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DIVERSITY ACTION PLAN FOR OPERATIONS
2019 - 2021

Social Sector
GENDER AND DIVERSITY DIVISION

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ABBREVIATIONS

ConSoC	Civil Society Consulting Groups
CRPD	UN Convention on the rights of Persons with Disabilities
CDC	Country Development Challenges document
CS	Country Strategy
CSD	Climate Change and Sustainable Development Sector
CSO	Civil Society Organization
DAP	Diversity Action Plan
GAP	Gender Action Plan
GDI	Gender and Diversity Division
IDB	Inter-American Development Bank
INE	Infrastructure and Energy Sector
IP	Indigenous peoples
KIC	Knowledge, Innovation and Communication Sector
LAC	Latin America and the Caribbean
LGBTQ+	Lesbian, gay, bisexual, transgender, queer and other sexual orientations and gender identities
PBL	Policy Based Loan
PWD	Persons with disabilities
RPD	Regional Policy Dialogue
SDG	Sustainable Development Goals
SG	Sovereign Guarantee
SFD	Sector Framework Document
TC	Technical Cooperation
VPC	Vice Presidency for Countries
VPS	Vice Presidency for Sectors and Knowledge
WG	Washington Group on Disability Statistics
WHO	World Health Organization

EXECUTIVE SUMMARY

The IDB has shown a clear commitment to addressing diversity as evidenced in key operational and institutional policies and strategies. Efforts have focused on supporting the development with identity and inclusion of diverse population groups across LAC. Recognizing the need to continue strengthening diversity in the Bank's work, in 2018, the IDB's Board of Executive Directors requested that IDB Management develop a diversity action plan.

The Diversity Action Plan includes actions to address the needs of indigenous peoples, African descendants, PWD and LGBTQ+ individuals in LAC countries. These population groups have unique identities and characteristics vis-a-vis the dominant culture and, together, they account for around 40% of the region's population. They also face a number of common challenges related to exclusion, discrimination, and statistical invisibility, as well as specific needs that shape the kinds of actions and interventions that are needed to promote their development with identity and inclusion.

The main objective of the DAP is to improve all lives by fostering the dignity of diverse populations and tapping into the well of talent and capacities that reside in these groups. To that end, the DAP aims to expand and improve the quality of the Bank's operational and analytical work that supports development with identity and/or the inclusion of diverse populations in the IDB's member countries. The Diversity Action Plan for Operations (DAP), 2019-2021, is a new Bank-wide instrument that draws on lessons learned from the Bank's accumulated experience addressing diversity issues in its operations and analytical work, as well as experience garnered from three generations of Gender Action Plans (GAP). This first DAP will focus on collecting information to serve as inputs for policy design and decision making, and will help us create a common understanding of diversity and reinforce the commitment of Bank staff to improving all lives.

The DAP aims to create a Bank-wide culture that promotes development with identity and inclusion as an integral part of its work. To this end, the DAP includes five specific objectives/lines of action:

- **Agenda Setting.** Contribute to define relevant policy agendas for diverse populations in prioritized countries.
- **Mainstreaming.** Mainstream diversity-related analysis, actions and results into the Bank's operations across sectors.
- **Direct investment.** Identify and implement operations that directly invest in development with identity and inclusion and that are scalable and replicable.
- **Knowledge and Dissemination.** Support the development of a knowledge agenda that contributes to generating data on diverse populations and evidence on what works to best address their priorities and needs.
- **Technological Innovation.** Promote the ethical use of cutting-edge technology to promote development with identity and social and economic inclusion of diverse populations.

Advances in meeting expected results will be reported annually in a DAP Progress Report.

I. WHY PAY ATTENTION TO DIVERSITY?

- 1.1 As an organization dedicated to improving lives, we must ask *whose* lives we are working to improve. Latin America and the Caribbean (LAC) is one of the most diverse regions in the world; a blend of ancestries, cultures, races, sexual orientations, abilities, and languages. Certain groups have been historically marginalized over the simple fact that society considers them different from mainstream society, and this marginalization affects us all. Not only has this diminished their opportunities for a better life and to contribute to society, but it has also eroded their dignity and rights. When an indigenous woman enters her local health center and there are no signs in her language and she and her doctor cannot communicate, this is an affront to her dignity and rights. When a person in a wheelchair must get on a bus in the arms of another person rather than being provided direct access, this is an affront to his dignity and rights. In order to promote a more inclusive society that values the richness of diversity, *dignity* must be at the heart of our efforts, as a primary objective of all our policies, actions and projects. We must recognize that this is both a matter of rights and of achieving social and economic development. When a person is unable to fully exercise their citizenship and contribute to society, it impacts everyone. There is growing evidence that diversity spurs economic development,¹ improves business performance,² and facilitates innovation.³ At the Inter-American Development Bank (IDB), we not only want to improve lives; we pursue to improve *all* lives. This institutional mandate necessitates a cultural mindset that values diversity, understanding that equity and equality are central to ensuring human dignity, and that the region's diversity is an asset to be promoted for the benefit of all.
- 1.2 The IDB has shown a clear commitment to addressing diversity, creating operational policies, defining strategies, and placing diversity prominently in its key institutional policies.⁴ These efforts have focused on supporting the development with identity⁵ and inclusion of diverse population groups across LAC, including

¹ Banks, L. M., & Polack, S. (2014). The economic costs of exclusion and gains of inclusion of people with disabilities: Evidence from low and middle income countries. London: International Centre for Evidence in Disability. <http://disabilitycentre.ishtm.ac.uk/new-report-economic-costs-exclusion-gains-inclusion-people-disabilities/>; Buckup, S. 2009. The price of exclusion: the economic consequences of excluding people with disabilities from the world of work. *Employment Working Paper No. 43*. Geneva: International Labour Office (ILO); Ashraf, Q., & Galor, O. (2011). Cultural diversity, geographical isolation, and the origin of the wealth of nations. NBER Working Paper No. 17640.

² Hunt, V., Prince S., Dixon-Fyle, S., and Yee, L. 2018. Delivering through Diversity. McKinsey & Company. <https://www.mckinsey.com/business-functions/organization/our-insights/delivering-through-diversity>; C. Herring, "Does diversity pay? Race, gender, and the business case for diversity," *American Sociological Review*, vol. 74, pp. 208-224, 2009.

