#### 115TH CONGRESS 2D SESSION

# H. R. 7291

To protect human rights and enhance opportunities for LGBTI people around the world, and for other purposes.

### IN THE HOUSE OF REPRESENTATIVES

**DECEMBER 13, 2018** 

Ms. Titus (for herself, Mr. Engel, Mr. Cicilline, Mr. Lowenthal, Ms. Lofgren, Mrs. Lowey, Mr. Takano, and Mr. Nadler) introduced the following bill; which was referred to the Committee on Foreign Affairs, and in addition to the Committee on the Judiciary, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

# A BILL

To protect human rights and enhance opportunities for LGBTI people around the world, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Greater Leadership
- 5 Overseas for the Benefit of Equality Act of 2018" or the
- 6 "GLOBE Act of 2018".
- 7 SEC. 2. FINDINGS.
- 8 Congress finds the following:

- (1) The norms of good governance, human rights protections, and the rule of law have been violated unconscionably with respect to lesbian, gay, bisexual, transgender and intersex (LGBTI) peoples in an overwhelming majority of countries around the world, where LGBTI people face violence, hatred, bigotry and discrimination because of who they are and whom they love.
  - (2) In 75 countries, or almost 40 percent of the world, same-sex relations and relationships are criminalized. These include Nigeria, Egypt, and Uganda, among others. Homosexuality is punishable by death in at least 8 countries. Many countries also criminalize or otherwise prohibit cross-dressing and gender-affirming treatments for transgender individuals.
  - (3) Criminalizing LGBTI status or conduct is at the base of political, social and economic injustice toward LGBTI individuals in many countries.
  - (4) The World Bank has begun to measure the macro-economic costs of criminal laws targeting LGBTI individuals through lost productivity, detrimental health outcomes and violence, as a step toward mitigating those costs.

- 1 (5) Violence and discrimination based on sexual 2 orientation and gender identity are documented in 3 the Department of State's annual Country Human 4 Rights Reports to Congress. These reports continue 5 to show a clear pattern of human rights violations 6 in every region of the world based on sexual orienta-7 tion and gender identity.
  - (6) These violations include murder, rape, torture, death threats, extortion, and imprisonment, in many cases with the complicity of governing officials. In the Russian autonomous region of Chechnya, Chechen authorities have been found directly complicit in the round-up, torture, and murders of LGBTI men. In Indonesia, public humiliation and punishment of gay men has been carried out. In Jamaica, lesbian women have been subjected to so-called "corrective rape".
  - (7) As documented by the State Department, LGBTI individuals are subjected in many countries to capricious imprisonment, loss of employment, housing, access to health care, and societal stigma and discrimination. LGBTI-specific restrictions on basic freedoms of assembly, press, and speech exist in every region of the world. Public support for LGBTI communities is prohibited in many coun-

- tries, including Russia, Belarus, Moldova,
   Kyrgyzstan, and Egypt.
- (8) Targeted sanctions are an important tool to push for accountability for violations of the human rights of LGBTI people. In December 2017, the United States imposed sanctions on Chechen Presi-dent Ramzan Kadyrov and head of the Chechen Ministry of Internal Affairs Ayub Kataev, for com-mitting extrajudicial imprisonment, torture, and murder, including of gay men, in Chechnya.
  - (9) Anti-LGBTI laws and discrimination pose significant risks for LGBTI youth who come out to their family or community and often face rejection, homelessness, and limited educational and economic opportunities. These factors contribute to increased risks of substance abuse, suicide, and HIV infection among LGBTI youth.
  - (10) Anti-LGBTI laws also increase global health risks. Studies have shown that when LGBTI people, especially LGBTI youth, face discrimination, they are less likely to seek HIV testing, prevention, and treatment services. In countries such as Tanzania, government authorities have closed down access to HIV services for gay men.

(11) LGBTI populations are disproportionately impacted by the Mexico City Policy, also widely referred to as the "global gag rule", which was reinstated and expanded by President Donald J. Trump on January 23, 2017. LGBTI people often receive much of their healthcare through reproductive health clinics, and organizations that cannot comply with the policy are forced to discontinue work on United States-supported global health projects that are frequently used by LGBTI populations, including HIV prevention and treatment, stigma reduction, and research.

(12) Because they face tremendous discrimination in the formal labor sector, many sex workers are also LGBTI individuals, and many sex-worker-led programs and clinics serve the LGBTI community with safe, non-stigmatizing, medical and social care. USAID has also referred to sex workers as a "most-at-risk population". The anti-prostitution loyalty oath that health care providers receiving United States assistance must take isolates sex-worker-led and serving groups from programs and reinforces stigma, undermining both the global AIDS response and human rights. The Supreme Court found this requirement unconstitutional as it applies to United

- States nongovernmental organizations and their foreign affiliates in 2013.
- 13) According to the Trans Murder Monitoring
  Project, which monitors homicides of transgender individuals, 2,343 transgender and gender-diverse people were murdered between 2008 and 2016, in 69
  countries.
  - (14) In many countries, intersex individuals experience prejudice and discrimination because their bodies do not conform to general expectations about sex and gender. Because of these expectations, medically unnecessary interventions are often performed in infancy without the consent or approval of intersex individuals, in violation of international human rights standards.
  - (15) Asylum and refugee protection are critical last-resort protections for LGBTI individuals, but those who seek such protections face ostracization and abuse in refugee camps and detention facilities. They are frequently targeted for violence, including sexual assault, in refugee camps and in immigration detention. LGBTI individuals may be segregated against their will for long periods in solitary confinement, in an effort to protect them from such violence, but prolonged solitary confinement itself rep-

- resents an additional form of abuse that is profoundly damaging to the social and psychological well-being of any individual.
  - (16) The one-year filing deadline to apply for United States asylum also disproportionately impacts LGBTI individuals, as does the severe backlog in immigration cases that LGBTI individuals must endure. The lack of legal representation in asylum and refugee adjudication proceedings imposes an often insurmountable barrier to protection and durable resettlement.
  - (17) In December 2011, President Barack Obama directed all Federal foreign affairs agencies to ensure that their diplomatic, humanitarian, health and foreign assistance programs take into account the needs of marginalized LGBTI communities and persons.
  - (18) In 2015, the Department of State established the position of Special Envoy for the Human Rights of LGBTI Persons. In 2017, the Trump Administration indicated to Congress that it will retain this position, which as of the date of the enactment of this Act has still not been filled.
- (19) The President's Emergency Plan for AIDS
   Relief's 2018 Annual Report to Congress states that

