%	30%
 Burma	26%	55%	29%

*Libya also had a 29% difference between GBPI and GBR

Figure 15. Country with a Higher GBPI (2022) Score than GBGR (2020) Score






Countries with a Higher GBPI Score than GBTR Score			
Country	GBTR	GBPI	% Diff.
 Philippines	24%	70%	46%
 Malaysia	12%	52%	40%
 Indonesia	12%	51%	39%
 Nicaragua	24%	62%	38%
 Mexico	35%	66%	31%

Figure 17. Countries with a Higher GBPI (2022) Score than GBTR (2020) Score

7. GBPI Question 1: Safety

Question 1: “During the past 12 months, on a scale of 1 to 5, where 1 means “not at all safe” and 5 means “very safe,” how safe do you feel living as an L, G, B, T or I person in your country?”

7.1 Top and Bottom Scoring INL Countries, Question 1

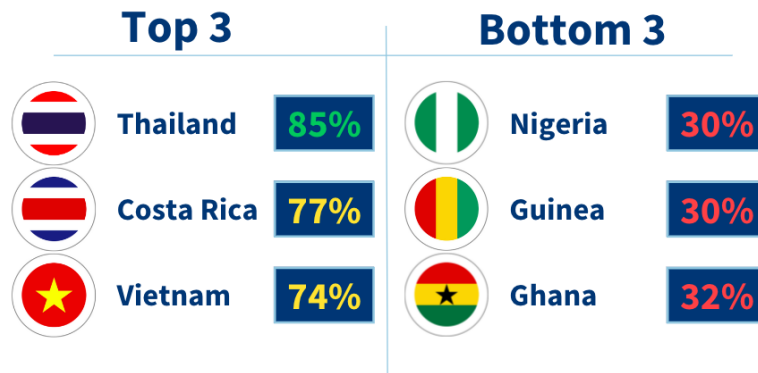
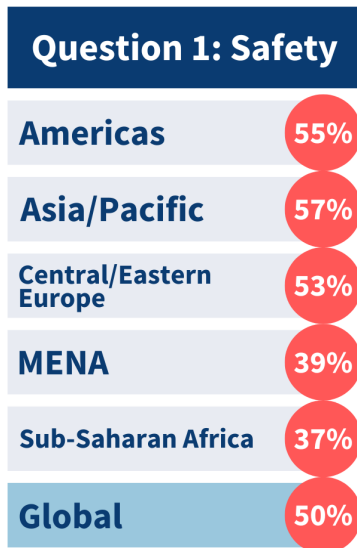


Figure 18. Top and Bottom Scoring Countries, GBPI Q1 (2022)

7.2 Global and Regional Averages, Question 1



Of the 68 INL countries, all regions scored an F, on average, on Question 1: Safety. Of the failing grades, Sub-Saharan Africa scored the lowest, 37%, and the Asia/Pacific region scored the highest, 55%. These results, though sobering, are not surprising; no INL countries scored an A, only one scored a B, three scored a C, five scored a D, and 41 scored an F on the GBPI.

Figure 19. Regional and Global Averages, GBPI Q1

7.3 Comments on Safety from INL Countries

Below are GBPI comments related to “safety.” They appear in their original format and have not been edited for misspellings or grammatical errors.

Egypt: *“First off all thank you so much for the survey. Second thing is safety and security associated to access to LGBTQI health services which is basic human right we are living in a society were we need to do a million of work arounds and security checks before even going to a health care center so many other topics needs to be discussed such as 1- Digital security 2- Gender 3- sexual health right 4- society stigma and discrimination to ppl living with HIV and peers stigma as well. I really wish if there is any round table or any online sessions where I can talk and more and discuss about awareness. Thanks”* - Gay, Between 25 and 35, city

Egypt: *“I hope to get out of this country, as there is no safety for gay people, and we are always exposed to racism and physical and intellectual violence”*- Gay, queer, Between 25 and 35, city

Ghana: *“I really want to escape africa for my safety, I am very scared I may loose my life”* - Bisexual, Between 25 and 35, city

Iraq: *“In Iraq, there is no personal freedom, and there is no safety for homosexuality due to religions and repression”* - Bisexual, Between 36 and 55, city

Mexico: *“These answers would change dramatically outside of Mexico City. Safety is very much dependent of living in well-off areas of a large city.”* - Gay, Between 25 and 35, city

Nigeria: *“Nigeria as a country did not accept gay in way, people around here leaving as gay are at life risk either by been exposed by a close neighbor, kitoed by straight guys who will invite them over for sex or arrested by the force and tortured. More safety measures needs to be implemented to enable queers leave free in this country. Thank you.”* - Gay, Between 25 and 35, city

Philippines: *“I really hope there will be more laws for the ultimate safety of the LGBTQIA+ Community. I really really really hope same sex union will ba allowed in here, the Philippines, as soon as possible.”* - Gay, Between 25 and 35, city

Sierra Leone: *“We literally have to be in the closet for our own safety as LGBTQ in Sierra Leone. So we live a double life pretending to be straight to the public and do our stuffs in secret”* - Bisexual, Between 25 and 35, city

7.4 Case Study: Mexico

Below are key data points that inform Mexico’s score on the GBGR and GBPI. Mexico is of particular interest given that out of the 136 GBPI countries, it has the largest response size with 26,018 responses. Additionally, the lived reality in Mexico scores much lower than the LGB legislative reality as measured by the GBGR.

This case study is broken up into dimensions to further illustrate areas where the concept of “safety” is legislatively protected, as well as to analyze the differences between, for instance, *de facto* and *de jure* protections. Under dimensions of interest, indicators relevant to safety are listed. In Mexico, it is notable that though the GBGR score, or legislative protections, outstrips the GBPI score, Mexico scores a 0 percent in “Societal persecution” and only a 67 percent in *de jure* protections. Suggesting that these indicators directly affect lived reality does not align with our current analysis.

7.4a Mexico GBGR (2020) - 74%

- **Dimension 1: De jure - 67%**

DJ-6: Hate crime legislation includes sexual orientation: 0

While several jurisdictions include provisions in their local Penal Codes regarding crimes motivated by sexual orientation, there is no national legislation protecting all Mexican citizens. Therefore, this indicator gets a zero.

