

Ending Violence Against LGBTQI+ People

Global evidence and emerging insights into what works

POLICY BRIEF • SEPTEMBER 2022

Violence against lesbian, gay, bisexual, transgender, queer, and intersex people (LGBTQI+)¹ people is a human rights violation and a significant threat to global health and development. Studies from all over the world reveal alarming rates of violence based on sexual orientation, gender identity and expression, and sex characteristics (SOGIESC), targeting people across the LGBTQI+ spectrum. Experiences of violence often start in childhood and continue throughout life – at home, in school, in communities, in institutions, and in cyberspace.

Over half of sexual and gender minorities in Southern and Eastern Africa (56%)² and Canada (59%)³ have experienced violence.

The multiple and complex crises the world is facing today are having disproportionate effects on LGBTQI+ people. The COVID-19 pandemic has exacerbated pre-existing inequalities, and some governments used have increased state powers during down lockdowns to crack on LGBTQI+ communities.4

LGBTQI+ people also face a high risk of violence in humanitarian crises, conflict and displacement settings, where they also tend to be excluded from accessing services and humanitarian aid. Stories from Syria, Afghanistan and most recently Ukraine, reveal the acute threats and risks that LGBTQI+ people face in conflict and when fleeing war.⁵

At the same time, LGBTQI+ people continue to suffer attacks and threats outside the spotlights of the most acute crises, as many countries see ongoing backlash and increases in hate speech that target LGBTQI+ communities – particularly

trans people. While recent decades have seen a great deal of progress in terms of social and political acceptance of LGBTQI+ people, this has not been universal across the world, or for all LGBTQI+ communities. Many states continue⁶ to criminalise same-sex sexual acts and restrict gender diversity, which penalties ranging from prison sentences to execution.

This brief presents some of the existing evidence on violence against LGBTQI+ people, and what has been tried to prevent this violence. It is based on an evidence review which focused on understanding violence against LGBTQI+ people and identifying promising interventions and practice in preventing such violence. While systematic evidence of these efforts remains limited, LGBTQI+ activists and organisations on the frontlines of preventing violence have a wealth of knowledge and expertise. The recommendations set out at the end of this brief have been crafted in consultation with 12 LGBTQI+ organisations, drawing on their interpretation of the evidence, and insights into what it would take to prevent violence against LGBTQI+ people.

Key findings

What is the prevalence of violence against LGBTQI+ people?

Prevalence data varies between countries, due to differences in evidence available and methodologies used. However, the statistics highlight the global scale of the problem. Close to half of LGBTQ people (42%) in the United States have been physical or sexually assaulted as adults.⁸ This rises to over half for sexual and gender minorities in Southern and Eastern Africa (56%) (for lifetime prevalence).⁹

Many LGBTQI+ people experience violence repeatedly, often starting early in life where LGBTQI+ children and youth are at risk of violence at home and in schools, among other places. 72% of LGBTQ people in the United States have experienced childhood emotional abuse, and 41% physical and sexual abuse in childhood. Research across countries in the Asia-Pacific have found that most LGBT students experience bullying and violence, with verbal bullying being the most common form reported.

LGBTQI+ people face violence in institutions, including in healthcare settings, religious institutions and places of worship, and by law enforcement actors. 59% of surveyed trans and gender diverse people in the Caribbean experienced police violence, with people engaged in sex work at highest risk.¹² A survey with LGBTI people in Iran found that 24% have experienced violence in a work setting.¹³

With the expansion of the internet and use of social media, the risk of violence and abuse that LGBTQI+ people face in their offline lives has extended into online spaces. A survey with LGBTQ people in Brazil found that 36% of respondents had experienced aggression online, with higher rates

In Thailand, 56% of transgender and same-sex attracted secondary school students had experienced bullying, and 24% had been sexually harassed.¹⁶

reported by black LGBTQ respondents (53%).¹⁴ In the UK, 78% of surveyed LGBT+ people had experienced anti-LGBT+ hate crime and hate speech online in the last 5 year – this figure rises to 93% for trans people.¹⁵

Intersectionality and risk of violence

While LGBTQI+ communities share experiences of violence, those who face intersecting inequalities are at heightened risk of violence. Evidence suggests that people who experience multiple forms of marginalisation are at increased risk of violence, and that LBQ women¹⁷, trans people¹⁸, non-binary people¹⁹ and intersex people²⁰ face particularly high rates of violence.