- "In order to reach epidemic control, we must address the underlying social and cultural issues, especially unequal human rights and stigma and discrimination, that prevent people from accessing HIV prevention and treatment services".
  - (20) The use of United States diplomatic tools, including the Department of State's exchange and speaker programs, to address the human rights needs of marginalized communities has helped inform public debates in many countries regarding the protective responsibilities of any democratic government.
  - (21) In 2016, the United Nations Human Rights Council passed a resolution cosponsored by the United States that established an independent expert on violence and discrimination based on sexual orientation and gender identity to help monitor and track discrimination and violence experienced by LGBTI persons around the world.
  - (22) According to the International Guidelines on HIV/AIDS and Human Rights, as published by the United Nations High Commissioner for Human Rights, and according to the July 2017 report of the Independent Expert on protection against violence and discrimination based on sexual orientation and

- gender identity, countries should review and reform criminal laws and correctional systems to ensure that they are consistent with international human rights obligations and are not misused or targeted against vulnerable groups.
  - (23) Engaging multilateral fora and international institutions is critical to impacting global norms and to broadening global commitments to fairer standards for the treatment of all people, including LGBTI. The United States must remain a leader in the United Nations system and has a vested interest in the success of that multilateral engagement.
  - (24) Ongoing United States leadership in the Equal Rights Coalition, which is a new intergovernmental coalition of more than 40 governments and leading civil society organizations that work together to protect the human rights of LGBTI people around the world, remains vital to international efforts to respond to violence and impunity.
  - (25) Those who represent the United States abroad, including our diplomats, development specialists and military, should reflect the diversity of our country and honor America's call to equality, in-

1	cluding through proud and open service abroad by
2	LGBTI Americans and those living with HIV.
3	SEC. 3. DOCUMENTING AND RESPONDING TO BIAS-MOTI-
4	VATED VIOLENCE AGAINST LGBTI PEOPLE
5	ABROAD.
6	(a) Information To Include in Annual Coun-
7	TRY REPORTS ON HUMAN RIGHTS PRACTICES.—The For-
8	eign Assistance Act of 1961 is amended—
9	(1) in section 116(d) (22 U.S.C. 2151n(d))—
10	(A) in paragraph (11)(C), by striking
11	"and" at the end;
12	(B) in paragraph (12)(C)(ii), by striking
13	the period at the end and inserting "; and";
14	and
15	(C) by adding at the end the following new
16	paragraph:
17	"(13) wherever applicable, violence or discrimi-
18	nation that affects fundamental freedoms, including
19	widespread or systematic violation of the freedoms of
20	expression, association, or assembly of an individual
21	in foreign countries that is based on actual or per-
22	ceived sexual orientation, gender identity, or sex
23	characteristics."; and
24	(2) in section 502B(b) (22 U.S.C. 2304(b)), by
25	inserting after the ninth sentence the following new

1	sentence: "Wherever applicable, such report shall
2	also include information regarding violence or dis-
3	crimination that affects the fundamental freedoms,
4	including widespread or systematic violation of the
5	freedoms of expression, association, or assembly of
6	an individual in foreign countries that is based on
7	actual or perceived sexual orientation, gender iden-
8	tity, or sex characteristics.".
9	(b) REVIEW AT DIPLOMATIC AND CONSULAR
10	Posts.—
11	(1) In general.—In preparing the annual
12	country reports on human rights practices required
13	by section 116 or 502B of the Foreign Assistance
14	Act of 1961, as amended by subsection (a), the Sec-
15	retary of State shall obtain information from each
16	diplomatic and consular post with respect to the fol-
17	lowing:
18	(A) Incidents of violence against LGBTI
19	people in the country in which such post is lo-
20	cated.
21	(B) An analysis of the factors enabling or
22	aggravating such incidents, such as government
23	policy, societal pressure, or external actors.

1 (C) The response, whether public or pri-2 vate, of the personnel of such post with respect 3 to such incidents.

(2) Addressing bias-motivated violence.—
The Secretary shall include in the annual strategic plans of the regional bureaus concrete diplomatic strategies, programs, and policies to address bias-motivated violence using information obtained pursuant to paragraph (1), such as programs to build capacity among civil society or governmental entities to document, investigate, and prosecute instances of such violence and provide support to victims of such violence.

#### (c) Interagency Group.—

(1) ESTABLISHMENT.—There is established an interagency group on responses to urgent threats to LGBTI people in foreign countries (in this subsection referred to as the "interagency group"), that shall be chaired by the Secretary of State and include the Secretary of Defense, the Secretary of the Treasury, the Administrator of the United States Agency for International Development, the Attorney General, and the head of each other Federal department or agency the President determines is relevant to the duties of the interagency group.

1	(2) Duties.—The duties of the interagency
2	group shall be to—
3	(A) coordinate the responses of each par-
4	ticipating agency with respect to threats di-
5	rected towards LGBTI populations in other
6	countries;
7	(B) develop longer-term approaches to pol-
8	icy developments and incidents negatively im-
9	pacting the LGBTI populations in specific
10	countries;
11	(C) advise the President on the designation
12	of foreign persons for sanctions pursuant to
13	section 4;
14	(D) identify United States laws and poli-
15	cies, at the Federal, State, and local levels, that
16	affirm the equality of LGBTI persons; and
17	(E) use such identified laws and policies to
18	develop diplomatic strategies to share the exper-
19	tise obtained from the implementation of such
20	laws and policies with appropriate officials of
21	countries where LGBTI persons do not enjoy
22	equal protection under the law.
23	(d) Special Envoy for the Human Rights of
24	LGBTI PEOPLES.—

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1	(1) Establishment.—The Secretary of State
2	shall establish in the Bureau of Democracy, Human
3	Rights, and Labor (DRL) of the Department of
4	State a permanent Special Envoy for the Human
5	Rights of LGBTI Peoples (in this section referred to
6	as the "Special Envoy"), who shall be appointed by
7	the President. The Special Envoy shall report di-
8	rectly to the Assistant Secretary for DRL.
9	(2) Purpose.—The Special Envoy shall direct
10	efforts of the United States Government relating to
11	United States foreign policy, as directed by the Sec-
12	retary, regarding human rights abuses against
13	LGBTI people and communities internationally and
14	the advancement of human rights for LGBTI people,
15	and shall represent the United States internationally
16	in bilateral and multilateral engagement on such
17	matters.