- **Dimension 2: De facto - 100%**
- **Dimension 3: LGBT Rights Advocacy - 100%**
- **Dimension 4: Socioeconomic Rights - 75%**
- **Dimension 5: Societal Persecution - 0%**

SP-25: No known acts of murder against sexual minorities: 0

According to AP News, an LGBT activist in northern Mexico was violently murdered.⁶ In the UN’s denouncement, they stated that this murder was at least the seventh rights activist killed in Mexico in 2020.

SP-26: No known acts of violence against sexual minorities: 0

The incident reported above warrants a zero on this indicator.

SP-27: Crimes based on sexual orientation are reported to police: 0

According to the USDOS Country Reports on Human Rights Practices, LGBT NGOs claimed that police forces mistreated LGBTQ+ individuals in custody and failed to investigate crimes committed against the community.⁷ Due to frequent mistreatment by police, it is less likely that LGB individuals would report sexual-orientation-based crimes.

7.4b Mexico GBPI Scores

Mexico scores in the D range on all GBPI questions except Q5 (Safety in Gathering), where it scores a 72 percent or C. On the whole, the lived reality for LGBTQI+ individuals in Mexico is somewhat poor, and across the six questions, questions related to fear and violence were the lowest, which suggests that LGBTQI+ Mexicans are mistrustful and fearful of security forces and are likely to experience violence.

Table 17. Mexico’s GBPI Question Breakdown

Mexico	GBPI Score
GBPI Q1 Safety	67%
GBPI Q3 Fear of Police	61%
GBPI Q4 Violence	61%
GBPI Overall	66%

⁶ UN Condemns Killing of LGBT activist in Northern Mexico. (2020, September 10). *Associated Press*. <https://apnews.com/article/archive-united-nations-mexico-74b8771daf63551d141212788d4f5014>

⁷ U.S. Department of State. (2021). *2020 Country Reports on Human Rights Practices: Mexico*. <https://www.state.gov/reports/2020-country-reports-on-human-rights-practices/mexico/>

7.4c Comments on Safety from Mexico (GBPI, 2022)

Below are GBPI comments from Mexico related to “safety.” They appear in their original format and have not been edited for misspellings or grammatical errors.

City, bisexual, between 25 and 35: “I live in a relatively safe environment, but my family is very homophobic, and they have been treating me for the past year, which made me change address and work.”

City, gay, between 25 and 35: “I do not go out much, because I don't feel safe. I recently returned from living in the US for years and I feel like I'm back in the closet. A lot of my interactions with society are on social media, where people are pretty harsh against us. Trans people have it the worst. Politicians seem to start sympathizing more with the LGB community, but not with the TQ+ community, if that makes sense.”

Rural, gay, between 25 and 35: “Mexico is not a safe place for a member of the LGBTIQ+ community”

8. GBPI Question 3: Fear of Police

Question 3: “During the past 12 months, on a scale of 1 to 5, where 1 means “very fearful” and 5 means “not at all fearful,” how fearful are you of being arrested, harassed or blackmailed by security forces/police because of your sexual orientation, gender identity, or intersex status?”

8.1 Top and Bottom Scoring INL Countries, Question 3

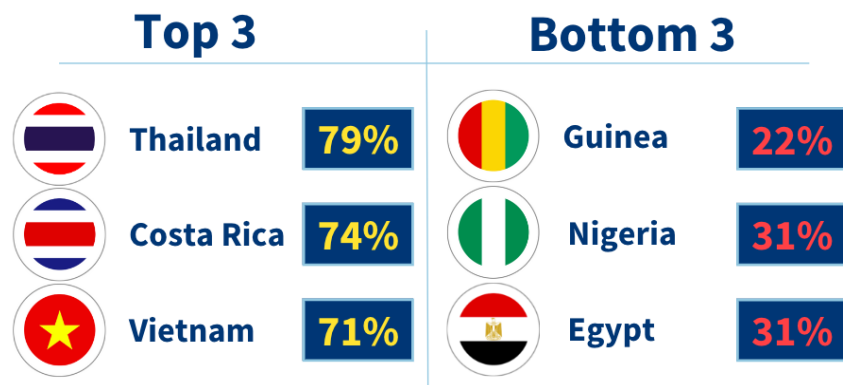
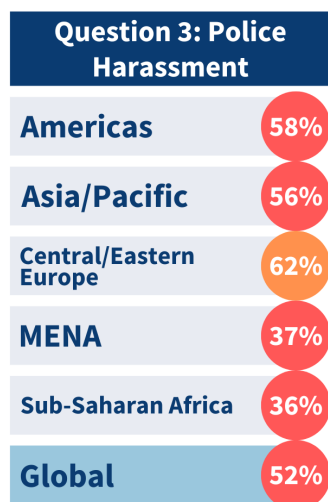


Figure 20. Top and Bottom Scoring Countries, GBPI Q3

8.2 Global and Regional Averages, Question 3



Out of the 68 INL countries, all regions except Central/Eastern Europe/Eurasia scored an F, on average, on Question 3: Police Harassment. Of the failing grades, Sub-Saharan Africa scored the lowest, 36%, and the Central/Eastern Europe/Eurasia region scored the highest, 62%. Overall, 0 countries scored an A, 0 countries scored a B, four countries scored a C, 15 countries scored a D, and 31 countries scored an F.

Figure 21. Regional and Global Averages, GBPI Q3

8.3 Comments on Fear of Police from INL Countries

Below are GBPI comments related to “fear.” They appear in their original format and have not been edited for misspellings or grammatical errors.

