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# Evaluation of Sida's Action Plan on Sexual Orientation and Gender Identity in Swedish Development Cooperation 2007–2009



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# Abbreviations

CAT	Convention Against Torture
CSO	Civil Society Organisation
GBV	Gender Based Violence
HRW	Human Rights Watch
ILGA	The International Lesbian, Gay, Bisexual, Trans and Intersex Association
LGBT	Lesbian, gay, bisexual and transgender
MSM	Men who have sex with men
OPIC	Olof Palme International Center
PGD	Sweden's policy for global development
RFSL	Riksförbundet för homosexuellas, bisexuellas och transpersoners rättigheter (The Swedish Federation for Lesbian, Gay, Bisexual and Transgender Rights)
RFSU	Riksförbundet för sexuell upplysning (The Swedish Association for Sexuality Education)
SRHR	Sexual and Reproductive Health and Rights
WSW	Women who have sex with women





# Executive Summary

In 2006, Sida adopted an Action Plan for its work on sexual orientation and gender identity in international development cooperation 2007–2009. The overall goal of the Action Plan was to enable LGBT persons to improve their living conditions, legally and de facto, in countries where Sweden is engaged in development cooperation. The plan had two intermediate objectives and eleven activities. The first objective was: "Measures in the field have led to improvements for LGBT persons as a result of Sida's work to include an LGBT perspective and LGBT issues in country and/or regional development cooperation strategies." The second objective was: "The foundations have been laid for more effective LGBT measures in the form of awareness-raising, competence building and work to establish knowledge about LGBT-issues firmly within Sida."

This evaluation of the Action Plan was commissioned by Sida to a) make a mapping of initiatives carried out during the three year period, b) value the level of fulfilment of the objectives and activities of the Action Plan and c) suggest a way forward.

The overall conclusion is that the Action Plan has helped Sida to raise the rights of LGBT persons as an important human rights issue, both internally and externally. Most of the eleven activities have been carried out according to the Action Plan and the Sida funding of LGBT initiatives has increased substantially. At the same time it is clear that changing norms and values within Sida and in its partner countries is a slow process. The progress so far relies on a small group of committed persons within the organization. A lot remains to be done to achieve the objectives of the Action Plan. An extended and revised Action Plan is needed to complete what has been started. This revised plan should have more precise and concrete objectives and indicators.

## Positive results

- Sida funding to LGBT initiatives has increased from 3.9 MSEK in 2006 to 23.6 MSEK in 2009. Most initiatives are implemented in European reform countries (20% of the funding). The largest share of the funding is provided to global and regional initiatives (around 45%) and to ITP courses (24%). In addition LGBT issues have been included as an integral part in 28 mainstream initiatives, mainly within the areas of human rights and HIV/AIDS.
- Nine country strategies mention the rights of LGBT persons in the analysis. In five, out of these nine countries, there have been dialogue and/or program initiatives on LGBT.
- Two regional teams support directly initiatives for LGBT persons.
- In total, 18 country teams and Sida HQ has raised LGBT issues as part of their dialogue with civil society partners, governments, co-donors or other stakeholders.
- At Sida, most staffs have been informed about the Action Plan. The knowledge of the plan seems to be widespread.

- LGBT organisations commend the official, moral and practical support provided by some Embassies in European Reform countries in connection with LGBT advocacy activities.
- Swedish CSOs report that it has become easier to get funding for LGBT initiatives.

### Weaknesses observed

- The status of the action plan is unclear as it was not adopted by the management group at the time, but by a department head. The Action Plan is known but does not yet have a strong, general support within Sida.
- The Action Plan has vague and wide objectives and the indicators are not practical and easily measurable. The activities are not sufficiently linked to the fulfilment of the objectives.
- The Action plan has not been accompanied by a stable supporting organisational mechanism and adequate human resources for its implementation. The promotion of LGBT issues within Sida relies on a small group of committed staff members.
- Seminars and trainings on LGBT have only reached few people, mainly those who already have a particular interest. The knowledge and understanding of LGBT issues within Sida is still low. Although norms and values have started to change, the general view of the LGBT issue is that it is controversial and not really a priority.
- None of the frame organisations recall that Sida has taken the initiative to raise LGBT issues in the dialogue, despite many of them being involved in gender, SRHR, HIV/AIDS and Human Rights areas. Most frame organisations do not work with LGBT issues, but a number of them would like support from Sida to get started. Such support has not yet been provided.