³ Hwelett, S.A., Marshall, M, and Sherbin, L. 2016. [How diversity Can Drive Innovation](https://hbr.org/2013/12/how-diversity-can-drive-innovation). Harvard Business Review, Dec 2016. <https://hbr.org/2013/12/how-diversity-can-drive-innovation>; Forbes Insight, "Global diversity and inclusion: Fostering innovation through a diverse workforce," Forbes Insight, New York, 2011.

⁴ In 2018, IDB Management made a commitment to update the safeguards policies by the end of 2020, following the Office of Evaluation and Oversight's (OVE) Environmental and Social Safeguards Evaluation Recommendations. The IDB is currently undergoing a process of reforming the safeguards policies, including the Policy on Indigenous Peoples (OP-765). The Diversity Action Plan complements these policy recommendations and updates.

⁵ The IDB's Operational Policy on Indigenous Peoples (OP-765) defines development with identity as "a process that includes strengthening of indigenous peoples, harmony with their environment, sound management of territories and natural resources, the generation and exercise of authority, and respect for indigenous rights, including the cultural, economic, social and institutional rights and values of indigenous peoples in accordance with their own world view and governance." In practical terms, development with identity requires an understanding of indigenous cultures and their own concepts of wellbeing and allowing these values and forms of knowledge to be the basis of their 'development'.

- indigenous peoples,⁶ African descendants,⁷ persons with disabilities (PWD),⁸ and people with diverse sexual orientations and gender identities (LGBTQ+⁹ individuals).
- 1.3 The Update to the Institutional Strategy (UIS, AB-3008) prominently positions diversity, along with gender equality, as a cross-cutting issue critical to the region's development. Diversity in this context refers to the process of considering the characteristics and specific needs of various population groups, including those mentioned above, in policies and programs. The updated Corporate Results Framework (CRF, GN-2727-6), which is the primary tool to measure progress on the UIS, includes indicators that capture the Bank's level of support to operations that contribute to the development with identity and inclusion of diverse populations.¹⁰
- 1.4 Similarly, the new IDB Group-Civil Society Engagement Strategy (GN-2232-7) and its Action Plan highlight the importance of including and promoting a diversity-based approach on citizen engagement in the design and implementation of projects and initiatives.
- 1.5 Diversity also features prominently in social framework documents. The Bank's Gender and Diversity Sector Framework Document (SFD GN-2800-8), written in 2014 and updated in 2017, specifically addresses the above groups and offers guidance for adequately including emerging populations in the future. The document defines "the promotion of development with identity and social inclusion for indigenous peoples, African descendants, and other diverse populations," as a dimension of success for the Bank. This is in line with the IDB's Operational Policy on Indigenous Peoples (OP-765), in place since 2006, which includes the directive to promote the development with identity of indigenous peoples. The Gender and Diversity SFD includes lines of action to improve the lives of indigenous peoples and African descendants,¹¹ and specifically states that

⁶ According to OP-765, indigenous peoples share the following characteristics: (i) they are descendants from populations inhabiting Latin America and the Caribbean at the time of the conquest or colonization; (ii) irrespective of their legal status or current residence, they retain some or all of their own social, economic, political, linguistic and cultural institutions and practices; and (iii) they recognize themselves as belonging to indigenous or precolonial cultures or peoples. They have collective rights as peoples. Other terms used in LAC countries to refer to indigenous peoples include original peoples, native peoples, aboriginal peoples, autochthonous peoples and Amerindians.

⁷ The Bank's work on African descendants focuses on contexts where they face exclusion due to their racial or ethnic status or origin. Historically, the work of the Bank has focused on Spanish and Portuguese speaking countries; however, work has been undertaken in areas of the Caribbean where race and/or ethnicity are factors for exclusion, and where there are persistent development gaps for African descendants. International Convention on the Elimination of All Forms of Racial Discrimination (ICERD, 1969) is considered the broadest international legal instrument against racism in labor markets, education, and access to health services and has been ratified by the countries of Latin America and the Caribbean.

⁸ The 2006 UN Convention on the Rights of Persons with Disabilities (CRPD) recognizes PWD as including "those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers, may hinder their full and effective participation in society on an equal basis with others."

⁹ Lesbian, Gay, Bisexual, Transgender/transsexual, Queer plus (+) individuals who identify with another sexual orientation or gender identity (SOGI). While the existing research and initiatives in LAC have focused on LGBTQ individuals and not other categories of SOGI, we include the "+" to recognize this diversity and allow for the inclusion of other self-identified groups in future work.

¹⁰ Indicators can be viewed on the CRF website at www.iadb.org/crf. An updated CRF is under development and will be presented to the Board in 2019.

¹¹ There are three lines of action related to diversity in the document: (i) to improve the living conditions of indigenous peoples and African descendants by expanding access to quality public services; (ii) to support the economic empowerment of indigenous peoples and African descendants through partnership-based production initiatives and access to higher-quality jobs in the formal sector; and (iii) to strengthen the governance of indigenous peoples and African descendants through the sustainable management of their lands and natural resources, knowledge recovery, and the strengthening of traditional authorities.

the Bank will pursue analytical work and pilot projects to explore how it can best promote the inclusion of other diverse populations, such as PWD and LGBTQ+ individuals. In addition, other SFDs include diversity actions (see [Annex I](#)).

- 1.6 These strategies are in line with global commitments undertaken as part of the Sustainable Development Goals (SDGs), which all IDB member countries agreed to pursue upon their adoption in 2015. The SDGs included a recognition that its targets should be met for all segments of society and that no one should be left behind. In particular, SDG 10 focuses on reducing inequality, with targets aimed at promoting the social, economic, and political inclusion of all and eliminating discriminatory laws, policies, and practices.
- 1.7 Recognizing the need to continue strengthening diversity in the Bank's work, in 2018, the IDB's Board of Executive Directors requested that IDB Management develop a diversity action plan to ensure continuous progress implementing the institutional policies and strategies described above.