Albania: *“Most of the people are hostile, even if you only dress differently or have an unique style. I am more fearfull by the police because even if it is for a routine control they will always treat me bad and call names, playing with peoples dignity.”* - Bisexual, Between 25 and 35, city

Egypt: *“There're urgcent requirements for more safety for LGBT from the police and the blackmailers”* - Gay, Between 25 and 35, city

Georgia: *“In my country people are very homophobic and use church and religion as their source of intentions, they have assaulted many people from queer comunity both physically and verbally, however younger generation seem to be much open then the rest. Even though police oficers may be homophobic they have never engaged in assaulting member of the comunity.”* - Queer, Under 25, city

Ghana: *“The government of Ghana through security forces as well as people within local communities trap lgbtqi people to blackmail then and arrest them for being themselves or alleged to be gay or practicing homosexuals.”* - Gay, Over 55, city

Iraq: *“My country has no rights for homosexuals, as they are arrested by the police, and sometimes they killed them”* - Queer, Between 25 and 35, city

Malaysia: *“Muslim country is having difficulties in accepting something "not natural" from their religion's point of view. Some of the gay Muslims are even refusing to have anal sex because of the same reason, exaggerated by the guiltiness of disobeying their lord. There are also rumours that police officers have grindr account just to spot non Muslim gays and threaten them, no matter for the money, sex, or just humiliation.”* - Gay, Between 25 and 35, city

Nigeria: *“My country does not accept gay we are doing it in a hiding way the police might arrest you I need to get out this country because I'm gay”* - Gay, between 36 and 55, city

Senegal: *“To meet because of the police infiltrate the application, and the gays themselves create ambush to scam their community member”* - Gay, Between 36 and 55, city

Serbia: *“I feel unsafe mostly because I was a victim of violece before as an activist. Also harased by police.”* - Gay, Between 25 and 35, city

Sri Lanka: *“Sexual life highly restricted due to the laws. Those law should be changed. Most Police people arrest gays and threatening and releasing after getting money or their sexual needs. Each and every gay person here have few or more fearful incidents from the Police and the some blackmailing guys. Thank lot for this survey”* - Gay, Between 36 and 55, city

8.4 Case Study: Malaysia

Below are key data points from the GBGR and GBPI that inform Malaysia’s scores on each project. Malaysia has an extremely low GBGR score, and a relatively higher GBPI average. Question 3: Fear of Police, however, is its lowest-scoring question out of Q1, Q3, and Q4.

This case study is broken up into dimensions to further illustrate areas that may affect why LGBTQI+ Malaysians are fearful of security forces. Under specific dimensions, indicators relevant to the fear of police are listed. In Malaysia, the highest-scoring dimension on the GBGR is societal persecution, while *de facto* protections and socioeconomic rights both score a 0 percent. The low score on the GBGR is unsurprising because homosexuality is criminalized, which automatically strips away rights such as freedom from arbitrary arrest and the right to a fair trial, and logically reduces the likelihood of any protections for the criminalized population. Surprisingly, despite the fact that sodomy is criminalized, Malaysia’s GBPI (lived reality) score is much higher than its GBGR score (legislative reality).

Though this analysis is not broad enough to determine why this divergence exists, further research into LGBTQI+ rights and lived realities in Malaysia, in addition to how critical consciousness functions in society, is warranted.

8.4a Malaysia GBGR (2020) - 15%

Dimension 1: De jure - 22%

- **DJ-4. No criminalization of sexual orientation**

Sections 377, 377A, and 377B of the Penal Code criminalize homosexuality or acts of “gross indecency.”

- **DJ-6. Hate crime legislation includes sexual orientation**

According to the International Lesbian, Gay, Bisexual, Trans, and Intersex Association (ILGA), there are no hate crimes protections in Malaysia.⁸

Dimension 2: De facto - 0%

- **DF-10. Freedom from arbitrary arrest based on sexual orientation**

⁸ ILGA World. (n.d.). *Legal Frameworks: Hate Crime Law*. ILGA World Database. Retrieved May 25, 2023, from <https://database.ilga.org/hate-crime-law-lgbti>

Given that homosexuality is criminalized, LGB individuals are subject to potential arrest at all times.

Dimension 3: LGBT Rights Advocacy - 20%

- **RA-20. Security forces provide protection to LGBT pride participants**

Seksualiti Merdeka, an annual gay rights festival, was banned in 2011.⁹ As Pride is illegal, it is assumed that security forces would not protect demonstrators, thereby endangering them.

Dimension 4: Socioeconomic Rights - 0%

Dimension 5: Societal Persecution - 33%

- **SP-27. Crimes based on sexual orientation are reported to police**

The 2020 Country Report on Human Rights Practices in Malaysia reports that police generally invade privacy and act extrajudicially with impunity.¹⁰ Given this trend and the fact that homosexuality is criminalized, it is assumed crimes based on sexual orientation are not reported to the police.

8.4b Malaysia GBPI (2022) Scores

Across all six GBPI questions, Malaysia fails, which aligns with its extremely low scores on the GBGR and the GBTR, as noted above.

Table 18. Malaysia’s GBPI Question Breakdown

Malaysia	GBPI Score
GBPI Q1 Safety	51%
GBPI Q3 Fear of Police	48%
GBPI Q4 Violence	59%
GBPI Overall Score	52%

8.4c Comments on Fear of Police from Malaysia (GBPI, 2022)

Below are GBPI comments from Malaysia related to “fear of police.” They appear in their original format and have not been edited for misspellings or grammatical errors.

City, gay, between 25 and 35: *“Muslim country is having difficulties in accepting something “not natural” from their religion’s point of view... There are also rumours that police officers have grindr account just to spot non Muslim gays and threaten them, no matter for the money, sex, or just humiliation.”*

⁹ Human Rights Watch. Malaysia: Respect Rights of LGBT People. (2020, October 28). Retrieved May 25, 2023, from <https://www.hrw.org/news/2012/12/05/malaysia-respect-rights-lgbt-people>

¹⁰ U.S. Department of State. (2021). *2020 Country Reports on Human Rights Practices: Malaysia*. <https://www.state.gov/reports/2020-country-reports-on-human-rights-practices/malaysia>

City, gay, between 25 and 35: “Discrimination/racism within the gay community is much more scary than blackmailed by police. Racism is bad here, I don't see this problems in NZ/AU, I feel welcome and loved in NZ/AU. Where my country Malaysia I don't feel home just sad.”

City, gay, between 25 and 35: “In Malaysia's capital, Kuala Lumpur, people tend to be a bit more open-minded than elsewhere in the country, but even here, I would say a majority of people disapprove of gay relationships. Same-sex relations are technically a crime, and you do see news headlines of people being convicted and punished. However I think such cases are fairly rare, and the headlines do make Malaysia out to be a bit worse than it actually is. It's also harder for Malays/Muslims here, because an additional set of laws (Sharia) applies to them. The religious police tend to focus their attention on Muslims. For myself, personally, I don't feel safe coming out in the workplace, or to most friends (unless I happen to know they're gay, or accepting). I have many friends who disapprove of gay relationships, but know few who would act violently towards gay people.”