- **Patriarchal norms:** Women and girls with diverse SOGIESC, and in some cases trans men (when they are incorrectly perceived to be women) can be subjected to intersecting gender-based and SOGIESC-based violence, including intimate-partner violence (IPV), family violence, and so-called 'corrective' sexual violence. In a study with lesbian and bisexual women in Southern Africa, 31% of respondents reported experiences of sexual violence.²¹
- Race and ethnicity: Research in multiple settings have found that black and ethnic minority respondents experience higher rates of violence. In a survey in Zimbabwe, Botswana, Namibia, and South Africa, black and ethnic minority lesbian and bisexual women were more likely to report experiences of forced sex than white respondents.²² In the United States, transgender people who are American Indian, Middle Eastern, and multiracial reported higher rates of violence.²³
- Indigenous people: In Canada, sexual minority people who belong to an Indigenous group experienced extremely high rates of physical and sexual violence. Since age 15, 73% of Indigenous sexual minorities had been physically assaulted, and 65% had been sexually assaulted.²⁴
- **Disability:** Research in North America shows that sexual and gender minority people with a disability are at elevated risk of violence. In Canada, sexual minority people with disabilities were more likely to report that they had been physically assaulted (55%) and sexually assaulted (46%) since age 15 than those who did not have a disability. In the United States, transgender people with disabilities reported higher rates of sexually assault and IPV in their lifetime (61% for both) than people without disabilities (54% and 47% respectively in the general sample). (54% and 47% respectively in the general sample).
- Living with HIV: Sexual and gender minority people in Southern and Eastern Africa who are living with HIV reported notably higher levels of violence compared to respondents not living with HIV.²⁷

What are the drivers of violence against LGBTQI+ people?

The drivers of violence based on SOGIESC vary in importance and strength between contexts, however, there are some common drivers. Violence against LGBTQI+ people is strongly underpinned by homophobia, biphobia, transphobia, and interphobia, which also intersect with gender inequality, racism, and other systems of oppression. Social norms and gender norms have a strong influence on violence against LGBTQI+ people, where non-conformity to often rigid views on masculinities and femininities, and sexual and romantic relationships, is 'punished' with the use of violence.

Anti-LGBTQI rhetoric and hate speech can fuel prejudice, negative attitudes, and hate towards LGBTQI+ people, which further drives and legitimises violence. In some countries, violence against LGBTQI+ is officially legitimised and state-sanctioned, where same-sex relationships are criminalised and other restrictive laws expose LGBTQI+ people to risks of violence. Lack of legal recognition of gender identity can exacerbate the risk of violence faced by trans and gender diverse people. Research with trans and gender diverse communities in the Caribbean highlights that not having documentation that matches gender identity and expression puts trans and gender diverse people at increased risk of harassment, arrest, extortion and police violence.²⁸

What are the impacts of violence against LGBTQI+ people?

Violence against LGBTQI+ people has severe and long-lasting impacts on individuals, communities, and wider society. Violence impacts survivors' mental health, which can manifest in emotional distress, depression and anxiety, suicidal ideation and self-harm, as well as high rates of alcohol and substance use to cope with experiences of violence. The

In Indonesia, 17% of LGBT individuals who had been bullied in school reported having attempted suicide²⁹

ongoing fear of, and experiences of violence furthermore contribute to excessive stress in LGBTQI+ populations – so-called minority stress.

The impacts of violence against LGBTQI+ people go beyond individuals' safety and wellbeing. For example, students' school attendance, completion and learning are all severely impacted by violence at school, home, and in communities, with long-term consequences on educational and job opportunities for individuals, which in turn can hold back communities and undermine wider economic development.