#### (3) Duties.—

## (A) IN GENERAL.—The Special Envoy—

- (i) shall serve as the principal advisor to the Secretary of State regarding human rights for LGBTI people internationally;
- (ii) shall, notwithstanding any other provision of law, direct activities, policies, programs, and funding relating to the

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1 human rights of LGBTI people and the
2 advancement of LGBTI equality initiative
3 internationally, for all bureaus and office
4 of the Department of State and shall lead
5 the coordination of relevant international
6 programs for all other Federal agencies re
7 lating to such matters;
8 (iii) shall represent the United State
9 in diplomatic matters relevant to the
human rights of LGBTI people, including
criminalization, discrimination, and vio
lence against LGBTI people internation
13 ally;
(iv) shall direct, as appropriate
United States Government resources to re
spond to needs for protection, integration
resettlement, and empowerment of LGBT
people in United States Government poli
cies and international programs, including
to prevent and respond to criminalization
discrimination, and violence agains
LGBTI people internationally;
(v) shall design, support, and imple
ment activities regarding support, edu
cation, resettlement, and empowerment o

1	LGBTI people internationally, including
2	for the prevention and response to crim-
3	inalization, discrimination, and violence
4	against LGBTI people internationally;
5	(vi) shall lead interagency coordina-
6	tion between the foreign policy priorities
7	related to the human rights of LGBTI peo-
8	ple and the development assistance prior-
9	ities of the LGBTI Coordinator of the
10	United States Agency for International
11	Development;
12	(vii) shall conduct regular consultation
13	with nongovernmental organizations work-
14	ing to prevent and respond to criminaliza-
15	tion, discrimination, and violence against
16	LGBTI people internationally;
17	(viii) shall ensure that programs,
18	projects, and activities of the Department
19	of State and the United States Agency for
20	International Development designed to pre-
21	vent and respond to criminalization, dis-
22	crimination, and violence against LGBTI
23	people internationally are subject to rig-
24	orous monitoring and evaluation, and that

there is a uniform set of indicators and

1	standards for such monitoring and evalua-
2	tion that is used across international pro-
3	grams in Federal agencies; and
4	(ix) is authorized to represent the
5	United States in bilateral and multilateral
6	fora on matters relevant to the human
7	rights of LGBTI people internationally, in-
8	cluding criminalization, discrimination, and
9	violence against LGBTI people internation-
10	ally.
11	(e) Training at International Law Enforce-
12	MENT ACADEMIES.—The President shall ensure that any
13	international law enforcement academy supported by
14	United States assistance shall provide training with re-
15	spect to the rights of LGBTI people, including through
16	specialized courses highlighting best practices in the docu-
17	mentation, investigation and prosecution of bias-motivated
18	hate crimes targeting persons based on actual or perceived
19	sexual orientation, gender identity or sex characteristics.
20	SEC. 4. SANCTIONS ON INDIVIDUALS RESPONSIBLE FOR
21	VIOLATIONS OF HUMAN RIGHTS AGAINST
22	LGBTI PEOPLE.
23	(a) In General.—Not later than 180 days after the
24	date of the enactment of this Act and biannually there-
25	after, the President shall transmit to the appropriate con-

1	gressional committees a list of each foreign person that
2	the President determines, based on credible information
3	including information obtained by other countries or by
4	nongovernmental organizations that monitor violations of
5	human rights—
6	(1) is responsible for or complicit in, with re-
7	spect to persons based on actual or perceived sexual
8	orientation, gender identity, or sex characteristics—
9	(A) cruel, inhuman, or degrading treat-
10	ment or punishment;
11	(B) prolonged detention without charges
12	and trial;
13	(C) causing the disappearance of persons
14	by the abduction and clandestine detention of
15	such persons; or
16	(D) other flagrant denial of the right to
17	life, liberty, or the security of such persons;
18	(2) acted as an agent of or on behalf of a for-
19	eign person in a matter relating to an activity de-
20	scribed in paragraph (1); or
21	(3) is responsible for or complicit in inciting a
22	foreign person to engage in an activity described in
23	paragraph (1).
24	(b) FORM; UPDATES; REMOVAL.—

(1) FORM.—The list required by subsection (a) 1 2 shall be transmitted in unclassified form and shall 3 be published in the Federal Register without regard 4 to the requirements of section 222(f) of the Immi-5 gration and Nationality Act (8 U.S.C. 1202(f)) with 6 respect to confidentiality of records pertaining to the 7 issuance or refusal of visas or permits to enter the 8 United States, except that the President may include 9 a person in a classified, unpublished annex to such 10 list if the President— (A) determines that— 12 (i) it is vital for the national security 13 interests of the United States to do so; and 14 (ii) the use of such annex, and the in-15 clusion of such person in such annex, 16 would not undermine the overall purpose of 17 this section to publicly identify foreign per-18 sons engaging in the conduct described in

21 (B) not later than 15 days before including 22 such person in a classified annex, provides to 23 the appropriate congressional committees notice 24 of, and a justification for, including or con-

subsection (a)(1) in order to increase ac-

countability for such conduct; and

25 tinuing to include each foreign person in the

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1	classified annex despite the existence of any
2	publicly available credible information indi-
3	cating that the foreign person engaged in an ac-
4	tivity described in paragraph (1) or (2) of sub-
5	section (a).
6	(2) Updates.—The President shall transmit to
7	the appropriate congressional committees an update
8	of the list required by subsection (a) as new infor-
9	mation becomes available.
10	(3) Removal.—A person may be removed from
11	the list required by subsection (a) if the President
12	determines and reports to the appropriate congres-
13	sional committees not later than 15 days before the
14	removal of the person from the list that—
15	(A) credible information exists that the
16	person did not engage in the activity for which
17	the person was added to the list;
18	(B) the person has been prosecuted appro-
19	priately for the activity in which the person en-
20	gaged; or
21	(C) the person has credibly demonstrated a
22	significant change in behavior, has paid an ap-
23	propriate consequence for the activities in which