9. GBPI Question 4: Violence

Question 4: “During the past 12 months, on a scale of 1 to 5, where 1 means “very likely” and 5 means “not at all likely,” how likely are you to be a victim of violence due to your sexual orientation, gender identity or intersex status?”

9.1 Top and Bottom Scoring INL Countries, Question 4

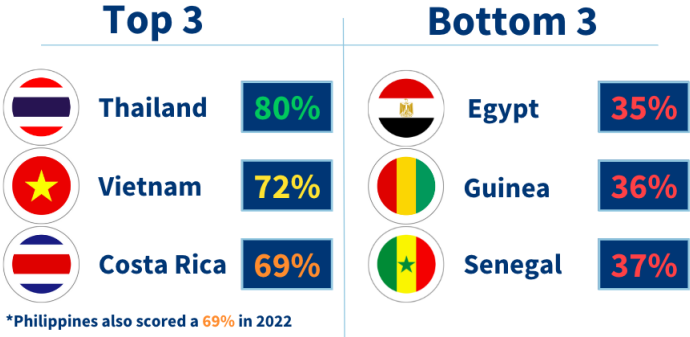
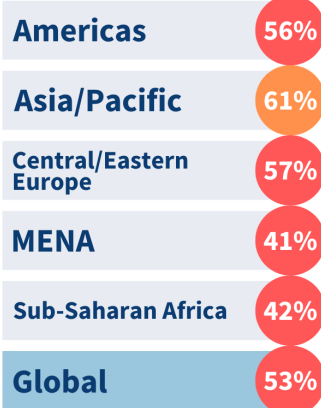


Figure 22. Top and Bottom Scoring Countries, GBPI Q4

9.2 Global and Regional Averages, Question 4

Question 4: Violence



Out of the set of INL countries, all regions except for the Asia/Pacific region scored an F, on average, on Question 4: Violence. Out of the failing grades, the Middle East/Northern Africa region scored the lowest, 41%, and the Asia/Pacific region scored the highest, 61%. 0 countries scored an A, one country scored a B, one country scored a C, 10 countries scored a D, and 38 countries scored an F.

Figure 23. Regional and Global Averages, GBPI Q4

9.3 Case Study: Guinea

As opposed to our other case studies which diverged in legislative and lived realities, Guinea's scores across the board are correlated.

We see clearly that rights vary widely between dimensions when we break up the dimensions to illustrate areas relevant to the concept of "violence." For instance, Guinea scores a 0 percent on *de facto* rights on the GBGR, but 67 percent on societal persecution. Like Malaysia, Guinea criminalizes homosexuality. The alignment of the two scores is of note, especially considering the wide variance between dimensions. Further research is needed into external structural factors or social variables that might lend themselves to these correlated scores.

9.3a Guinea GBGR (2020)- 19%

Dimension 1: De jure - 22%

- **DJ-4. No criminalization of sexual orientation**

Article 274 of the Penal Code (2016) prohibits "indecent or unnatural acts," which are punishable by prison time and/or heavy fines. This prohibition promotes violence against the community due to the establishment of official prejudice against sexual orientation minorities and the inability to seek recourse for victims.

- **DJ-6. Hate crime legislation includes sexual orientation**

According to ILGA World, there are no existing hate crimes laws.¹¹ This lack allows for violence against the community with enhanced impunity.

¹¹ ILGA World. (n.d.). *Legal Frameworks: Hate Crime Law*. ILGA World Database. Retrieved May 25, 2023, from <https://database.ilga.org/hate-crime-law-lgbti>

Dimension 2: De facto - 0%

- **DF-10. Freedom from arbitrary arrest based on sexual orientation**

According to ILGA World, arrests for alleged homosexuality or morality violations have occurred.¹²

Dimension 3: LGBT Rights Advocacy - 20%

Dimension 4: Socioeconomic Rights - 0%

Dimension 5: Societal Persecution - 67%

9.3b Guinea GBPI (2022) Scores

Guinea	GBPI Score
GBPI Q1 Safety	30%
GBPI Q3 Fear of Police	22%
GBPI Q4 Violence	36%
GBPI Overall Score	32%

Table 19. Guinea’s GBPI Question Breakdown

9.3c Comments on Violence from Guinea (GBPI, 2022)

Below are GBPI comments from Guinea and related to “violence.” They appear in their original format and have not been edited for misspellings or grammatical errors.

City, gay, under 25: *“Sometimes I just want to run away from it all in a half Muslim country is very dangerous”*

City, bisexual, Under 25: *“I’m afraid for my life if only I could leave this continent to finally flourish and live peacefully it would be better. I hope you help me thank you”*

Prefer not to answer, bisexual, between 25 and 35: *“The secret to living in this country is to hide who we are.”*

9.4 Comments on Violence from INL Countries (GBPI, 2022)

The comments below appear in their original format and have not been edited for misspellings or grammatical errors.

Serbia: *“I am read as straight and hetero-passing so police would never be able to identify that I am indeed not straight. Otherwise, I am not out for fear of violence.”* - Pansexual, Between 25 and 35, city

¹² ILGA World. (2020). *State-Sponsored Homophobia: Global Legislation Overview Update*.

https://ilga.org/downloads/ILGA_World_State_Sponsored_Homophobia_report_global_legislation_overview_update_December_2020.pdf

Albania: “Due to the high patriarchy LGBTI community is not quite safe in Albania. There was done a good work from the LGBTI NGOs in collaboration with the government actors but yet violence toward LGBTI members are reported in media. In addition bullying and verbal violence is used on a daily basis on the pages of the community in social media. Leaders of the NGOs who come in TV discussing about the LGBTI rights, particularly on the theme of marriages inside the community this provokes negative reactions from the Albanian society. Leaders of the NGOs get threats and abusive comments.” - Nonbinary, Between 36 and 55, city

Benin: “Although the law is silent in Benin on questions of gender minorities, socio-cultural weights remain a great factor that feeds violence against us” - Gay, Between 36 and 55, city