A. BACKGROUND ON DIVERSE POPULATIONS

- 1.8 The Diversity Action Plan includes actions to address the needs of indigenous peoples, African descendants, PWD and LGBTQ+ individuals in LAC countries. These population groups have unique identities and characteristics vis-a-vis the dominant culture and, together, they account for around 40% of the region's population.
- 1.9 **Indigenous Peoples.** There are at least 53 million indigenous peoples living across the LAC region, making up more than 9% of the region's total population (see [Annex II](#)).¹² They are a heterogeneous group, comprising 522 distinct peoples of different cultures who speak more than 420 different languages,¹³ and have distinct governance structures and unique views of well-being. Countries in the LAC region have made important progress in establishing legal frameworks, shaped in part by international agreements, to protect the collective and individual rights of indigenous peoples, with the majority including at least some reference to or recognition of indigenous rights in their constitutions (see [Annex III](#) for more detail on legal frameworks).
- 1.10 **African descendants.** African descendants are one of the largest, yet least visible population groups in LAC, comprising 20-33% of the region's total population, and between 120 and 150 million people in Latin America along (see [Annex II](#)). While there is a significant presence of African descendants living in the Caribbean, the Bank's work on African descendants focuses on contexts where they face exclusion due to their racial or ethnic status or origin, which has been primarily in Spanish and Portuguese speaking countries. African descendants in Latin America are culturally and linguistically diverse. Various international legal instruments provide protections for African descendants,¹⁴ but some countries in

¹² Data calculations are estimates based on national censuses, Household Surveys and self-identification questions. Ethnic-racial self-identification is changing over time and is highly sensitive to how statistical instruments are structured, with important variations between countries and even within countries over time, so these figures should be considered as approximations and not as exact. For additional information on how to consider race and ethnicity in survey instruments, see the following publication: <https://publications.iadb.org/en/publication/12913/counting-ethnicity-and-race-harmonizing-race-and-ethnicity-data-latin-america>

¹³ UNICEF y FUNPROEIB Andes, 2009. Atlas Sociolingüístico de Pueblos Indígenas en América Latina.

¹⁴ In some LAC countries –Bolivia, Brazil, Chile, Colombia, Ecuador, Honduras, and Nicaragua, among others– African descendants are afforded collective rights because of their unique culture and ethnicity.

the region have gone further, adopting affirmative action legislation that include quotas to increase African descendants' access to education and employment (see [Annex III](#)).

- 1.11 **Persons with Disabilities.** According to the bio-psycho-social model of disability applied in the UN Convention on the Rights of Persons with Disabilities (CRPD), disability is a complex concept involving the interaction between a person with impairments and attitudinal and environmental barriers that hinder their full and effective participation in society. While measures are not strictly comparable across countries, information from the most recent available census showed a total of 70 million people living with a disability in the region, or about 12.6% of the total population (see [Annex II](#)). As in other parts of the world, rates of disability are higher among the poor and the elderly. Protections for PWD have increasingly been enshrined in law over the last 15 years, and are explicitly laid out in the vast majority of LAC constitutions. Countries that do not have an explicit constitutional protection often have other legislation protecting the rights of PWD with respect to access to school, labor markets, political participation and accessibility (see [Annex III](#)).
- 1.12 **LGBTQ+ individuals.** In the LAC region, there is little data on the size of LGBTQ+ populations and the types of exclusion they face. The available data indicates that between 2.4% and 7% of the population in the region identifies as LGBTQ+.¹⁵ Regional provisions for LGBTQ+ populations remain uneven, with some countries expanding rights and protections and others criminalizing same-sex relations (see [Annex III](#)).
- 1.13 **Intersectionality.** People have multiple identities. Power structures based on different identity categories interact with each other in society, such that one category (e.g. race) cannot be understood in isolation from others (e.g. gender identity).¹⁶ While some identities may be a source of exclusion, others may bring privilege. Considering intersectionality is important because certain individuals stand on the path of multiple forms of exclusion; thus, an indigenous woman with a disability living in a rural area faces different challenges and forms of exclusion than a white man with a disability living in a city.

B. COMMON AND SPECIFIC CHALLENGES

- 1.14 These groups face a number of common challenges related to exclusion, discrimination, and statistical invisibility, as well as specific needs that shape the kinds of actions and interventions that are needed to promote their development with identity and inclusion.
- 1.15 **Social and economic exclusion.** Many members of these groups face common development barriers such as higher poverty rates, unemployment and risk of abuse or violence; lower educational attainment; limited access to public services; and underrepresentation in decision-making bodies.

¹⁵ IDB, 2017. Gender and Diversity Sector Framework Document (GN-2800-8).

¹⁶ For more on intersectionality, see Kimberlé Crenshaw's work. For example: Crenshaw, K. 2002. Documento para o encontro de especialistas em aspectos da discriminação racial relativos ao gênero. *Revista Estudos Feministas*, 10(1), 171-188. <https://dx.doi.org/10.1590/S0104-026X2002000100011>

- 1.16 *Indigenous peoples* represent about 14% of the poor and 17% of the extreme poor,¹⁷ and are 2.7 times more likely to live in extreme poverty than non-indigenous people in LAC countries.¹⁸ They have less access to basic public services,¹⁹ quality education,²⁰ high-skill jobs and formal employment,²¹ and finance and banking services. On a regional level, infant mortality among indigenous children is 60% greater than for non-indigenous children,²² and gaps in life expectancy between indigenous and non-indigenous are as high as 13 years in Guatemala.²³ Many indigenous peoples also face permanent social stress due to conflicts and violence related to land disputes, invasion of territories, deforestation, appropriation of natural resources, migration, drug trafficking, armed conflicts, involuntary resettlement, and political exclusion.
- 1.17 *African descendants* in Latin America continue to face significant challenges in access to labor markets and housing, and economic exclusion. In Brazil, Colombia, Ecuador, Panama, Peru and Uruguay, African descendants are about half of all people living in extreme poverty, even though they are only 38% of the total population. African descendant children and youth have fewer years of education at all levels throughout most of the countries of the region. The working-age population among African descendants is disproportionately affected by unemployment, with rates more than twice as high as for whites and mestizos²⁴ in much of the region. Moreover, those employed tend to work in low-skilled occupations at a higher rate (75% versus 69%).²⁵ In a recent IDB study, Afro-Brazilians accounted for just 6% of managers despite composing 36% of staff

¹⁷ It is important to note that many indigenous peoples disagree with the conventional methods of measuring poverty since they do not reflect their sociocultural context and excludes their concepts of wellbeing. Other dimensions such as governance, territory, natural resources (land, water, and biodiversity), culture, identity, access to justice, among others also need to be included in the analysis to better reflect the situation of indigenous peoples' wellbeing.