### Challenges

- Discriminating attitudes against LGBT persons still exist within Sida and within Embassies.
- Homosexuality is criminalised in many of Sida's partner countries. High level politicians and respected religious leaders are sometimes strongly involved in campaigning against LGBT persons. It requires sensitivity, courage and innovative methods to address the issue in each context.
- The Swedish government and the Sida management are communicating the importance of a range of different priority themes, focus areas and high profile issues. Most country teams do not see LGBT issues as a priority in competition with these other urgent issues.
- LGBT rights are seen as narrow issue, affecting only a small group of people. The understanding of LGBT as an essential part of the human rights and poverty agenda is limited among staff.

### Recommendations

- Sida should build on the foundation laid during 2007–2009 and extend the Action Plan for another 3-year period. It should be adopted by the General Director/Management of Sida to achieve the same status as other Action Plans. The objectives and indicators should be specified and the activities should be revised. It would be helpful to have annual targets in terms of increases in dialogue, mainstreaming, etc.

- There should be minimum requirements of all Embassies to at least a) work for decriminalisation within the framework of on-going Human Rights dialogue and legal reform programs b) include LGBT indicators in gender, SRHR, Human Rights and HIV/AIDS programs c) provide moral/political support to LGBT organisations and activists by participating in possible trials and by inviting LGBT organisations to social and civil society networking occasions.
- Embassies, in countries where governments are extremely repressive, should prepare a state of alert for quick reactions to gross violations of LGBT persons' rights, in cooperation with likeminded.
- In selected countries a more comprehensive LGBT strategy could be developed including a) careful local situation and stakeholder analyses b) increased collaboration with and support to LGBT organisations in terms of funding, moral support, protection and meeting places c) strengthening LGBT aspects in gender, SRHR, health, HIV/AIDS, Human Rights and youth programs through dialogue and funding d) increased collaboration and networking with "like-minded" donors and INGOs e) a more active dialogue with governments on non-discrimination legislation and policy
- The ITP courses should continue to be supported as an important tool, with a clear focus on strengthening change agents i.e. persons who are positive to LGBT rights. ITP courses are not the right method to challenge norms and values of decision makers.
- Sida should continue to intensify its cooperation with other like-minded donors/INGOs, religious organisations and with sub-regional networks and platforms in order to overcome difficulties experienced at national levels.
- Sida should create structures for dialogue and networking between Sida and LGBT experts and organisations in Sweden and in partner countries. Persons with LGBT competency should be invited on a regular basis to the processes of developing policies and country strategies. Embassies should not delegate all contact making to intermediaries.
- The staff trainings need to be more systematic, comprehensive and tailor-made to the context and the needs of different staff. The trainings should be integrated in ordinary work processes and team meetings of the work place to reach everybody. Local LGBT organisations/groups should be invited or visited to give their view of the situation and of opportunities.
- The continuity and capacity of the Sida support functions on LGBT should be strengthened. The coordinating policy officer in the Human Rights Team should ideally be a full time position/project leader with a two year contract. This policy officer should be supplemented by an active working group and by interested Empowerment Network members in selected country and thematic teams. Specific staff members should be given ToR and time allocation for promotion of LGBT issues, especially in country teams where LGBT is part of the strategy and in strategic thematic teams such as gender, health and staff competence development.
- Sida should offer support and raise questions to Swedish CSOs who receive Sida funding regarding the possibilities of including LGBT issues in their human rights, non-discrimination, gender, HIV/AIDS and SRHR work.

# 1. Introduction

## 1.1 Background and context

In December 2003, the Swedish policy for global development based on the Government's proposals in the bill "Shared responsibility – Sweden's policy for global development" (PGD)<sup>1</sup> was adopted by the Parliament. The policy states that "The rights perspective focuses on discriminated, excluded and marginalized individuals and groups. People must be able to enjoy their rights regardless of sex, age, disability, ethnic background and sexual orientation."<sup>2</sup>

The rights of homosexual, bisexual and transgender persons are one of the Government's priorities in its development cooperation programme. Sida has drawn up an action plan that gives work in this area practical form. The overall aim is to help improve the situation of LGBT persons in the countries with which Sweden cooperates. Sida is addressing the matter in its dialogues with partner countries and is providing support to organisations working wholly or in part with these issues, globally, regionally or nationally. Sida is also contributing to capacity development and change processes by means of a course on LGBT persons and human rights as part of its International Training Programme (ITP). The programme targets participants from organisations and public authorities from Sida's partner countries. The situation and human rights of LGBT persons is one of the strategic areas in Sweden's bilateral and multilateral cooperation on sexual and reproductive health and rights.