the person engaged, and has credibly committed

- to not engage in an activity described in paragraph (1) or (2) of subsection (a).
- 3 (c) Public Submission of Information.—The
- 4 President shall issue public guidance, including through
- 5 United States diplomatic and consular posts, setting forth
- 6 the manner by which the names of foreign persons who
- 7 may meet the criteria to be included on the list required
- 8 by subsection (a) may be submitted to the Department
- 9 of State for evaluation.
- 10 (d) Requests From Chair and Ranking Member
- 11 OF APPROPRIATE CONGRESSIONAL COMMITTEES.—
- 12 (1) Consideration of information.—The
- 13 President shall also consider information provided by
- the Chair or Ranking Member of each of the appro-
- priate congressional committees in determining
- whether to include a foreign person on the list re-
- 17 quired by subsection (a).
- 18 (2) Requests.—Not later than 120 days after
- receiving a written request from the Chair or Rank-
- ing Member of one of the appropriate congressional
- committees with respect to whether a foreign person
- meets the criteria for being added to the list re-
- 23 quired by subsection (a), the President shall trans-
- 24 mit a response to that Chair or Ranking Member, as

- the case may be, with respect to the President's determination relating to such foreign person.
- 3 (3) Removal.—If the President removes from 4 the list required by subsection (a) a person that had 5 been placed on the list pursuant to a request under 6 paragraph (2), the President shall provide to the rel-7 evant Chair or Ranking Member any information 8 that contributed to such decision.
- 9 (4) FORM.—The President may transmit a re-10 sponse required by paragraph (2) or paragraph (3) 11 in classified form if the President determines that it 12 is necessary for the national security interests of the 13 United States to do so.
- 14 (e) Ineligibility for Visas and Admission to
  15 The United States.—An individual who is a foreign
  16 person on the list required by subsection (a) is ineligible
  17 to receive a visa to enter the United States and ineligible
  18 to be admitted to the United States.
- (f) Current Visas Revoked and Removal FromUnited States.—
- 21 (1) IN GENERAL.—The Secretary of State shall 22 revoke, in accordance with section 221(i) of the Im-23 migration and Nationality Act (8 U.S.C. 1201(i)), 24 the visa or other documentation of an individual who 25 would be ineligible to receive such a visa or docu-

1	mentation under subsection (e), and the Secretary of
2	Homeland Security shall remove from the United
3	States such an individual.
4	(2) REGULATIONS REQUIRED.—Not later than
5	180 days after the date of the enactment of this Act,
6	the Secretary of State and the Secretary of Home-
7	land Security shall prescribe such regulations as are
8	necessary to carry out this subsection.
9	(g) Sense of Congress With Respect to Addi-
10	TIONAL SANCTIONS.—It is the sense of Congress that the
11	President should impose additional targeted sanctions
12	with respect to foreign persons on the list required by sub-
13	section (a) to push for accountability for flagrant denials
14	of the right to life, liberty, or the security of the person,
15	through the use of designations and targeted sanctions
16	provided for such conduct under other existing authorities.
17	(h) Waivers in the Interest of National Secu-
18	RITY.—
19	(1) In general.—The President may waive
20	the application of subsection (e), (f), or (g) with re-
21	spect to a person if the President determines and
22	submits to the appropriate congressional committees
23	notice and justification, that such a waiver—
24	(A) is necessary to permit the United
25	States to comply with the Agreement between

1	the United Nations and the United States of
2	America regarding the Headquarters of the
3	United Nations, signed June 26, 1947, and en-
4	tered into force November 21, 1947, or other
5	applicable international obligations of the
6	United States; or
7	(B) is in the national security interests of
8	the United States.
9	(2) Timing of Certain Waivers.—A waiver
10	pursuant to a determination under subparagraph
11	(B) of paragraph (1) shall be submitted not later
12	than 15 days before the granting of such waiver.
13	(i) REPORT REQUIRED.—Not later than one year
14	after the date of the enactment of this Act and annually
15	thereafter, the President, acting through the Secretary of
16	State, shall submit to the appropriate congressional com-
17	mittees a report on—
18	(1) the actions taken to carry out this section,
19	including—
20	(A) the number of foreign persons added
21	to or removed from the list required by sub-
22	section (a) during the year preceding each re-
23	port, the dates on which those persons were
24	added or removed, and the reasons for adding
25	or removing those persons: and

1	(B) an analysis that compares increases or
2	decreases in the number of such persons year-
3	over-year and the reasons therefor; and
4	(2) any efforts by the President to coordinate
5	with the governments of other countries, as appro-
6	priate, to impose sanctions that are similar to the
7	sanctions imposed under this section.
8	(j) Foreign Persons.—In this section, the term
9	"foreign person" means—
10	(1) any citizen or national of a foreign country
11	(including any such individual who is also a citizen
12	or national of the United States), including leaders
13	or officials of governmental entities of a foreign
14	country; or
15	(2) any entity not organized solely under the
16	laws of the United States or existing solely in the
17	United States, including governmental entities of a
18	foreign country.
19	(k) Exclusion for Persecution of LGBTI Indi-
20	VIDUALS.—Section 212(a)(2) of the Immigration and Na-
21	tionality Act (8 U.S.C. 1182(a)(2)) is amended by adding
22	at the end the following new subparagraph:
23	"(J) Human rights violators.—Any
24	alien who, while serving as an official of a for-
25	eign government, was responsible for or directly

1	carried out serious violations of the human
2	rights of LGBTI individuals or targeting
3	LGBTI people, is inadmissible.".
4	SEC. 5. COMBATING INTERNATIONAL CRIMINALIZATION OF
5	LGBTI STATUS, EXPRESSION, OR CONDUCT.
6	(a) Annual Strategic Review.—The Secretary of
7	State, in consultation with the Administrator of the
8	United States Agency for International Development, shall
9	include during the course of annual strategic planning an
10	examination of the progress made in countries around the
11	world toward the decriminalization of the status, expres-
12	sion, and conduct of LGBTI individuals, the obstacles that
13	remain toward achieving such decriminalization, and the
14	strategies available to the Department and the Agency to
15	address such obstacles
16	(b) Elements.—The examination described in sub-
17	section (a) shall include the following:
18	(1) An examination of the full range of criminal
19	and civil laws of other countries that disproportion-
20	ately impact communities of LGBTI individuals or
21	apply with respect to the conduct of LGBTI individ-
22	uals.
23	(2) In consultation with the Attorney General,
24	a list of countries in each geographic region with re-
25	spect to which—