¹⁸ The World Bank. 2015. *Indigenous Latin America in the Twenty-First Century*. Washington, DC: World Bank. License: Creative Commons Attribution CC BY 3.0 IGO.

¹⁹ Indigenous peoples' access to sanitation and electricity is 18 percent and 15 percent lower than that of other Latin Americans (WB 2015).

²⁰ Beyond the issue of access to education systems is a question of the quality and cultural pertinence of education that is provided to indigenous children. Despite decades of intercultural bilingual programs in the region, education systems continue working toward a model that at best helps indigenous children in their transit toward cultural and linguistic assimilation. Standardized syllabi prioritize language and mathematics to the detriment of other, equally important learning dimensions for indigenous peoples, such as their traditional forms of thinking and knowing, the existence of other civilization patterns, and other ways of understanding the relationship between man and nature.

²¹ "In Ecuador and Guatemala, the probability of working in the informal sector increases by 12% and 8%, respectively, if a person belongs to an indigenous group, regardless of his or her level of education, gender, number of dependents, or place of residence" (WB 2015: 11). In countries with large urban indigenous populations, such as Peru, Ecuador, Bolivia and Mexico, the percentage of indigenous persons occupying high-skill and stable jobs is two to three times smaller than the percentage of non-indigenous people. World Bank. 2016. [Indigenous Peoples Benefited to a Lesser Extent from Latin American Boom](#).

²² UN 2014. *The Health of Indigenous Peoples*. Thematic Paper towards the preparation of the 2014 World Conference on Indigenous Peoples

²³ United Nations Department of Economic and Social Affairs. 2015. *The state of the world's indigenous people*. Indigenous people's access to health services, 2nd volume. New York, New York: United Nations.

²⁴ Following conventional usage, the term mestizo refers to people of mixed white and indigenous descent.

²⁵ Freire, German; Diaz-Bonilla, Carolina; Schwartz Orellana, Steven; Soler Lopez, Jorge; Carbonari, Flavia. 2018. *Afro-descendants in Latin America: Toward a Framework of Inclusion*. World Bank, Washington, DC. <https://openknowledge.worldbank.org/handle/10986/30201>

- at 117 of the 500 largest Brazilian corporations.²⁶ Additionally, they face persistent barriers to accessing credit.²⁷
- 1.18 Evidence points to continued patterns of exclusion for *persons with disabilities* in schools and the labor market, and significant challenges in accessing infrastructure, information and other services. Analyses of the 2010 census data in the region finds that girls aged 12 to 17 with disabilities are 8% less likely to attend school than peers without disabilities; the access gap is even larger for boys at 12%. Secondary completion rates are also lower for young women and men with disabilities compared to peers without disabilities;²⁸ adults with disabilities experience higher rates of inactivity,²⁹ and, as other excluded groups, PWD have a disproportionately high poverty rate.³⁰
- 1.19 While more research on *LGBTQ+ individuals* in LAC is still needed, a recent report indicates that their experiences of violence and victimization are frequent,³¹ ranging from bullying, harassment and violence in families and communities to sexual assault and brutal murders.³² Studies from other regions indicate that discrimination against LGBTQ+ persons has been associated with high rates of psychiatric disorders,³³ substance abuse³⁴ and suicide.³⁵ Evidence is growing of the many ways LGBTQ+ people are denied equal access to resources, services, and opportunities that are essential to development; these include health care, education, housing, employment, and legal redress.³⁶
- 1.20 **Insufficient data and evidence to inform public policies.** Insufficient data to properly identify diverse population groups and their living conditions prevents informed policy making and the full protection of their rights.
- 1.21 While there have been some advances in the statistical visibility of indigenous peoples and African descendants in recent years, including the “*Todos Contamos*”

²⁶ Inter-American Development Bank and Ethos Institute. 2016. [Social, Racial, and Gender Profile of the 500 Largest Brazilian Companies](#).

²⁷ Inter-American Development Bank, Paixao Marcelo. 2017. [Acesso ao crédito produtivo pelos microempreendedores afrodescendentes: Desafios para a inclusão financeira no Brasil: Sumário executivo](#).

²⁸ Diana Hincapié, Suzanne Duryea, and Isabel Hincapié. 2019. Education for All: Advancing Disability Inclusion in Latin America and the Caribbean.

²⁹ Among 24-35-year-old the employment rate for men with disabilities is 24 percentage points lower on average than among men without disabilities. Among women the employment rate is 12 percentage points lower. (Madrigal, Duryea and Urquidí 2019).

³⁰ Banks, Lena Morgon et al. “Poverty and disability in low- and middle-income countries: A systematic review” *PLoS one* vol. 12,12 e0189996. 21 Dec. 2017, doi:10.1371/journal.pone.0189996

³¹ Inter-American Commission on Human Rights. 2015. *Violence against Lesbian, Gay, Bisexual, Trans and Intersex Persons in the Americas*. Washington, DC: General Secretariat, Organization of American States.

³² Nabulivou, N. 2013. Statement on Behalf of the Lesbian, Bisexual and Transgender Caucus. Commission on the Status of Women, United Nations Economic and Social Council.

³³ McLaughlin KA, Hatzenbuehler ML, Keyes KM. Responses to discrimination and psychiatric disorders among black, Hispanic, female, and lesbian, gay, and bisexual individuals. *Am J Public Health*. 2010;100(8):1477-84.

³⁴ Ibanez GE, Purcell DW, Stall R, et al. Sexual risk, substance use, and psychological distress in HIV-positive gay and bisexual men who also inject drugs. *AIDS*. 2005; 19:49-55; and Herek GM, Garnets LD. Sexual orientation and mental health. *Annual Rev of Clinical Psychology*. 2007; 3:353-75.