Egypt: “I hope to get out of this country, as there is no safety for gay people, and we are always exposed to racism and physical and intellectual violence” - Gay, Between 25 and 35, city

Ghana: “Ghana is very homophobic to the extend that an anti gay bill has been introduced on the bench to be passed. Queer people in Ghana face all forms of violence and discrimination in their everyday life and I am no exception”- Trans male, Between 25 and 35, city

Senegal: “My wish is to leave Senegal and go and live in another country where I could live my life as a safe gay without discrimination, violence or fear.” - Gay, Between 25 and 35, city

10. GBPI (2022) and the Corruption Perceptions Index (2022)

The Corruption Perceptions Index (CPI) by Transparency International measures the level of perceived public sector corruption in countries worldwide, using a scale in which 0 is “highly corrupt,” and 100 is “very clean.” In other words, as perceived public corruption decreases, a country’s score increases. The correlation coefficients below show a strong positive correlation between LGBTI lived human rights reality (GBPI) and corruption (CPI). This means that as corruption decreases, LGBTI lived human rights reality improves. The correlation was conducted with a dataset inclusive of all 204 UN-recognized countries, as opposed to the INL set that has been examined in this report. This relationship, though strong, cannot prove a causal link; however, drawing a relationship between these two variables is groundbreaking, and further research is most certainly warranted. It is notable that a correlation with the INL set did not yield statistically significant results.

	Pearson	Spearman	tau-b
GBPI	0.688**	0.655**	0.488**

** Correlation is significant at the 0.01 level

Figure 24. The Correlation Between Corruption (CPI) and LGBTQI+ Lived Human Rights Reality (GBPI)

The graph below shows a steep positive trendline, meaning that as corruption decreases, LGBTQI+ lived human rights reality improves. A few of the outliers are labeled, including Estonia, which fares better on corruption than LGBTI lived human rights reality, and Thailand, which scores higher on the GBPI than on the CPI.

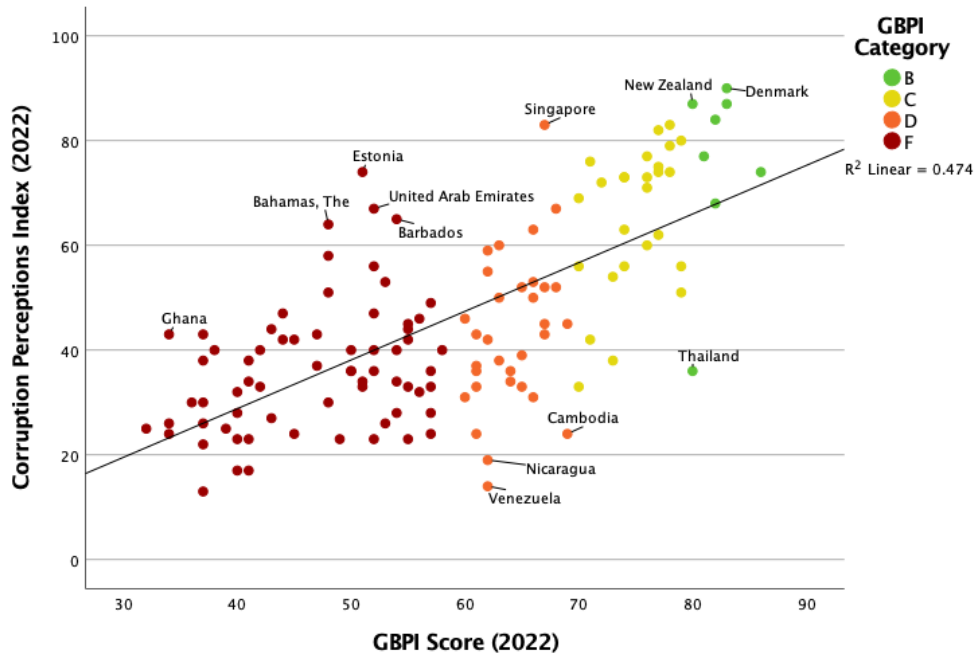


Figure 25. Graph Showing the Correlation Between CPI and GBPI

11. GBPI (2022) and Freedom House’s “Freedom in the World” (2022)

Freedom House’s “Freedom in the World” dataset is scored on a scale of 1 to 100, being based on 1 to 4 points assigned to each of 10 political rights indicators and 15 civil liberties indicators. As Freedom House has not named the resulting scores, they will be referred to here as “democracy scores.” The correlation coefficients in **Figure 26**, below, show a strong positive correlation between Freedom House’s democracy scores and the GBPI, meaning that as democracy increases, LGBTI lived human rights reality improves. These results are statistically significant at the 0.01 level. The correlation, again, was conducted with the global data set, as opposed to the INL set that has been examined in this report. An analysis conducted with only the INL set was not statistically significant. Again, this analysis does not prove a causation, and further research is needed to identify specific structural factors contributing to this relationship and to eliminate confounding or intervening variables.

	Pearson	Spearman	tau-b
GBPI	0.610**	0.654**	0.503**

** Correlation is significant at the 0.01 level

Figure 26. The Correlation Between Democracy (Freedom House Freedom in the World) and LGBTI Lived Human Rights Reality (GBPI)

The graph below, in **Figure 27**, shows a steep positive trendline, meaning that as corruption decreases, LGBTI lived human rights reality improves. There is more of a spread in data points as compared to the

previous graph, with many of the data points faring better on the GBPI than on Freedom House’s scale. A few of the outliers are labeled, including Thailand, Vietnam, Cuba, and China, which score higher on the GBPI than on Freedom House’s scale, and Ghana, Jamaica, and others that score higher on Freedom House’s scale than the GBPI.