Efforts in this sphere are both normative and operative in character. As part of its international policy for sexual and reproductive health and rights, Sweden is seeking to enhance skills and awareness about sexual orientation and gender identities. Sweden also intends to continue the work to ensure that the issue of discrimination against LGBT persons receives adequate attention. Opposing violence towards these groups is also a part of Sida's action plan for combating all forms of gender-based violence through development cooperation.

Government LGBT Policy

Addressing the rights of LGBT<sup>3</sup> persons is highly relevant to Sida's two main perspectives, the Rights perspective and the Perspective of the poor. Although, sexual orientation and gender identity are not specifically mentioned in the UN Conventions, 66 UN member states have adopted a declaration confirming and reiterating that discrimination on these grounds is indeed covered by the Universal Declaration of Human Rights and the following thematic Conventions<sup>4</sup>. The Declaration is urging the UN member states to address the criminalisation, discrimination, persecution and violence directed towards LGBT persons. The perspective of the poor is also highly relevant to LGBT persons, as

<sup>1</sup> Government bill 2002/03:122, Parliamentary report 2003/04:UU3, circular 2004/05:4.

<sup>2</sup> PDG, p.21

<sup>3</sup> Lesbian, gay, bisexual and transgender persons

<sup>4</sup> Declaration in the General Assembly, 18 December, 2008

there is a strong correlation between marginalization and poverty.

Sweden's policy on LGBT<sup>5</sup> (fig), Sweden's international policy on Sexual and Reproductive Health and Rights<sup>6</sup> and Sida's policy on Gender<sup>7</sup> have been important guiding documents for Sida's international work on LGBT issues. The SRHR and Gender policies both mention sexual orientation and gender identities as priority areas. However, in practice it has often proved difficult to mainstream such aspects.<sup>8</sup>

In the Letter of Appropriation for the budget year 2006, the Government gave Sida an assignment to submit an action plan on "how work on sexual orientation and LGBT issues will be concretized in development cooperation." This assignment was a follow up of the study of Swedish policy on LGBT issues within international development cooperation carried out in 2005<sup>9</sup>. As a result of the government assignment, Sida developed and adopted an Action Plan on how Sweden can contribute to better living conditions for LGBT persons in Sida's partner countries, named: Sida's work on Lesbian, Gay, Bisexual and Transgender issues in international development cooperation - Action plan for Sida's work on sexual orientation and gender identity in international development cooperation 2007–2009.

In Sida's Strategic Directions 2009–2011, the rights of LGBT persons are highlighted within two sectors:

- Within the Democracy, Human Rights and Gender Equality sector, non-discrimination – with a special focus on persons with disabilities and LGBT persons – is identified as one of 10 high profile issues. Gender based violence is another of these 10 high profile issues of special relevance for LGBT persons.
- Under the Health Sector, SRHR and HIV/AIDS are selected as the two high profile issues

This means that LGBT persons and their rights will be in the forefront in terms of global and national dialogue in at least two sectors, in terms of internal competence development and to some extent be mirrored in the financial country portfolios.

When the Action Plan was adopted, the responsibility for its implementation rested with the Gender Secretariat where a policy officer (on approx. 30%) worked on the promotion of the plan. After a year responsibility was moved to DESO<sup>10</sup> and assigned to a new staff (on approx. 25%). After the reorganisation at Sida in late 2008 the responsibility for non-discrimination, with special focus on disability and LGBT as high profile issues, was moved to the Policy Pillar, Empowerment Department, Team on Human Rights and Political Participation. LGBT issues are assigned to a specific policy officer (on 30%), but the all team members have a responsibility to include LGBT in their respective portfolios. In support, the policy officer also has a working

High Profiles are specific issues where Sida intends to pursue a strategic and highly qualified dialogue at the global arena with multilateral organisations, well as at country and regional level where these issues are considered to be of specific importance. In the financial country portfolio, high profile issues may not necessarily be sizeable, but still call for substantial attention in the country dialogue. This ambition will require specific efforts for internal competence development and external knowledge support.

Sida's Strategic Directions  
2009–11

5 Adopted by the Government in October 2009, <http://www.sweden.gov.se/sb/d/8366>

6 Adopted by the Government in December 2005, <http://www.regeringen.se/content/1/c6/06/14/89/712f7e0c.pdf>

7 Adopted in October 2005, Policy: Promoting Gender Equality in Development Cooperation

8 Evaluation of Sida's mainstreaming policies, 2007

9 A Study on Swedish policy and administration of LGBT issues in international development cooperation: Sexual orientation, gender identity and development, Samelius and Wågberg, Nov 2005.