1	(A) the Attorney General, acting through
2	the Office of Overseas Prosecutorial Develop-
3	ment Assistance and Training of the Depart-
4	ment of Justice, shall prioritize programs seek-
5	ing to—
6	(i) decriminalize the status, expres-
7	sion, and conduct of LGBTI individuals;
8	(ii) monitor the trials of those pros-
9	ecuted because of such status, expression,
10	or conduct; and
11	(iii) reform related laws having a dis-
12	criminatory impact on LGBTI individuals;
13	and
14	(B) applicable speaker or exchange pro-
15	grams sponsored by the United States Govern-
16	ment shall bring together civil society and gov-
17	ernmental leaders to promote the recognition of
18	LGBTI rights through educational exchanges in
19	the United States and support better under-
20	standing of the role that governments and civil
21	societies mutually play in assurance of equal
22	treatment of LGBTI populations abroad.
23	SEC. 6. FOREIGN ASSISTANCE TO PROTECT HUMAN RIGHTS
24	OF LGBTI PEOPLE.
25	(a) Global Equality Fund.—

- (1) IN GENERAL.—The Secretary of State shall 1 2 establish a fund, to be known as the "Global Equal-3 ity Fund", to be managed by the Assistant Sec-4 retary of the Bureau of Democracy, Human Rights 5 and Labor, consisting of such sums as may be ap-6 propriated to provide grants, emergency assistance, 7 and technical assistance to eligible civil society orga-8 nizations and human rights defenders working to ad-9 vance and protect human rights for all including 10 LGBTI persons, by seeking to achieve the following: 11 (A) Ensuring the freedoms of assembly, 12 association, and expression. 13 14
  - (B) Protecting persons or groups against the threat of violence, including medically unnecessary interventions performed on intersex infants.
  - (C) Advocating against laws that criminalize LGBTI status, expression, or conduct or discriminate against individuals on the basis of sexual orientation, gender identity, or sex characteristics.
  - (D) Ending explicit and implicit forms of discrimination in the workplace, housing, education, and other public institutions or services.

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- 1 (E) Building community awareness and 2 support for the human rights of LGBTI per-3 sons.
- (2) CONTRIBUTIONS.—The Secretary may accept financial and technical contributions from corporations, bilateral donors, foundations, nongovernmental organizations, and other entities supporting the outcomes described in paragraph (1), through the Global Equality Fund.
- 10 (3) PRIORITIZATION.—In providing assistance 11 through the Global Equality Fund, the Secretary 12 shall ensure due consideration and appropriate 13 prioritization of assistance to groups that have his-14 torically been excluded from programs undertaken 15 for the outcomes described in paragraph (1).
- 16 (b) LGBTI GLOBAL DEVELOPMENT PARTNER17 SHIP.—The Administrator of the United States Agency
  18 for International Development, in consultation with the
  19 Secretary of State, shall establish a partnership, to be
  20 known as the "LGBTI Global Development Partnership",
  21 to leverage the financial and technical contributions of cor22 porations, bilateral donors, foundations, nongovernmental
  23 organizations, and universities to support the human
  24 rights and development of LGBTI persons around the

- 1 world by supporting programs, projects, and activities for
- 2 the following purposes:
- 3 (1) To strengthen the capacity of LGBTI lead-
- 4 ers and civil society organizations.
- 5 (2) To train LGBTI leaders to effectively par-
- 6 ticipate in democratic processes and lead civil insti-
- 7 tutions.
- 8 (3) To conduct research to inform national, re-
- 9 gional, or global policies and programs.
- 10 (4) To promote economic empowerment through
- enhanced LGBTI entrepreneurship and business de-
- velopment.
- 13 (c) Consultation.—In coordinating programs,
- 14 projects, and activities through the Global Equality Fund
- 15 or the Global Development Partnership, the Secretary of
- 16 State shall consult, as appropriate, with the Administrator
- 17 of the United States Agency for International Develop-
- 18 ment and the heads of other relevant Federal departments
- 19 and agencies.
- 20 (d) Report.—The Secretary of State shall submit to
- 21 the appropriate congressional committees an annual re-
- 22 port on the work of, successes obtained, and challenges
- 23 faced by the Global Equality Fund and the LGBTI Global
- 24 Development Partnership established in accordance with
- 25 this section.

1	(e) Limitation on Assistance Relating to
2	EQUAL ACCESS.—
3	(1) In general.—None of the amounts au-
4	thorized to be appropriated or otherwise made avail-
5	able to provide United States assistance for any hu-
6	manitarian, development, or global health programs
7	may be made available to any contractor, grantee, or
8	implementing partner, unless such recipient—
9	(A) ensures that the program, project, or
10	activity funded by such amounts are made
11	available to all elements of the population, ex-
12	cept to the extent that such program, project
13	or activity targets a population because of the
14	higher assessed risk of negative outcomes
15	among such populations;
16	(B) undertakes to make every reasonable
17	effort to ensure that each subcontractor or sub-
18	grantee of such recipient will also adhere to the
19	requirement described in subparagraph (A); and
20	(C) agrees to return all amounts awarded
21	or otherwise provided by the United States, in-
22	cluding such additional penalties as the Sec-
23	retary of State may determine to be appro-
24	priate, if the recipient is not able to adhere to

the requirement described in subparagraph (A).

- 1 (2) Quarterly report.—The Secretary of
- 2 State shall provide to the appropriate congressional
- 3 committees a quarterly report on the methods by
- 4 which the Department monitors compliance with the
- 5 requirement in paragraph (1)(A).