Examples of the impact of violence on LGBTQI+ survivors				
Physical health	Mental health	Sexual and reproductive health	Educational impacts	Financial wellbeing
Acute injuriesPainBruisingScarring	 Emotional distress Depression and anxiety, PTSD Suicidal ideation and self-harm Alcohol and substance use Minority stress Internalised homophobia 	 Sexually transmitted infections, including HIV/AIDS Unwanted pregnancies and abortions, including those that are unsafe Irreversible modifications of sexual characteristics and reproductive systems 	Reduced learningAbsenteeismSchool dropout	Reduced income Homelessness

What can be done to prevent violence against LGBTQI+ people?

Spearheaded by LGBTQI+ organisations and movements, there are a growing number of interventions and initiatives aiming to combat violence against LGBTQI+ people. Inspired by the Socio-Ecological Model³⁰, the evidence review explored approaches to prevent violence against LGBTQI+ people on interpersonal, community, societal, and regional and international levels, to identify entry-points to tackle drivers of SOGIESC-based violence in comprehensive ways. The groupings of drivers and approaches below should be seen as indicative and illustrative, as drivers of violence against LGBTQI+ people vary in importance and strength between contexts; and each context and LGBTQI+ movement have their own entry-points for addressing SOGIESC-based violence.

Individual

- → Overlapping identities and personal characteristics (e.g. sex, gender identity, age, religious identity, ethnicity, disability, HIV status, refugee status) exposing people to intersecting inequalities
- → Adverse childhood experiences of violence
- → Attitudes condoning or justifying violence as normal or acceptable

Drivers and Risk Factors

Interpersonal level

- → Family values around 'honour' where LGBTQI+ individuals are perceived to bring shame to the family
- → Controlling behaviours within an intimate partner or family relationship
- → Isolation and lack of social support

Community-level

- → Homophobia, biphobia, transphobia, and interphobia
- → Patriarchal social and gender norms which dictate how women and men should look, behave and interact with each other
- → Lack of services and violence reporting mechanisms in communities
- → High rates of violence and crime

Societal level (institutional)

- → Laws that criminalise LGBTQI+ people or target the expression of diverse SOGIESC (e.g. the so-called 'propaganda laws')
- → Lack of legal gender recognition
- → Discrimination in institutions (e.g. health, education, police, legal settings)
- → Anti-LGBTQI+ rhetoric and hate speech by public figures, political and religious leaders
- → Media targeting LGBTQI+ people

Examples of approaches to address drivers and risk factors at different levels

International and regional level approaches

- → Regional partnerships and collaboration to strategise and enhance movement building, and exchange knowledge and evidence on effective approaches to prevent violence
- → Global funding to LGBTQI+ organisations and work to prevent violence against LGBTQI+ people

Interpersonal level

- → Family-based approaches such as sharing educational resources and guidance with parents of LGBTQI+ children to support a safer home environment
- → Interventions to prevent violence within LGBTQI+ people's intimate relationships

Evidence-base:

Although a growing number of initiatives target violence against LGBTQI+ people at the interpersonal level, these have generally

Community-level

- → School-based approaches, such as developing policies, curricula, resources and trainings to prevent violence against LGBTQI+ children and youth in schools
- → Youth programmes that address homophobic and transphobic attitudes, particularly among young men, through promoting healthy masculinities
- → Faith-based approaches that engage faith leaders and organisations to use their beliefs, spirituality, and traditions to advocate for the rights of people of diverse SOGIESC
- → Economic empowerment approaches to address poverty among LGBTIQ+ communities and enhance social acceptance through supporting LGBTQI+ people to set up businesses and income generating activities
- → Online approaches, such as developing online safety policies and online community guidelines, to combat violence against LGBTQI+ people online

Evidence-base:

More evidence has been generated about community-level approaches than approaches on other levels, particularly school-based programmes and youth programmes which show some evidence of positive impact.

Societal level (institutional)

- → Advocacy for legal reform, such as decriminalisation of same-sex relationships
- → Policies to prevent violence recognise LGBTQI+ people as an at-risk group (for instance policies to address violence against women and girls (VAWG) and family violence)
- → Health sector interventions, such as banning abusive medical practices, and through broader work to promote LGBTQI+ inclusive and safe services
- → Working with law enforcement actors to address stigmatising and discriminatory attitudes towards LGBTQI+ people within these sectors
- → Media and awareness raising campaigns aiming to influence public opinion and perception of LGBTQI+ people

Evidence-base:

These approaches are critical to preventing violence against LGBTQI+ people, however, they have rarely been assessed for impact.