10 Department for Democracy and Social Development

group of interested staff. In addition, the intention is that the Empowerment Network of 120 staff members involved in Human Rights related tasks throughout the organisation should play a role in method development and peer support on human rights issues, including LGBT. According to our informants (and own experience) it seems to be a challenge to make the Network to function as intended. In conclusion, the responsibility for LGBT issues and the implementation of the Action Plan has been moved 5 times during the period 2007–2009.

## 1.2 Purpose of the Action Plan

The purpose of the Action Plan was to present in concrete, operational terms how the work with LGBT issues should be promoted and integrated in Sweden's international development cooperation. The Action Plan consists of eleven activities, arranged under two intermediate objectives. These are intended to create the conditions necessary for Sida to be able contribute to improved living conditions and opportunities for LGBT persons. The activities relate to Sida's roles in international development cooperation a) analysis, b) financing and supporting initiatives and c) various forms of policy dialogue.

## 1.3 Aims and scope of the assignment

The assignment consisted of two parts;

### *A survey of Sida financed LGBT initiatives implemented 2007–2009*

The survey covers both Sida's own interventions at the global, regional and bilateral levels and its financial grants to frame organisations and other actors. The survey results were compared with the base-line study that was carried out in 2007 in order to see what aspects may have been developed during the 3-year period in terms of focus and scope.

### *An evaluation of the Action Plan with recommendations for the future work*

The evaluation looks at the level of fulfilment objectives of the Action Plan, the activities carried out, the results that are achieved, the lessons which are learnt and an assessment of Sida's capacity to work with LGBT-issues. It also provides recommendations to Sida on how to continue the work for LGBT rights in terms of focus and strategies.

The evaluation has been commissioned by Sida. The evaluation was conducted by the consultants Annika Nilsson, Kristina Ljungros and Annica Holmberg. Kristina Ljungros was contracted to work with the survey and the fact finding part of the evaluation, while Annika and Annica have been responsible for the analysis and recommendations in the evaluation. The evaluation was conducted in November and December 2009.

## 1.4 Methodology and limitations

The evaluation has used both quantitative and qualitative methods in the data collection. In order to map out the improvements in relation to country strategies, dialogue and interventions carried out during 2007–09; and to determine the possible increase in capacity and knowledge at Sida, information have been collected in the following manner:

- Interviewing key staff at Sida Head Office, managers at Sida Head Office, staff at Sida Partnership Forum (former Sida Civil Society Centre). The availability of managers was a bit of a problem. We contacted managers of six departments. In the end we managed to



interview four of them.

- Group discussions and interviews with the internal LGBT working group at Sida and with the external LGBT working group with representatives from parliament and civil society organisations, both LGBT-organisations as well as other organisations.
- Requesting statistics from the PLUS system, where all Sida projects are coded according to target group, sector, implementer etc. In order to cover all payments made in 2009, the last data search was done on January 7, 2010. As LGBT is not a defined target group in the PLUS system, the search focused on the title of the project. Many possible abbreviations and texts were tested to get a comprehensive search. It is however possible that some initiatives were not identified through this search, especially as some of them are mainstreamed as a component in gender, health and human rights initiatives. Also some payments may not have been recorded in the system for 2009, despite that the last computer run was made on January 7th.
- Sending questionnaires to all Country and Regional Teams and to the Empowerment Network members to find out about LGBT in strategies, dialogue and financing in their respective countries and regions. They were also asked about participation in trainings as well as the main obstacles of working with LGBT. In total 44 country teams replied to the questionnaire. This included replies from 40 of the 46 Sida partner countries (87%) and four additional countries. In addition, 3 regional teams (out of 7) replied. Some of the responses were followed up by telephone clarifications. Memos for all initiatives were requested as evidence. There were 20 replies from the empowerment network members (out of 120). This limited response is partly due to the fact that many of the e-mail addresses to the empowerment network were incorrect and we had to exclude them.

Through the questionnaires and the interviews some initiatives were discovered, which had not been found in the PLUS system. Although there might be a few initiatives that were not discovered in the mapping, this is not a problem since the answers received were very similar in content, especially in relation to obstacles and participation in trainings. The outstanding replies would not have changed our conclusions or influenced our recommendations.

- Sending questionnaires to all frame organisations and to RFSU, RFSL, Kvinna till Kvinna and Civil Rights Defenders as these organisations were holding a prominent role in relation to LGBT issues. The latter three organisations were also interviewed by the evaluators. In addition interviews were held with CSO representatives in the field (Diakonia, the SRHR Magazine Femina in Tanzania and a LGBT umbrella in Kenya). The questions to the CSOs covered both their own initiatives (carried out with Sida funding) and their opinion of the LGBT action plan and Sida's work on LGBT during the 3-year period. They were asked to provide examples of both progress and problems.