#### 6 SEC. 7. GLOBAL HEALTH INCLUSIVITY.

- 7 (a) IN GENERAL.—The Coordinator of United States
- 8 Government Activities to Combat HIV/AIDS Globally
- 9 shall develop mechanisms to ensure that the President's
- 10 Emergency Plan for AIDS Relief (PEPFAR) is imple-
- 11 mented in a way that equitably serves LGBTI people in
- 12 accordance with the goals described in section 6(e), includ-
- 13 ing by requiring all partner entities receiving assistance
- 14 through PEPFAR to receive training on the health needs
- 15 of and human rights standards relating to LGBTI people,
- 16 and shall promptly notify Congress of any obstacles en-
- 17 countered by a foreign government or contractor, grantee,
- 18 or implementing partner in the effort to equitably imple-
- 19 ment PEPFAR as described in such subsection, including
- 20 any remedial steps taken by the Coordinator to overcome
- 21 such obstacles.
- 22 (b) Report on International Prosecutions for
- 23 Sex Work or Consensual Sexual Activity.—Not
- 24 later than 180 days after the date of the enactment of
- 25 this Act, the Coordinator shall submit to the appropriate

1	congressional committees a report describing the manner
2	in which commodities such as condoms provided by pro-
3	grams, projects, or activities funded through PEPFAR or
4	other sources of United States assistance have been used
5	as evidence to arrest, detain, or prosecute individuals in
6	other countries in order to enforce domestic laws criminal-
7	izing sex work or consensual sexual activity.
8	(c) Report on HIV/AIDS-Related Index Test-
9	ING.—Not later than 180 days after the date of the enact-
10	ment of this Act, the Coordinator shall submit to the ap-
11	propriate congressional committees a report describing the
12	impact of partner notification services and index testing
13	on treatment adherence, intimate partner violence, and ex-
14	posure to the criminal justice system for key populations,
15	including LGBTI people and sex workers, using quali-
16	tative and quantitative data.
17	(d) Removing Limitations on Eligibility for
18	FOREIGN ASSISTANCE.—
19	(1) In general.—Notwithstanding any other
20	provision of law, regulation, or policy, in determining
21	eligibility for assistance authorized under part I of
22	the Foreign Assistance Act of 1961 (22 U.S.C. 2151
23	et seq.), a foreign nongovernmental organization—
24	(A) shall not be ineligible for such assist-
25	ance solely on the basis of health or medical

1	services, including counseling and referral serv-
2	ices, provided by such organizations solely using
3	funds not provided by the United States Gov-
4	ernment, if such services do not violate the laws
5	of the country in which they are being provided
6	and would not violate Federal law if provided in
7	the United States; and
8	(B) shall not be subject to requirements
9	relating to advocacy and lobbying activities with
10	respect to funds not provided by the United
11	States Government, other than requirements re-
12	lating to such activities that also apply to
13	United States nongovernmental organizations
14	receiving assistance authorized under such part
15	I.
16	(2) Conforming amendments to pepfar au-
17	THORIZATION.—Section 301 of the United States
18	Leadership Against HIV/AIDS, Tuberculosis, and
19	Malaria Act of 2003 (22 U.S.C. 7631) is amended—
20	(A) by striking subsections (d) through (f);
21	and
22	(B) by redesignating subsection (g) as sub-
23	section (d).
24	(3) Conforming amendments to the allo-
25	CATION OF FUNDS BY THE GLOBAL AIDS COORDI-

1	NATOR.—Section 403(a) of the United States Lead-
2	ership Against HIV/AIDS, Tuberculosis, and Ma-
3	laria Act of 2003 (22 U.S.C. 7673(a)) is amended—
4	(A) in paragraph (1)—
5	(i) by striking "shall—" and all that
6	follows through "(A) provide" and insert-
7	ing "shall provide";
8	(ii) by striking "; and" and inserting
9	a period; and
10	(iii) by striking subparagraph (B);
11	and
12	(B) in paragraph (2)—
13	(i) by striking "Prevention Strat-
14	EGY.—" and all that follows through "In
15	carrying out paragraph (1)" and inserting
16	"Prevention strategy.—In carrying
17	out paragraph (1)"; and
18	(ii) by striking subparagraph (B).
19	(4) Conforming amendments to TVPRA AU-
20	THORIZATION.—Section 113 of the Trafficking Vic-
21	tims Protection Act of 2000 (22 U.S.C. 7110) is
22	amended—
23	(A) by striking subsection (g); and
24	(B) by redesignating subsections (h) and
25	(i) as subsections (g) and (h), respectively.

# 1 SEC. 8. IMMIGRATION REFORM.

2	(a) Refugees and Asylum Seekers.—
3	(1) LGBTI SOCIAL GROUP.—Section
4	101(a)(42) of the Immigration and Nationality Act
5	(8 U.S.C. 1101(a)(42)) is amended by inserting
6	after the period at the end the following: "For pur-
7	poses of determinations under this Act, a person
8	who has been persecuted on the basis of sexual ori-
9	entation or gender identity, shall be deemed to have
10	been persecuted on account of membership in a par-
11	ticular social group, and a person who has a well
12	founded fear of persecution on the basis of sexual
13	orientation or gender identity shall be deemed to
14	have a well founded fear of persecution on account
15	of membership in a particular social group.".
16	(2) Report.—Section 103(e) of the Immigra-
17	tion and Nationality Act (8 U.S.C. 1103(e)) is
18	amended by adding at the end the following:
19	"(3) Each annual report shall include information on
20	the total number of applications for asylum and refugee
21	status received that are, in whole or in part, based on per-
22	secution or a well founded fear of persecution on account
23	of sexual orientation or gender identity, and the rate of
24	approval administratively of such applications.".

(3) ASYLUM FILING DEADLINE REPEAL.—

1	(A) IN GENERAL.—Section 208(a)(2)(B) of
2	the Immigration and Nationality Act (8 U.S.C.
3	1158(a)(2)(B)) is repealed.
4	(B) Conforming amendments.—Section
5	208(a)(2) of the Immigration and Nationality
6	Act (8 U.S.C. 1158(a)(2)) is amended—
7	(i) in subparagraph (D)—
8	(I) by striking "notwithstanding
9	subparagraphs (B) and (C)" and in-
10	serting "notwithstanding subpara-
11	graph (C)";
12	(II) by striking "either" after
13	"Attorney General"; and
14	(III) by striking "or extraor-
15	dinary circumstances relating to the
16	delay in filing an application within
17	the period specified in subparagraph
18	(B)"; and
19	(ii) in subparagraph (E), by striking
20	"Subparagraphs (A) and (B)" and insert-
21	ing "Subparagraph (A)".
22	(C) APPLICATION.—The amendments
23	made by this paragraph shall apply to applica-
24	tions for asylum filed before, on, or after the
25	date of the enactment of this Act.