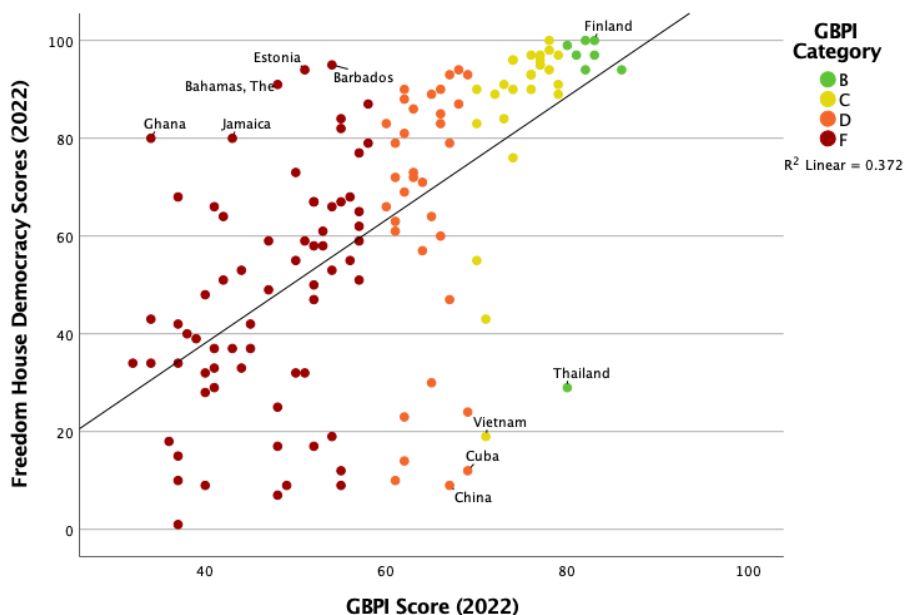


Figure 27. Graph Showing the Correlation Between Freedom House Democracy Score and GBPI

12. GBPI (2022) and the Fragile States Index (2022)

The Fragile States Index (FSI) by The Fund for Peace triangulates three data streams to create a score with a minimum of 0, or least fragile, and a maximum of 120, or most fragile. The relationship, shown below in **Figure 28**, implies a strong negative correlation, but as noted above, the methodology of the FSI is intuitively reversed. Therefore, this correlation actually means that as fragility decreases, LGBTQI+ lived human rights reality improves. Once again, a correlation analysis done with the INL data set was not statistically significant.

	Pearson	Spearman	tau-b
GBPI	-0.759**	-0.726**	-0.556**

** Correlation is significant at the 0.01 level

Figure 28. The Correlation Between State Fragility (FSI) and LGBTI Lived Human Rights Reality (GBPI)

The graph below, in **Figure 29**, shows a steep negative trendline: as fragility decreases, LGBTI lived human rights reality improves. These data points are tightly clustered around the line of best fit, showing

a very strong correlation. There are a few outliers, however: Afghanistan does better on the GBPI than on state fragility, and Estonia does better on state fragility than on the GBPI.

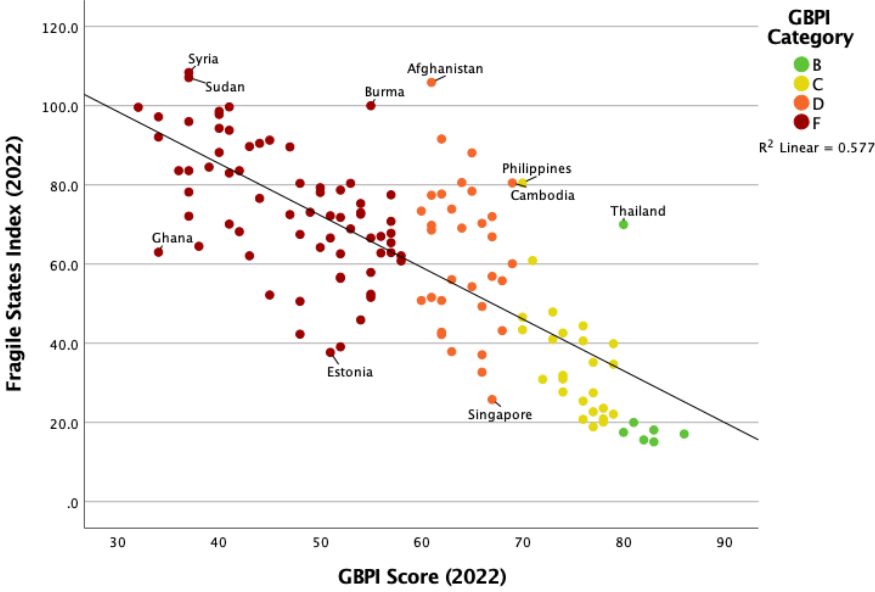


Figure 29. Graph Showing the Correlation Between FSI and GBPI

13. Conclusion

- Countries in the INL set generally score lower than the overall dataset, when averaged overall and regionally. This variance is due to the exclusion of Western European countries which, as proven by the global GBGR and GBPI datasets, generally score the highest.

- We can conclude that INL countries are generally more persecuting of LGBT rights legislatively, and that INL countries have a worse lived human rights reality when compared to global averages.
- In general, these results also show that transgender rights trail LGB rights. Global and regional averages in both the INL dataset and overall global dataset are lower on the GBTR than on the GBGR. This is crucial to note, as transgender individuals continue to be one of the most persecuted identities within the community, and transgender individuals are often targeted by law enforcement within countries that the INL includes. This correlation suggests that further resources must be devoted to improving the relationship between law enforcement in these communities, whether it is through decriminalization or through sensitivity training, and usually, ideally, through both.
- Despite significant outliers, a strong positive correlation exists between legislative and lived realities.
- Lived human rights reality, as illustrated by the GBPI, also correlates strongly with external structural factors, including democracy and state fragility.