It was sometimes difficult to know if an initiative was to be categorised as a Sida initiative or a CSO initiative. Some CSOs work both with direct Sida funding and with funding through a frame organisation. We decided to categorize programs appearing in the PLUS list as Sida initiatives, even if they were implemented through a Swedish CSO.

- A desk study of available policies and country strategies (including results/target matrixes), evaluation reports and relevant memos. Following up this information via telephone with responsible officers at Sida. A limitation has been the difficulty to access documentation on initiatives, expenditures, results matrixes and policies. Some documents are not electronically accessible and it has not been possible to find memos and results matrixes for all countries. Scrutinizing existing Sida policies also proved to be a difficult task as many of the guiding documents did not have a clear status or timeframe of validity. Sida was in the process of reviewing the plethora of policies, positions papers, reference papers and strategies to reduce and streamline its steering documents. In the future the Ministry for Foreign Affairs will approve all strategies and policies. In 2009, four policies were adopted by the Ministry; Policy for research, Policy for HIV/AIDS (The right to a Future), Policy for selective cooperation and the Policy for support to Civil Society (Pluralism). Some others are waiting for approval early 2010, including on Democracy/ Human Rights and on Gender, where LGBT issues were included in the proposals prepared by Sida to the Government. The study is limited to the four new policies adopted and the old policies available on the Sida/Government web sites.
- An analysis of the base line survey from 2007, which was not available until very late in the evaluation process.
- Requesting information from the competence database where Sida staff has made a self-grading of their competencies (early 2009). According to some informants, the information in this database may not be up to date.

Before finalising the report, the findings and recommendations have been discussed with:

- Sida staff
- Frame organisations
- Other CSOs with financial support from Sida
- The former external reference group for the Action Plan

To ensure accuracy in the conclusions, the three persons involved in the evaluation compared notes to crosscheck answers and interpretations. The most difficult part was to establish the level of competency and capacity at Sida as this is not objectively measurable. No base line existed and no indicators were established in this area. We have relied on self assessments made by staff in the competence data base and by subjective gradings made by the interviewees on a 0–10 scale.

When it comes to quantitative data on initiatives and strategies it has been possible to establish a rather reliable picture of the the reality. However, it has been difficult within the scope of this evaluation to determine if the Sida funded initiatives have indeed had an effect on the conditions for LGBT persons in partner countries, especially since there were no indicators to measure this aspect. The views and perspectives of partner CSOs in Bolivia, Thailand, Tanzania and Kenya have however been incorporated in the findings of the evaluation.



## 2. Mapping of Sida Supported LGBT Initiatives 2007–09

### 2.1 LGBT in Sida strategies, policies and dialogue

Human Rights for LGBT persons are mentioned in 9 country strategies; Uganda (from 2009), Bolivia, Guatemala, Albania, Moldova, Serbia (from 2009), Ukraine (from 2009), Zimbabwe and Burma. The Guatemala and Burma teams did not confirm knowledge of this fact. In five of these nine countries there has been dialogue and/or program initiatives on LGBT; Uganda, Guatemala, Moldova, Ukraine and Zimbabwe. LGBT has not been mentioned in the results matrixes in any country.

Apart from the nine countries mentioning LGBT in the strategy, many others have also engaged in dialogue or support of LGBT issues. During the period 2007-09, LGBT issues have been part of dialogue with civil society partners, governments, other donors and stakeholders in a total of 18 countries; Ukraine, Vietnam, Kenya, Uganda, Zambia, Liberia, Sierra Leone, Moldova, Mozambique, Tanzania, Colombia, Guatemala, South Africa, India, Indonesia, Zimbabwe, Honduras and Sri Lanka. It has also been part of dialogue between the Norwegian-Swedish HIV/AIDS Team and the Norwegian and Swedish Embassies in Southern and Eastern Africa.

Sida HQ has also actively promoted LGBT issues in its networking with other donors and international stakeholders and by giving interviews in radio and TV, writing a newspaper article, participating in and arranging seminars at Pride festivals and World Out Games.

The study revealed that the rights of LGBT persons were included clearly in two of the four newly adopted policies; The Policy for HIV/AIDS and the Policy for Civil Society Cooperation. The other two, on Research and Selective Cooperation, do not mention LGBT. When looking at older policy documents, two policies were identified that explicitly mention LGBT persons; the Gender Policy (2005) and the SRHR policy (2005). In addition there is the action plan on LGBT. We have not analyzed all the thematic strategies of the government, but respondents emphasised that LGBT was mentioned in the Government's special initiative for democratization and freedom of expression (Demokratisatsningen). This initiative resulted in four LGBT initiatives in 2009 with a total budget so far of 3.2 MSEK.