³⁵ Remafedi G, French S, Story M, et al. The relationship between suicide risk and sexual orientation: Results of a population-based study. *Am J Public Health*. 1998;88(1):57-60.

³⁶ Human Rights Council. 2014. Alternative Report; Kyrgyzstan; Krasniqi, L. 2012. Being a lesbian in Kosovo (and everywhere else); Rich, E. 2006. Levels of Empowerment among LGBT People in the Western Cape, South Africa. Western Cape: Triangle Project and UNISA Centre for Applied Psychology. OIT. 2014. ORGULLO (PRIDE) en el trabajo: un estudio sobre la discriminación en el trabajo por motivos de orientación sexual e identidad de género en Argentina. Alcaldía Mayor de Bogotá. 2008. Barreras de acceso a servicios de salud de las personas lesbianas, gay, bisexuales y transgénero de Bogotá D.C.

- initiative,³⁷ challenges remain. The review of questionnaires and microdata from the latest household surveys in 19 countries of Latin America (from 2016-2017) shows that it is feasible in only 14 countries to identify the population according to ethnicity or race. Even in these countries, however, the sample design and sizes used in some surveys limit the possibility of making solid statistical inferences about these populations because they are not representative.
- 1.22 In the case of PWD, attempts to assess trends over time are complicated by methodological changes in measurement. It was not until 2002 that the Washington Group on Disability Statistics (WG) was established and produced a short list of standard questions to be used in censuses and surveys, which measured disability with respect to difficulties in functioning in six domains: seeing, hearing, walking, cognition, communication and self-care. While most countries in the region implemented some version of the WG questions in the 2010 census, there was still a high degree of variation across countries.
 - 1.23 LGBTQ+ populations have received the least attention from national governments and statistical agencies. Few governments have conducted surveys with questions about sexual orientation and gender identity, although the United States, the United Kingdom, Peru and Ecuador provide reference points for future work in the region.³⁸ However, experts in the demography of LGBTQ+ populations emphasize that size estimates depend strongly on the populations included and the survey methods used, due to the high levels of stigmatization these groups face.³⁹
 - 1.24 The countries that have reliable diversity data still face challenges in making it available to inform public policy. Many governments in LAC lack digital platforms to analyze it, and ethical standards to use it appropriately. They also struggle to keep up with the rapid changes of the digital world, and to leverage such change to promote inclusive development (e.g., the use of artificial intelligence to prevent bias in providing social services to diverse groups).
 - 1.25 **Challenges in promoting effective legislation and policies to protect and support diverse populations.** As discussed above, most countries in the region have signed international agreements on human rights and non-discrimination and have included the topic in their constitutions and other legislation. Yet, in many cases, effective mechanisms for implementation and full equality in law are lacking.
 - 1.26 LGBTQ+ individuals are the exception when it comes to legal protections. Not only do most LAC countries fail to protect LGBTQ+ individuals from discrimination and harassment, but many countries still criminalize them, perpetuating their marginalization.
 - 1.27 There is also a need for more solid evidence on what kind of legislation should be pushed for different groups. For instance, affirmative action policies geared toward African descendants appear to be effective, but many advocates now oppose increasing quotas for PWD, at least in the labor market. Ultimately, a

³⁷ “*Todos Contamos*” was a project supported by the IDB and the World Bank to work with National Statistical Offices to promote the inclusion of questions to collect data on race and ethnicity in the 2000 round of population censuses.

³⁸ US: National Health Interview Survey and National Crime and Victimization Survey; UK: The National LGBT Survey; Peru: The First Virtual Survey for LGBTI populations.

³⁹ Gates. 2011. How many people are lesbian, gay, bisexual, and transgender? The Williams Institute. <http://williamsinstitute.law.ucla.edu/wp-content/uploads/Gates-How-Many-People-LGBT-Apr-2011.pdf>

country-specific approach backed by evidence is more effective than blanket regional policies to promote inclusive policies.

1.28 **Indigenous cultural differences and collective rights.** The vast cultural and linguistic diversity amongst indigenous peoples can present a significant challenge for governments and development institutions. The design of interventions without consideration of indigenous worldviews has led to such blunders as the construction of health centers painted all white, a color associated with death in many indigenous cultures. Traditional indigenous social structures differ from those characterizing the rest of society and are the basis of a variety of governance and decision-making models aimed at guaranteeing community well-being. This means that for many indigenous peoples, their identity as an individual is inseparably connected to their community, which has led to the recognition by the international community that they hold collective—in addition to individual—rights.⁴⁰ Understanding these distinctive characteristics of indigenous peoples, as well as the collective rights that they hold over territory, traditional knowledge, and self-determination, requires strong participatory processes with indigenous communities and the cultural adaptation of services.

II. WHERE WE STAND ON DIVERSITY

2.1 In pursuit of its vision of development with identity and inclusion for all, the IDB has had some successes and learned some lessons, which we discuss here.

2.2 **Putting people first.**⁴¹ Participation and a people-centered focus in the processes that shape the lives of diverse groups have been essential in designing interventions that deliver quality services and generate opportunities for diverse groups.⁴² Understanding the specific characteristics of the population, recognizing their distinct identities, and promoting their participation in setting agendas, designing interventions, and implementing projects have proven to be important means by which to improve lives.⁴³ This has been done by working with organized civil society organizations representing diverse groups,⁴⁴ as well as with existing governance structures in the case of many indigenous and African descendant groups,⁴⁵ and community-level organizations that come together for a specific purpose, such as water management units.

⁴⁰ The United Nations General Assembly. 2007. *Declaration on the Rights of Indigenous People*.

⁴¹ Cernea, Michael. 1991. *Putting people first: Sociological variables in rural development*. New York: Oxford University Press.

⁴² There are a number of IDB projects that have adopted a people-centered focus for diverse populations. For example, BR-L1412 *National Tourism Development Program in Salvador Bahia* harnesses African descendant culture to promote economic opportunities for local communities through tourism, CH-L1105 *Indigenous Development and Promotion Program* builds on indigenous governance structures to foster economic development, and EC-L1236 *Support Program for the Social Inclusion of People with Disabilities* designed to provide healthcare and quality education for people with disabilities. See [Annex V](#) for a full list of IDB diversity operations approved between 2016 and 2018.