1	(b) Permanent Partners.—Section 101(a) of the
2	Immigration and Nationality Act (8 U.S.C. 1101(a)) is
3	amended—
4	(1) in paragraph (35), by inserting "includes
5	any permanent partner, but" before "does not in-
6	clude''; and
7	(2) by adding at the end the following:
8	"(53) The term 'marriage' includes a permanent
9	partnership.
10	"(54) The term 'permanent partner' means an indi-
11	vidual 18 years of age or older who—
12	"(A) is in a committed, intimate relationship
13	with another individual 18 years of age or older, in
14	which both parties intend a lifelong commitment;
15	"(B) is financially interdependent with the
16	other individual;
17	"(C) is not married to anyone other than the
18	other individual;
19	"(D) is a national of or, in the case of a person
20	having no nationality, last habitually resided in a
21	country that prohibits marriage between the individ-
22	uals; and
23	"(E) is not a first-, second-, or third-degree
24	blood relation of the other individual.

1	"(55) The term 'permanent partnership' means the
2	relationship that exists between two permanent partners."
3	(c) Counsel.—
4	(1) Appointment of Counsel.—Section
5	240(b)(4) of the Immigration and Nationality Act (8
6	U.S.C. 1229a(b)(4)) is amended—
7	(A) in subparagraph (B), by striking
8	"and" at the end;
9	(B) in subparagraph (C), by striking the
10	period at the end and inserting ", and"; and
11	(C) by adding at the end the following:
12	"(D) notwithstanding subparagraph (A), in
13	a case in which an indigent alien requests rep-
14	resentation, such representation shall be ap-
15	pointed by the court, at the expense of the Gov-
16	ernment, for such proceedings.".
17	(2) RIGHT TO COUNSEL.—Section 292 of the
18	Immigration and Nationality Act (8 U.S.C. 1362) is
19	amended—
20	(A) by inserting "(a)" before "In any";
21	(B) by striking "he" and inserting "the
22	person"; and
23	(C) by adding at the end the following:
24	"(b) Notwithstanding subsection (a), in a case in
25	which an indigent alien requests representation, such rep-

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1	resentation shall be appointed by the court, at the expense
2	of the Government, for the proceedings described in sub-
3	section (a).
4	"(c) In an interview relating to admission under sec-
5	tion 207, an alien shall have the privilege of being rep-
6	resented, at no expense to the Government, by such coun-
7	sel, authorized to practice in such proceedings, as the alier
8	shall choose.".
9	(d) Refugee Admissions of LGBTI Aliens From
10	CERTAIN COUNTRIES.—
11	(1) In general.—In the case of aliens who are
12	nationals of or, in the case of aliens having no na-
13	tionality, last habitually resided in a country that
14	fails to protect against persecution on the basis of
15	sexual orientation or gender identity and who share
16	common characteristics that identify them as targets
17	of persecution on account of sexual orientation or
18	gender identity, such aliens are eligible for Priority
19	2 processing under the refugee resettlement priority
20	system.
21	(2) Resettlement processing.—
22	(A) In general.—In a case in which a
23	refugee admitted under section 207 of the Im-

(A) IN GENERAL.—In a case in which a refugee admitted under section 207 of the Immigration and Nationality Act discloses to an employee or contractor of the Bureau of Popu-

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lation, Refugees, and Migration information with respect to the refugee's sexual orientation or gender identity, the Secretary of State shall, with the refugee's consent, provide such information to the appropriate national resettlement agency to prevent the refugee from being placed in a community in which the refugee is likely to face continued discrimination and to place the refugee in a community that offers services to meet the needs of the refugee.

(B) NATIONAL RESETTLEMENT AGENCIES DEFINED.—The term "national resettlement agency" means an agency contracting with the Department of State to provide sponsorship and initial resettlement services to refugees entering the United States.

## (e) Training Program.—

(1) Training program.—In order to create an environment in which an alien may safely disclose such alien's sexual orientation or gender identity, the Secretary of Homeland Security shall establish, in consultation with the Secretary of State, a training program for staff and translators who participate in the interview process of aliens seeking asylum or status as a refugee.

1	(2) Components of training program.—
2	The training program described in paragraph (1)
3	shall include instruction on—
4	(A) appropriate word choice and word
5	usage;
6	(B) creating safe spaces and facilities for
7	LGBTI aliens;
8	(C) confidentiality requirements; and
9	(D) nondiscrimination policies.
10	(f) Limitation on Detention.—
11	(1) Presumption of Release.—
12	(A) In General.—Notwithstanding any
13	other provision of law and except as provided in
14	subparagraphs (B) and (C), the Secretary of
15	Homeland Security—
16	(i) may not detain an alien who is a
17	member of a vulnerable group under any
18	provision of the Immigration and Nation-
19	ality Act (8 U.S.C. 1101 et seq.) pending
20	a decision with respect to whether the alien
21	is to be removed from the United States;
22	and
23	(ii) shall immediately release any de-
24	tained alien who is a member of a vulner-
25	able group.

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(B) EXCEPTIONS.—The Secretary Homeland Security may detain, pursuant to the Immigration and Nationality Act (8 U.S.C. 1101 et seq.), an alien who is a member of a vulnerable group if the Secretary makes a determination, using credible and individualized information, that the use of alternatives to detention will not reasonably assure the appearance of the alien at removal proceedings, or that the alien is a threat to another person or the community. The fact that an alien has a criminal charge pending against the alien may not be the sole factor to justify the detention of the alien.