Recommendations for preventing violence against LGBTQI+ people

Today, we know more than ever about violence against LGBTQI+ people – its magnitude, forms, drivers and impacts on those affected. While data gaps remain, the existing evidence paints a clear picture – LGBTQI+ people across the world face high rates of violence and abuse, and live with threats and fear of violence being directed their way because of who they are and how they exist in this world.

Whilst global, national and local LGBTQI+ organisations have relentlessly led efforts to prevent violence against LGBTQI+ people to date, the lack of funding and dedicated support to this work has held back progress. The following recommendations set out what policy-makers and donors, practitioners, and researchers need to do in response to these gaps.

Cross-cutting principles

- Meaningful participation: LGBTQI+ organisations should be meaningfully engaged in all stages of work to address violence against LGBTQI+ people, including at the proposal, design, implementation, and evaluation stages. LGBTQI+ organisations are best placed to develop strategies to address violence against LGBTQI+ people in the context, design research, as well as advise on locally appropriate use of framework and terminology related to diverse SOGIESC.
- **Context:** Understand the legal, social and political environment for LGBTQI+ people in the national and local context, including which laws may exist that criminalise and/or restrict diverse SOGIESC relationships, practices, and expressions, and how these laws are enforced. Also seek to understand the context for local LGBTQI+ organisations, including barriers to registration and accessing funding.
- Intersectionality: Adopt an intersectional approach that recognises the diversity between and within LGBTQI+ communities. Understand how SOGIESC-based oppression intersects with other forms of oppression, such as related to gender inequality, disability, age, race, nationality, migration status, and HIV-status.
- **Do no harm:** Projects and research to address violence against LGBTQI+ people should only be undertaken after a thorough risk assessment has been carried out. Again, this should be guided by local LGBTQI+ organisation representing the affected communities. Any efforts to address violence against LGBTQI+ people should be guided by a do-no-harm approach; should consider the risk of backlash against LGBTQI+ people; and ensure that robust safety and referral protocols are in place. Ongoing risk assessment should be carried out, as risks can change.

Policy-makers and donors

1 Increase funding in evidence-informed and evidence-generating prevention programming and evaluation

Prevention of violence against LGBTQI+ people is an emerging field and there is an urgent need to invest in programming as well as monitoring, evaluation, research and learning (MERL) of prevention interventions. Key recommendations for this work include:

- Prioritise funding to LGBTQI+ organisations to undertake work to prevent SOGIESC-based violence.
 This can be through direct funding, or through intermediaries such as global, regional or national grant-making funds and trusts that specifically focus on funding smaller, grassroots LGBTQI+ organisations and projects.
- Ensure that donors and policy-makers across different thematic portfolios and sectors take action and invest in interventions to prevent violence against LGBTQI+ people. This includes for instance the areas of education, health, and humanitarian action, which provide crucial entry-points for preventing violence and reaching survivors. Sectoral/thematic donors and policy-makers should prioritise funding to LGBTQI+ organisations who work in these areas, to ensure that their funding is aligned with LGBTQI+ organisations' strategies and benefit LGBTQI+ communities.
- Address structural barriers to accessing funding for smaller, grassroots LGBTQI+ organisations, such as requirements on being registered or having certain financial and reporting systems in place to receive funding. Where donor requirements are difficult to address, find alternative ways of funding LGBTQI+ organisations (e.g. through joint projects with partner organisations or through LGBTQI+ focused intermediaries).
- Support the development of and strengthening of infrastructure needed to channel more resources directly to grassroots LGBTQI+ organisations. This could for instance be done through supporting regional, LGBTQI+ led and focused, intermediaries.
- Invest in programming that target drivers of violence at multiple levels – including the individual, to the interpersonal, community, and societal level.