The *Gender policy* states that: Sida will address different kinds of formal and informal power structures affecting women's and men's rights and possibilities to make choices regarding their individual sexual and reproductive lives, such as the right to safe health care, or the right to safe abortions. Such possibilities must not be limited due to the individual's sexual orientation.

The *SRHR policy* states that: Sweden will increase its focus on lesbian, gay, bisexual and transgender persons. Sweden will inter alia contribute to increase the level of knowledge and competence concerning

Some of the most marginalised groups (including women, children, persons with disabilities, LGBT persons and ethnic or religious minorities, or HIV/AIDS positive persons) are in focus of the anti-discrimination work in Swedish development cooperation. The basis for this work is the protection of Human Rights. Initiatives could build on and take departure from the EU Treaty and focus especially on gender equality, LGBT and disability.

Special initiative for democratization and freedom of expression, 2009

sexual orientation and gender identities in its international work, and will also continue to draw attention to and ensure that discrimination against LGBT persons is recognized as constituting violations of the full enjoyment of human rights.<sup>11</sup> In more than 80 countries, many of which are Sida's partner countries, sexual relations between persons of the same sex are illegal.<sup>12</sup> Sweden will work for further decriminalization of same sex relations, and for the introduction of protective measures against discrimination on grounds of sexual orientation.<sup>13</sup>

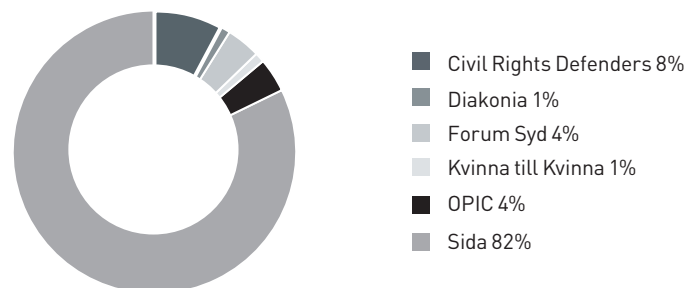
## 2.2 LGBT in Sida financed initiatives 2007-2009

During the three year period Sida has directly supported 23 LGBT initiatives at a total of 43.3 MSEK. Three big initiatives made up more than 60 % of this amount (ITP courses 29 %, the support to RFSU HIV/AIDS program in Asia 18% and the support to ILGA/via RFSL 14% - all of them with budgets of 6 MSEK or more during the period). Sida has mainly focussed its support on global and regional initiatives (83%). 14% were spent in 7 countries, most of them in European Reform countries and 3% in Sweden.

In addition Sida has included LGBT issues in 13 mainstream programs, most of them within the areas of HIV/AIDS and Human Rights. Out of these 13 initiatives, 3 are global, 2 are regional and 8 are national (5 in long term cooperation countries, 1 in conflict/post conflict and 2 in selective cooperation countries). It has not been possible to establish exactly how much has been spent on the LGBT component in these mainstream programs. Sida has also networked with international CSOs who are active in promotion and monitoring of LGBT rights as part of their human rights agenda.

In addition to its direct interventions, Sida has also channelled funding via CSOs (frame organisations, Kvinna till Kvinna and Civil Rights Defenders) to 30 LGBT initiatives in 19 countries. The total amount allocated to these initiatives in the three year period was 9.6 MSEK. Around 70% of this was spent in European Reform countries. Within the Sida direct funding and the Forum Syd framework RFSL and RFSU have been in the forefront in terms of budgets. More than half of the Sida and Forum Syd budgets for LGBT have been channelled through these two organisations. As these organisations were sub-contracted by Sida or part of the Forum Syd framework agreement their importance is not seen in the circle diagram, which shows only the funding channels.