(C) Removal.—In a case in which detention is the least restrictive means of effectuating the removal from the United States of an alien who is a member of a vulnerable group, the subject of a final order of deportation or removal, and not detained under subparagraph (B), the Secretary of Homeland Security may, solely for the purpose of such removal, detain the alien for a period that is—

1	(i) the shortest possible period imme-
2	diately preceding the removal of the alien
3	from the United States; and
4	(ii) not more than 5 days.
5	(2) Weekly review required.—
6	(A) In General.—With respect to an
7	alien detained under subparagraph (B) of para-
8	graph (1), not less frequently than once each
9	week, the Secretary of Homeland Security shall
10	conduct an individualized review to determine
11	whether the alien should continue to be de-
12	tained under such subparagraph.
13	(B) Release.—In the case of a deter-
14	mination under subparagraph (A) that an alien
15	should not be detained under paragraph (1)(B),
16	not later than 24 hours after the date on which
17	the Secretary makes the determination, the Sec-
18	retary shall release the detainee.
19	(g) Protective Custody for LGBTI Alien De-
20	TAINEES.—
21	(1) Detainees.—An LGBTI alien who is de-
22	tained under subparagraph (B) or (C) of subsection
23	(f)(1) may not be placed in housing that is seg-
24	regated from the general population unless—

1	(A) the alien requests placement in such
2	housing for the protection of the alien; or
3	(B) the Secretary of Homeland Security
4	determines, after assessing all available alter-
5	natives, that there is no available alternative
6	means of separation from likely abusers.
7	(2) Placement factors.—In a case in which
8	an LGBTI alien is placed in segregated housing pur-
9	suant to paragraph (1), the Secretary of Homeland
10	Security shall ensure that such housing—
11	(A) includes non-LGBTI aliens, to the ex-
12	tent practicable; and
13	(B) complies with any applicable court
14	order for the protection of LGBTI aliens.
15	(3) Protective custody requests.—In a
16	case in which an LGBTI alien who is detained re-
17	quests placement in segregated housing for the pro-
18	tection of such alien, the Secretary of Homeland Se-
19	curity shall grant such request.
20	(h) Sense of Congress.—It is the sense of Con-
21	gress that the Secretary of Homeland Security should hire
22	a sufficient number of Refugee Corps officers for refugee
23	interviews to be held within a reasonable period of time
24	and adjudicated not later than 180 days after a request
25	for Priority 2 consideration is filed.

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1	SEC. 9. ENGAGING INTERNATIONAL ORGANIZATIONS IN
2	THE FIGHT AGAINST LGBTI DISCRIMINATION
3	(a) Sense of Congress.—It is the sense of Con-
4	gress that—
5	(1) the United States should be a leader in ef-
6	forts by the United Nations to ensure that human
7	rights norms, development principles, and political
8	rights are fully inclusive of LGBTI people;
9	(2) United States leadership within inter-
10	national financial institutions, such as the World
11	Bank and the regional development banks, should be
12	used to ensure that the programs, projects, and ac-
13	tivities undertaken by such institutions are fully in-
14	clusive of all people, including LGBTI people; and
15	(3) the Secretary of State should seek appro-
16	priate opportunities to encourage the equal treat
17	ment of LGBTI people during discussions with or
18	participation in the full range of regional, multilate
19	eral, and international fora, such as the Organiza
20	tion of American States, the Organization for Secu-
21	rity and Cooperation in Europe, the European
22	Union, the African Union, and the Association of
23	South East Asian Nations.
24	(b) Action Through the Equal Rights Coali-
25	TION.—The Secretary of State shall promote diplomatic

26 coordination through the Equal Rights Coalition, estab-

1	lished in July 2016 at the Global LGBTI Human Rights
2	Conference in Montevideo, Uruguay, and other multilat-
3	eral mechanisms, to achieve the goals and outcomes de-
4	scribed in subsection (a).
5	SEC. 10. REPRESENTING THE RIGHTS OF UNITED STATES
6	LGBTI CITIZENS DEPLOYED TO DIPLOMATIC
7	AND CONSULAR POSTS.
8	(a) Sense of Congress.—It is the sense of Con-
9	gress that, recognizing the importance of a diverse work-
10	force in the representation of the United States abroad,
11	and in support of sound personnel staffing policies, the
12	Secretary of State should—
13	(1) prioritize efforts to ensure that foreign gov-
14	ernments do not impede the assignment of United
15	States LGBTI citizens and their families to diplo-
16	matic and consular posts; and
17	(2) open conversations with entities in the
18	United States private sector that engage in business
19	in other countries to the extent necessary to address
20	any visa issues faced by such private sector entities
21	with respect to their LGBTI employees.
22	(b) Remedies for Family Visa Denial.—
23	(1) IN GENERAL.—The Secretary of State shall
24	use all appropriate diplomatic efforts to ensure that
25	the families of LGBTI employees of the Department

1	are issued visas from countries where such employ-
2	ees are posted.
3	(2) List required.—Not later than 180 days
4	after the date of the enactment of this Act, the Sec-
5	retary of State shall submit to Congress—
6	(A) a classified list of each country that
7	has refused to grant accreditation to LGBTI
8	employees of the Department or their family
9	members in the prior two years; and
10	(B) the actions taken or intended to be
11	taken by the Secretary, in accordance with
12	paragraph (1), to ensure that LGBTI employ-
13	ees are appointed to appropriate positions in ac-
14	cordance with diplomatic needs and personnel
15	qualifications, including actions specifically re-
16	lating to securing the accreditation of the fami-
17	lies of such employees by relevant countries.
18	SEC. 11. DEFINITIONS.
19	In this Act:
20	(1) LGBTI.—The term "LGBTI" means les-
21	bian, gay, bisexual, transgender, or intersex.
22	(2) Appropriate congressional commit-
23	TEES.—The term "appropriate congressional com-

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mittees" means—

1	(A) the Committee on Foreign Affairs, the
2	Committee on the Judiciary, and the Com-
3	mittee on Appropriations of the House of Rep-
4	resentatives; and
5	(B) the Committee on Foreign Relations,
6	the Committee on the Judiciary, and the Com-
7	mittee on Appropriations of the Senate.
8	(3) Member of a vulnerable group.—The
9	term "member of a vulnerable group" means, with
10	respect to an alien, that such alien—
11	(A) is under 21 years of age or over 60
12	years of age;
13	(B) is pregnant;
14	(C) identifies as lesbian, gay, bisexual,
15	transgender, or intersex;
16	(D) is victim or witness of a crime;
17	(E) has filed a nonfrivolous civil rights
18	claim in Federal or State court;
19	(F) has a serious mental or physical illness
20	or disability;
21	(G) has been determined by an asylum of-
22	ficer in an interview conducted under section
23	235(b)(1)(B) to have a credible fear of persecu-
24	tion; or

1 (H) has been determined by an immigra2 tion judge or the Secretary of Homeland Secu3 rity to be experiencing severe trauma or to be
4 a survivor of torture or gender-based violence,
5 based on information obtained during intake,
6 from the alien's attorney or legal service pro7 vider, or through credible self-reporting.

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