14. Appendices

Appendix 1. GBGR, GBTR, and GBPI Breakdown

*Countries shaded blue are within the INL data set

Country	GBGR Score (2020)	GBTR Score (2020)	GBPI Score (2022)
Afghanistan	7%	12%	61%
Albania	78%	65%	52%
Algeria	19%	18%	51%
Andorra	88%	75%	69%
Angola	41%	47%	65%
Antigua and Barbuda	26%	35%	N/A
Argentina	81%	71%	73%
Armenia	37%	41%	56%
Australia	93%	76%	77%
Austria	100%	94%	76%
Azerbaijan	26%	18%	49%
Bahamas, The	63%	47%	48%
Bahrain	26%	24%	55%
Bangladesh	11%	24%	39%
Barbados	44%	41%	54%
Belarus	22%	29%	N/A
Belgium	96%	94%	74%
Belize	67%	47%	58%
Benin	30%	24%	47%
Bhutan	30%	53%	N/A
Bolivia	89%	76%	60%
Bosnia and Herzegovina	70%	76%	54%
Botswana	41%	59%	63%
Brazil	81%	82%	63%
Brunei	7%	6%	N/A
Bulgaria	74%	65%	61%
Burkina Faso	26%	24%	44%
Burma	26%	29%	55%

Country	GBGR Score (2020)	GBTR Score (2020)	GBPI Score (2022)
Burundi	22%	29%	N/A
Cabo Verde	74%	59%	N/A
Cambodia	59%	41%	69%
Cameroon	15%	18%	37%
Canada	96%	88%	78%
Central African Republic	22%	18%	N/A
Chad	15%	18%	N/A
Chile	74%	82%	68%
China	30%	35%	67%
Colombia	81%	82%	65%
Comoros	15%	18%	N/A
Congo (Brazzaville)	30%	24%	N/A
Congo (Kinshasa)	26%	18%	N/A
Costa Rica	92%	81%	73%
Cote d'Ivoire	33%	24%	47%
Croatia	81%	82%	66%
Cuba	70%	65%	69%
Cyprus	81%	47%	67%
Czechia	81%	82%	79%
Denmark	100%	94%	83%
Djibouti	22%	24%	N/A
Dominica	15%	19%	N/A
Dominican Republic	52%	35%	56%
Ecuador	85%	82%	64%
Egypt	22%	18%	36%
El Salvador	33%	47%	57%
England	93%	82%	N/A
Equatorial Guinea	22%	18%	N/A
Eritrea	15%	18%	N/A
Estonia	89%	94%	51%
Eswatini	26%	47%	48%

Country	GBGR Score (2020)	GBTR Score (2020)	GBPI Score (2022)
Ethiopia	15%	18%	N/A
Fiji	81%	71%	53%
Finland	100%	76%	83%
France	96%	88%	72%
Gabon	26%	18%	N/A
Gambia, The	7%	12%	N/A
Gaza	15%	12%	N/A
Georgia	74%	71%	52%
Germany	81%	88%	78%
Ghana	19%	29%	34%
Greece	85%	88%	68%
Grenada	31%	38%	65%
Guatemala	41%	35%	57%
Guinea	19%	24%	32%
Guinea-Bissau	52%	53%	N/A
Guyana	30%	41%	50%
Haiti	44%	35%	41%
Honduras	59%	41%	52%
Hong Kong SAR, China	65%	56%	71%
Hungary	85%	65%	62%
Iceland	92%	94%	86%
India	52%	71%	54%
Indonesia	19%	12%	51%
Iran	4%	24%	N/A
Iraq	22%	18%	41%
Ireland	93%	82%	76%
Israel	78%	76%	74%
Italy	74%	53%	70%
Jamaica	33%	47%	43%
Japan	59%	53%	74%
Jordan	30%	12%	44%

Country	GBGR Score (2020)	GBTR Score (2020)	GBPI Score (2022)
Kazakhstan	37%	29%	N/A
Kenya	22%	29%	40%
Kiribati	31%	38%	N/A
Kosovo	81%	82%	N/A
Kuwait	19%	12%	45%
Kyrgyzstan	30%	41%	N/A
Laos	52%	41%	N/A
Latvia	63%	65%	62%
Lebanon	19%	24%	45%
Lesotho	59%	47%	61%
Liberia	19%	29%	N/A
Libya	11%	12%	40%
Liechtenstein	88%	63%	62%
Lithuania	81%	59%	N/A
Luxembourg	100%	100%	81%
Madagascar	52%	41%	53%
Malawi	15%	12%	41%
Malaysia	15%	12%	52%
Maldives	19%	24%	38%
Mali	26%	18%	40%
Malta	100%	100%	79%
Marshall Islands	73%	56%	N/A
Mauritania	7%	18%	N/A
Mauritius	50%	44%	63%
Mexico	74%	35%	66%
Micronesia, Fed. Sts.	69%	50%	N/A
Moldova	56%	53%	N/A
Monaco	77%	56%	N/A
Mongolia	56%	41%	55%
Montenegro	85%	88%	55%
Morocco	15%	18%	41%

Country	GBGR Score (2020)	GBTR Score (2020)	GBPI Score (2022)
Mozambique	56%	41%	N/A
Namibia	41%	47%	57%
Nauru	54%	44%	N/A
Nepal	70%	82%	64%
Netherlands	93%	88%	79%
New Zealand	96%	82%	80%
Nicaragua	44%	24%	62%
Niger	41%	29%	N/A
Nigeria	4%	12%	34%
North Cyprus	81%	47%	
North Korea	22%	18%	N/A
North Macedonia	70%	94%	52%
Northern Ireland	96%	88%	N/A
Norway	96%	100%	82%
Oman	15%	12%	N/A
Pakistan	7%	47%	43%
Palau	62%	56%	N/A
Panama	54%	50%	N/A
Papua New Guinea	19%	24%	45
Paraguay	52%	35%	57%
Peru	74%	76%	61%
Philippines	48%	24%	70%
Poland	48%	41%	62%
Portugal	96%	82%	77%
Puerto Rico	85%	69%	N/A
Qatar	15%	18%	48%
Romania	74%	53%	60%
Russia	19%	18%	54%
Rwanda	48%	35%	N/A
Saint Kitts and Nevis	30%	29%	N/A
Saint Lucia	35%	38%	N/A

Country	GBGR Score (2020)	GBTR Score (2020)	GBPI Score (2022)
Saint Vincent and the Grenadines	19%	19%	N/A
Samoa	35%	44%	N/A
Sao Tome and Principe	59%	41%	N/A
Saudi Arabia	4%	6%	48%
Scotland	96%	88%	N/A
Senegal	15%	24%	37%
Serbia	70%	65%	57%
Seychelles	59%	47%	N/A
Sierra Leone	11%	18%	N/A
Singapore	30%	53%	67%
Slovakia	81%	76%	66%
Slovenia	81%	88%	74%
Solomon Islands	15%	19%	N/A
Somalia	4%	18%	N/A
South Africa	89%	71%	67%
South Korea	48%	59%	66%
South Sudan	11%	6%	N/A
Spain	96%	65%	76%
Sri Lanka	22%	35%	50%
Sudan	7%	24%	37%
Suriname	74%	47%	58%
Sweden	100%	88%	78%
Switzerland	89%	82%	77%
Syria	7%	12%	37%
Taiwan	85%	65%	82%
Tajikistan	26%	24%	N/A
Tanzania	11%	18%	37%
Thailand	74%	82%	80%
Timor-Leste	67%	59%	N/A
Togo	15%	24%	37%
Tonga	26%	29%	N/A