⁴³ The Bank's [Operational Policy on Indigenous Peoples and Strategy for Indigenous Development](#) (OP-765) calls for participatory approaches in order to ensure that project benefits reach indigenous peoples (p. 28). [IDB Group-Civil Society Engagement Strategy](#) also promotes civil society participation as a means to improve the sustainability and outcomes of projects, to mitigate risks associated with operations, and to fulfill the Bank's mission.

⁴⁴ See Section "VI. Lessons Learned" in the [IDB Group-Civil Society Engagement Strategy](#).

⁴⁵ For example, PN-T1188 *Sustainable Guna Relocation Due to Climate Change* or CR-T1157 *Human and Productive Empowerment for Indigenous Peoples and Afro-descendants of Costa Rica*.

- 2.3 **The Bank has supported policymakers in setting their diversity agendas.** Three recent Regional Policy Dialogues on Indigenous Peoples (2016 and 2018) and Racial and Ethnic inclusion (2017), as well as a conference on People with Disabilities (2018), highlighted countries' successes in support of the region's diversity agenda. Diversity has been incorporated in most Country Strategies (CSs), which are the result of a strategic dialogue between the Bank and the government, and rely on various analyses, including Country Dialogue Challenge documents (CDCs) and their inputs. Of the 13 CSs approved between 2016 and 2018, 11 included some mention of a diverse population (see [Annex IV](#)). In most cases, however, no specific activities or indicators were included.
- 2.4 **Operational work on diversity cuts across multiple sectors, but is still relatively scarce and tends to have weak vertical alignment.** A review of Bank operations approved between January 2016 and December 2018 shows that 10.7% of all Bank operations (107 technical cooperations and 59 loans)⁴⁶ identified one of the four diverse populations as beneficiaries at entry, mostly indigenous peoples (see [Annex V](#)). Of the 59 lending operations, 34% came from the Social Sector, 27% from the Infrastructure and Energy Sector (INE), and 27% from the Climate Change and Sustainable Development Sector (CSD). Of note, only 54% of these loans included activities specifically targeting the diverse population in the project design, and only 37% included diversity-specific results indicators or indicators that are disaggregated by diverse groups in the Results Matrix.
- 2.5 **The Bank has invested directly in diversity using financial and non-financial products.** Between 2016 and 2018, the IDB approved 51 technical cooperations, three investment grants and eight SG loans with diversity objectives or sub-objectives.⁴⁷ Amongst these loans was the Bank's first PBL for the social inclusion of persons with disabilities.⁴⁸ Policy lending has not yet been used to promote the inclusion of African-descendants or the development with identity of indigenous peoples, but this is a promising area which should be developed (¶3.17).⁴⁹
- 2.6 **There are no universal, one-size-fits-all solutions, but technical assistance has been effective in promoting attention to diversity in Bank operations.** While it is clear that effective policies and programs need to take diverse populations into account, it is impossible to propose one-size-fits-all solutions, given the substantial variation in diverse populations and political and legal contexts across countries. Technical assistance is critical in addressing the specific needs of diverse populations in operations. The external assessment of the IDB's Gender Action Plan 2014-2016 found that targeted technical assistance had been very effective in advancing gender mainstreaming. Similarly, a qualitative assessment conducted by GDI found that operations where a diversity specialist was involved throughout the duration of implementation were much more likely to incorporate activities addressing indigenous peoples' needs than those where the specialist was only involved in the planning stage. While gender consultants have been located in VPS divisions to provide technical assistance to project teams,

⁴⁶ This constituted 8% of all TCs approved and 20% of SG loans. See [Annex VI](#) for funding sources available for diversity.

⁴⁷ Direct investment in diversity refers to operations whose primary objectives or the objectives of at least one component are to encourage the inclusion or development with identity of one of the four diverse populations.

⁴⁸ This PBL EC-L1238 also promotes gender equality, with a focus on providing quality services to women survivors of violence.

⁴⁹ The Bank is financing a series of studies documenting the gaps in public investment between indigenous territories and non-indigenous regions, which could potentially set the stage for future diversity PBLs.

GDI has been promoting development with identity by placing indigenous peoples specialists and consultants in Country Offices. This has been the case in Panama, Guatemala and Bolivia, and has proved an effective way to mainstream across sectors, strengthen the dialogue with governments, and develop and maintain trusted relationships with indigenous leaders in those countries.

- 2.7 **Given the rapid changes in technological development, the growth of the digital economy, and the associated challenges of participating in the 21st century labor market, access to technology is critical for diverse populations.** New technologies can be effective tools for accelerating inclusion and development with identity.⁵⁰ Cutting-edge technology and open e-government platforms could play an important role in promoting diversity, but the digital divide could also further widen existing social and economic gaps. The Bank is paying special attention to promoting the access and ethical use of digital technology to help ensure that these gaps do not widen.

III. MOVING FORWARD: DAP 2019-2021 OBJECTIVES

- 3.1 The main **objective** of the DAP is to improve all lives by fostering the dignity of diverse populations and tapping into the well of talent and capacities that reside in these groups. To that end, the DAP aims **to expand and improve the quality of the Bank’s operational and analytical work that supports development with identity and/or the inclusion⁵¹ of diverse populations in the IDB’s member countries.** The Diversity Action Plan for Operations (DAP), 2019-2021, is a new Bank-wide instrument that draws on lessons learned from the Bank’s accumulated experience addressing diversity issues in its operations and analytical work (see Section II), as well as experience garnered from three generations of Gender Action Plans (GAP).⁵² This first DAP will focus on collecting information to serve as inputs for policy design and decision making, and will help us create a common understanding of diversity and reinforce the commitment of all Bank staff to improving all lives..
- 3.2 The DAP aims to create a Bank-wide culture that promotes development with identity and inclusion as an integral part of its work. To this end, the DAP includes five specific **objectives/lines of action**:
- **Agenda Setting.** Contribute to define relevant policy agendas for diverse populations in prioritized countries.
 - **Mainstreaming.** Mainstream diversity-related analysis, actions and results into the Bank’s operations across sectors.