Financing per Organisation SEK 2007-2009



11 SRHR Policy, p. 16-17

12 [www.rfsl.se](http://www.rfsl.se), 091130

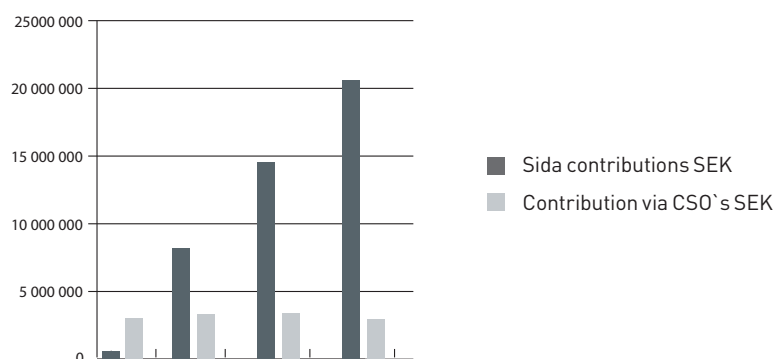
13 SRHR Policy, p. 25

The frame organisations and Civil Rights Defenders have also included LGBT issues in mainstream programs. In total, LGBT issues were mainstreamed in 15 different human rights, gender, HIV/AIDS or SRHR programs in 12 countries. Seven of the 15 mainstreamed programs were implemented by Civil Rights Defenders and their partners in European Reform countries. Diakonia and Forum Syd have also been active in mainstreaming. It has not been possible to isolate a specific component, result or budget related to LGBT in the mainstream programs.

In summary, during the three year period, a total of 52.9 MSEK were spent on 53 direct LGBT interventions and a total of 28 Sida funded programs had included LGBT as a component.

When looking at trends during the 3-year period it can be concluded that Sida's own initiatives have increased compared to the base line in 2006, but not civil society initiatives. There was no baseline study regarding mainstreamed programs, so there is no way of knowing if these have increased or not.

Trends 2006-09	2006	2007	2008	2009
Sida initiatives MSEK	0.6	8.2	14.6	20.6
Sida number of initiatives	1	10	11	14
CSO initiatives MSEK	3.3	3.3	3.3	3.0
CSO initiatives number	17	16	16	14



The major civil society supporters of LGBT issues during the period 2007-09 were:

- Civil Rights Defenders with 10 direct initiatives and a budget of 4 MSEK, plus 7 mainstreamed initiatives
- Olof Palme International Centre with 3 projects and a budget of 2.3 MSEK
- Diakonia with 2 initiatives and a budget of 0.8 MSEK, plus three mainstreamed initiatives
- RFSU with 1 regional initiative with a budget of 8 MSEK and co-responsibility for the ITP courses, plus one mainstreamed initiative
- RFSL/RFSL Ungdom with involvement in eight Forum Syd and four Sida initiatives with a budget of 12 MSEK and co-responsibility for the ITP courses

The figures for 2009 should be compared to the base line study made early 2007 of all LGBT initiatives financed by Sida in 2006. It showed

that Sida had one direct initiative and financed 17 CSO initiatives and 3 pre-studies. In total there were 18 initiatives and three pre-studies with a total budget of 3.9 MSEK, which was 0,00015% of the Sida budget at the time. In addition to these direct interventions LGBT was part of a number of programs within the area of SRHR, HIV/AIDS and gender. Interestingly the base line study found no initiatives within the area of Democracy and Human Rights, whereas this evaluation found that around half of the mainstreamed activities were carried out within this sphere. The base line study also noted the fact that no initiatives were carried out in partnership with governments. Despite Sida's increased engagement in the rights of LGBT persons, this is still the case. Collaboration with human rights commissions and UN monitoring bodies are however emerging.

#### Comments:

Compared to the baseline study in 2006 the number of Sida initiatives has increased from 1 to 14 and the budget has increased from 0.6 MSEK to 20.6 MSEK. The lion share of the Sida funding is geared towards global and regional initiatives. The civil society LGBT initiatives have not increased in number or budgets from 2006. It seems that the Action Plan has been more focussed on Sida's own work and very little has been done to inspire, assist and provide tools to the frame organisations. This is an area that could be improved.

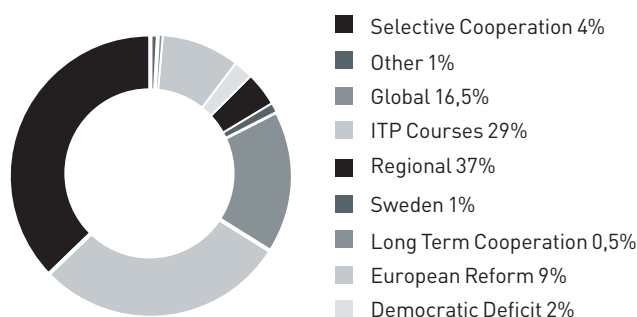
Most of the Frame organisations are not targeting LGBT issues. Several organisations mention that they do work with human rights and non-discrimination, but not with LGBT. Sida could encourage the frame organisations to include LGBT as part of their work, especially organisations that are working within the fields of SRHR, human rights/non-discrimination, gender, health, HIV/AIDS and youth. Civil Rights Defenders, Diakonia and Forum Syd have examples of how this can be done.