Country	GBGR Score (2020)	GBTR Score (2020)	GBPI Score (2022)
Trinidad and Tobago	59%	53%	55%
Tunisia	22%	29%	42%
Turkey	26%	29%	50%
Turkmenistan	15%	24%	N/A
Tuvalu	19%	19%	N/A
Uganda	11%	12%	34%
Ukraine	56%	53%	61%
United Arab Emirates	7%	12%	52%
United Kingdom	96%	88%	76%
United States	74%	59%	70%
Uruguay	100%	94%	77%
US Virgin Islands	85%	69%	N/A
Uzbekistan	15%	18%	N/A
Vanuatu	50%	44%	N/A
Venezuela	67%	41%	62%
Vietnam	59%	59%	71%
Wales	96%	88%	N/A
West Bank	23%	25%	N/A
Yemen	4%	18%	N/A
Zambia	11%	18%	42%
Zimbabwe	19%	29%	40%

Appendix 2. Comparison of GBGR Scores for INL Countries, 2011-2020

Country	Region	GBGR Score (2011)	GBGR Score (2020)	Difference
Albania	Central/Eastern Europe/Eurasia	63%	78%	15%
Armenia	Central/Eastern Europe/Eurasia	41%	37%	-4%
Bahamas	Americas	48%	63%	15%
Bangladesh	Asia/Pacific	11%	11%	0%
Belize	Americas	30%	67%	37%
Benin	Sub-Saharan Africa	33%	30%	-3%
Bosnia and Herzegovina	Central/Eastern Europe/Eurasia	48%	70%	22%
Burkina Faso	Sub-Saharan Africa	26%	26%	0%
Burma	Asia/Pacific	15%	26%	11%
Cabo Verde	Sub-Saharan Africa	63%	74%	11%
Central African Republic	Sub-Saharan Africa	26%	22%	-4%
Colombia	Americas	78%	81%	3%
Congo (Kinshasa)	Sub-Saharan Africa	30%	26%	-4%
Costa Rica	Americas	65%	92%	27%
Cote d'Ivoire	Sub-Saharan Africa	30%	33%	3%
Dominican Republic	Americas	26%	52%	26%
Egypt	Middle East/Northern Africa	19%	22%	3%
El Salvador	Americas	41%	33%	-8%
Gambia	Sub-Saharan Africa	15%	7%	-8%
Georgia	Central/Eastern Europe/Eurasia	44%	74%	30%
Ghana	Sub-Saharan Africa	15%	19%	4%
Guatemala	Americas	41%	41%	0%
Guinea	Sub-Saharan Africa	19%	19%	0%
Guyana	Americas	26%	30%	4%
Haiti	Americas	31%	44%	13%
Honduras	Americas	44%	59%	15%
India	Asia/Pacific	44%	52%	8%
Indonesia	Asia/Pacific	15%	19%	4%

Country	Region	GBGR Score (2011)	GBGR Score (2020)	Difference
Iraq	Middle East/Northern Africa	22%	22%	0%
Jamaica	Americas	19%	33%	14%
Kazakhstan	Central/Eastern Europe/Eurasia	26%	37%	11%
Kenya	Sub-Saharan Africa	15%	22%	7%
Kosovo	Central/Eastern Europe/Eurasia	65%	81%	16%
Kyrgyzstan	Central/Eastern Europe/Eurasia	22%	30%	8%
Laos	Asia/Pacific	41%	52%	11%
Lebanon	Middle East/Northern Africa	19%	19%	0%
Liberia	Sub-Saharan Africa	15%	19%	4%
Libya	Middle East/Northern Africa	11%	11%	0%
Malaysia	Asia/Pacific	15%	15%	0%
Mexico	Americas	59%	74%	15%
Moldova	Central/Eastern Europe/Eurasia	37%	56%	19%
Montenegro	Central/Eastern Europe/Eurasia	67%	85%	18%
Morocco	Middle East/Northern Africa	15%	15%	0%
Mozambique	Sub-Saharan Africa	26%	56%	30%
Nepal	Asia/Pacific	59%	70%	11%
Nicaragua	Americas	56%	44%	-12%
Niger	Sub-Saharan Africa	30%	41%	11%
Nigeria	Sub-Saharan Africa	7%	4%	-3%
North Macedonia	Central/Eastern Europe/Eurasia	52%	70%	18%
Pakistan	Asia/Pacific	7%	7%	0%
Panama	Americas	54%	54%	0%
Peru	Americas	63%	74%	11%
Philippines	Asia/Pacific	52%	48%	-4%
Senegal	Sub-Saharan Africa	15%	15%	0%
Serbia	Central/Eastern Europe/Eurasia	59%	70%	11%
Sierra Leone	Sub-Saharan Africa	15%	11%	-4%
Somalia	Sub-Saharan Africa	7%	4%	-3%
Sri Lanka	Asia/Pacific	22%	22%	0%
Suriname	Americas	59%	74%	15%

Country	Region	GBGR Score (2011)	GBGR Score (2020)	Difference
Tajikistan	Central/Eastern Europe/Eurasia	22%	26%	4%
Tanzania	Sub-Saharan Africa	7%	11%	4%
Thailand	Asia/Pacific	70%	74%	4%
Trinidad and Tobago	Americas	26%	59%	33%
Tunisia	Middle East/Northern Africa	15%	22%	7%
Turkmenistan	Central/Eastern Europe/Eurasia	15%	15%	0%
Ukraine	Central/Eastern Europe/Eurasia	37%	56%	19%
Uzbekistan	Central/Eastern Europe/Eurasia	11%	15%	4%
Vietnam	Asia/Pacific	52%	59%	7%