⁵⁰ Somos Afro, [Somos Afro Uruguay](#), and [Somos Afro Panama](#) are examples of using digital technology to make governments more responsive to the needs of diverse population groups while facilitating the exchange of ideas and best practices. SINAPIR is another example of data visualization to improve decision making, <https://monitoramento.seppir.gov.br/>. In addition, other technological tools are being used to protect indigenous lands. See also www.google.com/earth/outreach/stories/surui.html

⁵¹ While inclusion is a concept for all diverse groups, in the case of indigenous and traditional peoples this term is not appropriate due to past “inclusion” policies that promoted the abandonment of their identity. Indigenous and traditional peoples claim a different concept of development in which their culture is an asset and not an obstacle, and their rights are collective and not individual. Thus, we use the term “development with identity” to describe our work with these two groups, emphasizing that their cultures, worldviews and preferences must be respected.

⁵² For more information see [Gender Action Plan \(GAP\) 2014-2016](#) and the [Progress Report on the Implementation of the Gender Policy and Gender Action Plan for Operations, 2011-2013](#).

- **Direct investment.** Identify and implement operations that directly invest in development with identity and inclusion and that are scalable and replicable.
- **Knowledge and Dissemination.** Support the development of a knowledge agenda that contributes to generating data on diverse populations and evidence on what works to best address their priorities and needs.
- **Technological Innovation.** Promote the ethical use of cutting-edge technology to promote development with identity and social and economic inclusion of diverse populations.

3.3 **Promoting a country focus.** For the first DAP 2019-2021, the Bank will give priority to work with countries based on the following criteria.⁵³

- Country demand and political commitment to the inclusion of diverse populations;
- Existence of supportive legal and/or policy frameworks;
- Demonstrated institutional capacity to undertake inclusive development programs;
- Importance of the diverse populations regarding their size or the gaps they are facing (or, in the absence of data, a strong willingness to collect more disaggregated data on these populations).

A. AGENDA SETTING

3.4 While the Bank has made important steps in promoting its commitment to development with identity and inclusion through high level events and in country strategies, more work is needed to promote its vision of improving all lives. To this end, the Bank will facilitate greater visibility of development with identity and inclusion issues on the regional policy agenda to help make the case for pursuing inclusive and culturally appropriate development policies and programming, to support the efforts and diversity agendas of different countries, and to position the Bank as a leader in promoting diversity in the region.

3.5 **Country Strategies.** During the 2019-2021 DAP period, approximately 15 Country Strategies are expected to be prepared. The Bank will promote the integration of strategic issues related to development with identity and the inclusion of diverse populations at various stages of the strategic dialogue with countries.

3.6 **Partnership Building.** To complement the promotion of the inclusion of diversity issues in country strategies, the IDB will actively pursue high-level policy meetings and partnerships that help to position development with identity and inclusion as a key issue in national policies and programming of its borrowing member countries.

3.7 The Bank will continue to promote the discussion of diversity issues in the region in events that offer opportunities to influence the policy agenda. The Bank will conduct stand-alone Regional Policy Dialogue (RPD) and/or other high-level

⁵³ Some criteria will be more important than others for different lines of action.

meetings and events with public and private stakeholders that integrate a focus on development with identity and/or the inclusion of diverse populations.

- 3.8 The Bank will also actively seek partnerships with other international organizations and groups at the forefront of work with diverse populations. The Bank will use the new IDBG-Civil Society Engagement Strategy to mainstream, enhance and promote opportunities to advance the diversity agenda under the citizen engagement lens, to disseminate the relevance of diversity and equality beyond the above mentioned target challenges (see sections I, B and C above), and to ensure the direct participation of diverse populations in the Bank's agenda (e.g., inclusion of representatives of indigenous peoples, African descendants or PWD organizations).

B. MAINSTREAMING

- 3.9 Diversity is not and should not be seen as a fringe issue. The mainstreaming of diversity-related issues into the IDB's lending pipeline shows the Bank's commitment to improving all lives equitably. Diversity mainstreaming will be focused on increasing the Bank's capacity to integrate development with identity and inclusion in the project pipeline by designing and including actions in lending operations that support the adaptation of public services and programs to address the specific needs of diverse populations, and monitoring those results.
- 3.10 To foster systematic diversity mainstreaming in project design and execution, the following actions will be given priority during the DAP 2019-2021 period:
- 3.11 **Establishing a Bank-wide working group on diversity with focal points from priority countries and sectors/divisions.** To foster the inclusion of quality mainstreaming into operations, the IDB has structured a working group with focal points from priority countries and sectors/divisions from VPC and VPS to identify opportunities for mainstreaming in sector lending, coordinating multisectoral approaches, and sharing knowledge of good practices. In addition, coordination and opportunities for collaboration with IDB Lab and IDB Invest are being pursued.⁵⁴
- 3.12 **Providing technical assistance to support the development of quality project proposals with a diversity perspective.** Diversity analyses should be initiated at an early stage of project preparation (i.e., project identification) so that they can inform discussions with country counterparts and the preparation of the project profile.
- 3.13 **Disaggregating project beneficiary indicators and targets by relevant, diverse populations.** What we measure is what we value. To indicate our commitment to ensuring that diverse populations are not left behind in our interventions, we need to measure the depth and extent of inclusion across different areas when possible. The disaggregation of project beneficiaries by diverse populations is important to help the IDB and its member countries better understand who specifically is benefitting from its projects, and to identify solutions that provide universal access more readily.
- 3.14 **Identifying priority projects in the project pipeline for diversity mainstreaming.** Following the successful examples of the GAP in identifying

⁵⁴ IDB Invest is in the process of preparing a diversity strategy for their investment work and have been coordinating with GDI.

priority projects to increase the integration of gender equality considerations in SG loan operations, the Bank will identify priority projects for diversity mainstreaming, based on an annual pre-screening of the project pipeline by SCL/GDI in close coordination with VPC and VPS divisions, who will validate the list of priority projects in preparation. For specific targets, see the Results Matrix in Section IV. Expanding mainstreaming will require financial and human resources dedicated to diversity, as well as targeted training for Bank personnel.