- Recognise and target the multiple forms of violence that LGBTQI+ people experience. This includes family violence, so-called conversion therapy, IPV, forced marriages, school-based violence, and violence that takes place in healthcare settings, religious institutions, in public and in online spaces.
- Invest in work that addresses violence against LGBTQI+ people in their diversity and across the life course. To date, there has been particularly limited funding focused on organisations led by LBQ women, trans people and intersex people. To address violence across the life course, work for instance with schools to address bullying and violence against children, with adolescents on promoting healthy relationships, and work with families and couples on preventing IPV and family violence.
- Invest in LGBTQI+ organisations intersectional work to reach those who experience intersecting forms of discrimination and violence, including LGBTQI+ people with disabilities, LGBTQI+ people who are refugees and internally displaced, and LGBTQI+ people from ethnic minorities.
- Prioritise knowledge generation alongside funding for violence prevention programming, including through funding evaluation of interventions and research to expand the evidence base of 'what works' to prevent violence against LGBTQI+ people. Donors could for instance consider supporting LGBTQI+ organisations to develop a shared research agenda for preventing violence against LGBTQI+ people, which would help elevate the range of work and activism going on that contribute to preventing violence, such as movement building and regional collaboration.
- Invest in understanding implementation and impact
 of legal and policy changes on the lived realities of
 violence among LGBTQI+ people, in order to better
 understand this as well as holding governments
 accountable.

2 Integrate support for survivors within violence prevention programming

- Assume that violence against LGBTQI+ people is taking place in any context where a violence prevention programme is being planned, and ensure that services for survivors are integrated in prevention efforts.
- Ensure dedicated resources for prevention programmes to assess and establish linkages to response services for LGBTQI+ survivors of violence, where these exist. Where response services do not exist or are not safe for LGBTQI+ people to use, address the gaps by supporting capacity building for service providers on LGBTQI+ inclusive and safe service provision, or by supporting LGBTQI+ organisations to provide services in contexts where it is not deemed feasible to work directly with service providers on SOGIESC inclusion.

3 Support sustainability of LGBTQI+ organisations and movements

LGBTQI+ organisations are at the frontlines of preventing SOGIESC-based violence. Policy-makers and funders should ensure that specific programmes, and broader strategies and policies which these are situated within, are shaped by, and support LGBTQI+ organisations' agendas and priorities, and contribute to building their long-term sustainability.

- Invest in long-term and flexible funding for LGBTQI+ organisations and their work to prevent violence, supporting LGBTQI+ organisations' own priorities and long-term strategies. This should recognise that the circumstances in which many LGBTQI+ organisations operate may require a higher degree of flexibility than donors are used to, as some organisations are for instance not registered, operate underground, and are at risk of crackdowns.
- Support capacity strengthening of LGBTQI+ organisations, including systems and processes to support effective
 implementation of violence prevention initiatives, as well as help LGBTQI+ organisations to access further funding
 opportunities with for instance specific organisational and reporting requirements.
- **Support contingency planning and resilience of organisations** to sustain their work to prevent violence in rapidly changing circumstances, such as the recent COVID-19 pandemic and in politically sensitive and legally challenging contexts.
- Support the establishment of Communities of Practice focused on preventing violence against LGBTQI+ people.

 These can gather LGBTQI+ organisations as well as actors with a shared interests in preventing violence against LGBTQI+ people, and provide platforms for sharing experiences, knowledge, resources and new and emerging good practices.
- Support spaces for LGBTQI+ organisations to network and build movements to prevent violence. Convening can be done either within country or outside when civil society space is shrinking. Agendas should be led by LGBTQI+ organisations and allow space for networking, relief for activists under pressure, as well as opportunities to meaningfully engage with donors and policy-makers to shape policy and programming.
- Support LGBTQI+ activists' safety, well-being and mental health. LGBTQI+ activists, volunteers and staff who are working on addressing violence are often part of the communities they serve. They might have first-hand experience of violence, and are also at risk of vicarious trauma. It is important to recognise this overlap between the personal and professional, and support making services available to LGBTQI+ activists, volunteers, and staff of organisations working on addressing violence.

Practitioners

4 Build on emerging and innovative practice, and carefully adapt to different contexts

Interventions and approaches which shows some promising results include school-based programming and youth programming. However, interventions in one context always need to be carefully adapted to new contexts. Priorities for this work include:

- Collaborate closely with community-led, local LGBTQI+ organisations to adapt approaches and interventions, and always adopt a do-no-harm approach to adaptations (alongside other cross-cutting principles).
- Document adaptations and contextual considerations to understand what may and may not work when adapting an approach or intervention to a new context, and provide valuable information for future adaptations.