- 3.15 **Supporting a country focus.** This DAP will promote the hiring of expert consultants to be based in country offices to provide specific technical support in the design and implementation of projects. The DAP will use this country focus to engage the Bank's country offices and our national partners in the development of a strategic approach to addressing complex problems faced by diverse populations, including multisectoral solutions.

C. DIRECT INVESTMENT

- 3.16 The design and implementation of projects that meet the specific needs of diverse populations can have a strong impact in addressing existing patterns of inequality, and provide the opportunity to design interventions that are scalable and replicable.⁵⁵ The Bank, through SCL/GDI and in collaboration with VPC and other VPS divisions, will promote opportunities to design and implement loans, investment grants and TCs that directly invest in development with identity and the inclusion of diverse populations.

- 3.17 **Recognizing that country demand will ultimately define the areas of direct investment, direct investment can happen in different ways:** (i) collection of accurate data on diverse populations and the social exclusion that they face, including public investment gaps *per capita*; (ii) expansion of governmental capacity to design policies and programs that address the specific needs of these populations; (iii) piloting and evaluating innovative approaches for promoting inclusion, development with identity, and the design of solutions for universal access that can be scaled up into stand-alone loan operations or mainstreamed into future loans or investment grants; (iv) research and development that will generate sector-specific knowledge on diverse population issues and effective interventions for addressing them in the LAC region (see par. 3.19); and (v) the promotion of sectoral and institutional reforms required to advance development with identity and inclusion of diverse populations.

D. KNOWLEDGE AND DISSEMINATION

- 3.18 The generation of accurate data on diverse populations and their needs, and reliable studies on what kinds of interventions best work to promote development with identity and inclusion is critical to fulfilling the region's development agenda. As leaders in diversity, the Bank will work to pursue a strong knowledge agenda in this area.
- 3.19 **Knowledge generation to promote engagement with diversity issues.** The Bank will consolidate and strengthen our knowledge base and provide guidance on how to address the specific needs of the four diverse populations in its operations. This body of knowledge will answer basic questions related to diversity

⁵⁵ While general approaches and methodologies can often be replicated, it is essential to understand the particularities of beneficiary populations in different contexts, and to adapt operations correspondingly.

concepts, promote the use of inclusive vocabulary, improve data collection, provide greater understanding of sector and country-specific diversity issues (see par. 3.17), collect evidence on the benefits of diversity, and document best practices to guide Bank personnel in promoting development with identity and inclusion in their operations. Country and sector-specific guides or “toolkits” for IDB specialists to support mainstreaming diversity in bank projects will be developed, as well as pilot operations accompanied by rigorous evaluations.

- 3.20 **Communication, dissemination and targeted training.** The IDB will organize technical seminars on diversity topics. In coordination with KIC, a dissemination strategy for knowledge products will be implemented. Targeted training of Bank staff is also key to advancing a diversity agenda. Close collaboration with KIC will ensure wide outreach among Bank personnel. In addition, partnerships with academic institutions on relevant diversity topics will be pursued.

E. TECHNOLOGICAL INNOVATION

- 3.21 **Promote the access and ethical use of technology for development with identity and inclusion.** Technology provides great potentials for inclusion by providing new ways of delivering services, promoting political participation, opening new economic opportunities, and removing barriers to access to work, infrastructure, community and services. Bridging the digital divide is also essential to promoting diversity. Access to digital technology is not only needed to close gaps, but also to ensure that they do not widen. Intermediation platforms to promote the inclusion of African descendants or PWD in the labor force, artificial intelligence to improve the efficiency of social service delivery, Geographic Information Systems to protect indigenous lands, or apps for social auditing and access to services are just a few examples of how technologies can make a difference in promoting development with identity and inclusion. The use of open data and sources promotes collaboration between governments and civil society groups, contributing to more transparency and solid democracy. However, these interventions must be done with an eye to ensuring that technology does not reinforce existing biases and that data is managed carefully and ethically. To support this, diversity trainings will include modules on the responsible and ethical deployment of technologies and big data management.

IV. DAP 2019-2021 RESULTS MATRIX

4.1 The following results indicators will be used to measure progress in the implementation of the Diversity Action Plan. An inter-departmental diversity working group from the IDB will coordinate actions and products to advance the DAP lines of actions (see [Annex VII](#) for examples of diversity activities and products). Advances in meeting expected results will be reported annually in a DAP Progress Report.

Indicators	2016-2018 Results	2019-2021 Targets
Main Objective: To expand and improve the quality of the Bank's operational and analytical work that supports development with identity and/or the inclusion of diverse populations in the IDB's member countries		
Objective 1: AGENDA SETTING. Contribute to defining relevant policy agendas for diverse populations in prioritized countries.		
% of Country Strategies approved that include: (i) an analysis of diversity issues, or (ii) policy actions to address diversity	8%	25%
% of Country Development Challenge (CDC) documents or their inputs that incorporate diversity analysis and policy recommendations	46.7%	100%
# of Regional Policy Dialogues and/or High-level Meetings with Public and/or Private Sector Stakeholders that include a focus on diversity issues	3	8
Objective 2: MAINSTREAMING. Mainstream diversity-related analysis, actions and results into the Bank's operations across sectors.		
% of all SG loans that include in their design: (i) analysis of diversity issues, (ii) diversity action, and (iii) diversity results in their results matrices	6.9%	15%
Objective 3: DIRECT INVESTMENT. Identify and implement operations that directly invest in development with identity and inclusion.		
# of SG loans that invest directly in diversity ⁵⁶	6	8
Objective 4: KNOWLEDGE AND DISSEMINATION. Generate and disseminate knowledge on diverse populations and effective approaches.		
Analytical studies, technical notes, and toolkits on diversity issues developed and disseminated	2	10
# of Bank personnel trained in diversity issues	N/A	250
Objective 5: INNOVATION. Promote the use of technology to combat social and economic exclusion of diverse populations.		
# of projects with technological innovations for development with identity and inclusion	N/A	Monitor ⁵⁷

⁵⁶ Direct investment in diversity refers to operations whose primary objective or the objective of one of the components are to encourage the inclusion or development with identity of one of the four diverse populations.

⁵⁷ This indicator will be monitored and reported on annually in the DAP reports.