Innovate in areas where evidence is limited

While some areas of programming and approaches to prevent violence against LGBTQI+ people are emerging as promising, many programmatic areas still have limited evidence, and require further innovation and investment. Examples of areas for possible innovation includes approaches to address online violence, IPV, and family violence, as well as combined economic and social empowerment approaches.

• Interventions should be tailored to the needs and realities of LGBTQI+ people, however, there may be technical approaches and core elements of effective design and implementation from the field of prevention of violence against women and girls (VAWG) that are transferable to working to address violence against LGBTQI+ people.

Researchers

6 Support national and local LGBTQI+ organisations' research priorities and agendas, while contributing to building the global evidence base and filling evidence gaps

While evidence on violence against LGBTQI+ people has expanded in recent years, critical evidence gaps remain, including on the experiences of LGBTQI+ people in humanitarian settings and on the move, and research on 'what works' is still in its early stages. When moving forward to fill these evidence gaps, priorities for researchers include:

- Conduct research in partnership with local LGBTQI+
 organisations and researchers, and design studies
 and set up research teams in ways that enable
 learning exchange, promote the leadership of LGBTQI+
 researchers from the local context, and support LGBTQI+
 organisations' research capacities and agendas.
- Share findings from research on violence against LGBTQI+ people, and evaluations and learning related to efforts to prevent SOGIESC-based violence.
 These can be shared locally, nationally, regionally
- and internationally, and be made accessible to wider audiences through presentations, webinars, translations and easy-read formats.
- Expand evidence that seeks to understand violence against LGBTQI+ people who experience intersecting forms of oppression and violence, and understand effectiveness of programming on LGBTQI+ people who face intersecting inequalities and are at high risk of violence.

7 Follow ethical research approaches and data collection

- Follow ethical recommendations for research on violence³¹, and recognise specific ethical considerations when doing research on violence against LGBTQI+ people.³² Work closely with LGBTQI+ led organisations and researchers to understand ethical considerations and risks, and how to best navigate these in the context, ensuring a do-no-harm approach.
- Ensure that confidentiality, protection and privacy
 of research participants is at the centre of any
 research, and that ethical and safety protocols are in
 place and followed at all times. While these principles
 should be upheld in any research and data collection,
 breaches of confidentiality and data management plans
 can have detrimental effects on LGBTQI+ individuals if
 their SOGIESC is exposed and data falls into the hands
 of the wrong people.

About this brief

This brief is based on an evidence review which focused on understanding violence against LGBTQI+ people and identifying promising interventions and practice in preventing such violence. For the full report, see Ahlenback, V. (2022) Ending Violence Against LGBTQI+ People: Global evidence and emerging insights into what works, Ending Violence Helpdesk, London UK.

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Endnotes

- A variety of terms are used to describe diverse sexual orientations, gender identities and expressions, and sex characteristics (SOGIESC), and those whose SOGIESC are deemed non-normative. When presenting evidence from research and previous reports, this brief uses the same terminology as in the original source, aiming to accurately reflect the groups on which the research focused. This means a variety of terminology will appear in the brief. However, when synthesising evidence and discussing overarching findings, the brief uses LGBTQI+ and SOGIESC terminology.
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- 6 These laws are in many cases remains from colonial-era administrations, which remained in place when countries gained independence.
- The evidence review was conducted through desk-based research of global evidence. All study types, designs, and methodologies were included, including primary and secondary studies, where clear methodologies were available to enable an assessment of quality. For the focus on prevalence of violence, priority was given to studies with samples of 100+ participants and where available, nationally representative surveys and studies using probability samples. However, given the limited evidence base, studies with non-probability samples such as convenience samples were also included. For the focus on prevention of violence against LGBTQI+ people, priority was given to systematic reviews, evidence reviews, and peerreviewed academic articles, however, grey literature (e.g. reports, working papers, briefs, blogs, and news articles produced by non-governmental organisations) was also included given the limited availability of systematic evidence on what works to prevent violence against LGBTQI+ people.
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