Sida could consider coordinating pool of resource persons who can be called on for advice and consultancies. This pool would include persons from LGBT and SRHR organisations, who can work together with their international networks to inform and advise Embassies and other CSOs in the field.

### 2.3 LGBT per country category, Sida and frame organisations

Looking at Sida's own direct LGBT initiatives, it can be concluded that there is a heavy focus on regional and global initiatives (83% incl. ITP courses), while country level initiatives are few (7 countries). The country initiatives are found mainly in European Reform countries and in Selective Cooperation countries.

Financing per Country Category – Sida only 2007–2009

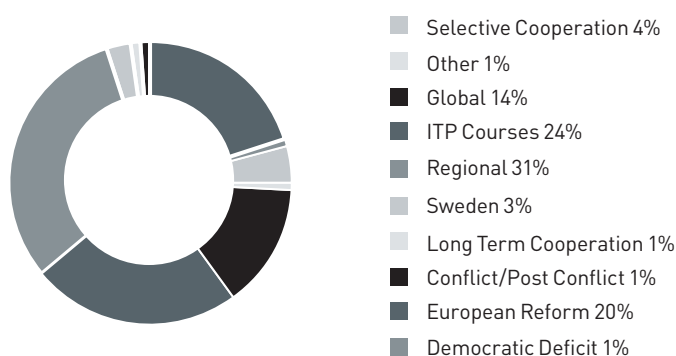


When analysing the Sida mainstreamed LGBT initiatives, they are more frequent on country level and in long term cooperation countries.

The CSO initiatives are also more focused on country level. Few are global or regional. The 30 CSO initiatives are spread over 19 different countries, mainly European Reform countries. When combining all Sida funded LGBT initiatives (those directly supported and those supported via CSOs), the distribution according to country categories therefore look a bit different.

The combined graph shows that global and regional initiatives made up 45% of the total funding during the three year period. The ITP courses made up 24%. The majority of interventions fell within European Reform countries (20% of funding). The trend during the period has been increased shares for regional initiatives and selective cooperation countries and decreased shares for European reform countries. When comparing 2009 with the average for the 3-year period, regional initiatives increased from 31% to 38% and selective cooperation countries increased from 4% to 8%, while Europe decreased from 20% to 12%.

Financing per Country Category SEK 2007–2009,  
Sida plus frame organisations



#### Comments:

Although substantial measures have been taken in the European Reform countries, mainly through civil society initiatives, in other country categories the initiatives remain few and small. Country teams are struggling to find ways to address the issue. Positive developments have however been:

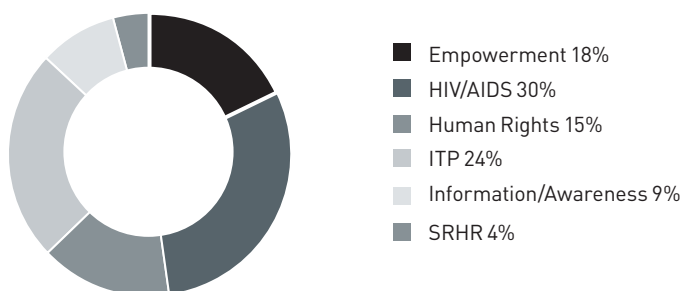
- The mainstreaming of LGBT in other programs such as Human Rights, SRHR, gender and HIV/AIDS reported by some country teams
- The establishment of regional networks and funding platforms in Asia and East Africa, which are very important for the future developments
- The introduction and development of ITP courses

#### 2.4 LGBT per type of intervention, Sida and frame organisations

The areas where LGBT initiatives are supported are: HIV/AIDS (mostly MSM) with 30% of the funding, ITP courses 24%, Empowerment of LGBT-organisations 18% and Human Rights 15% of the total funding. It should however be noted that mainstreamed LGBT activities are not included in these figures as there is no way of knowing how much of the

funds that have been directed to LGBT issues. If analysing only the numbers of mainstream initiatives, 57% were categorized as human rights initiatives, 21% as HIV/AIDS, 14% SRHR and 7% gender.

Financing per Country Category SEK 2007–2009,  
Sida plus frame organisations



When comparing the funding figures for 2009 with the average for the three year period, the trend has been a decreased share of funding for Human Rights and Empowerment initiatives. In 2009 Human Rights initiatives had decreased 8% (15% average for the period) and Empowerment to 15% (18% average for the period) of the total funding. SRHR increased to 9% (from 4%) and HIV/AIDS to 32% (from 30%).

#### Comments:

It is interesting to note that among initiatives mainstreaming LGBT, human rights is the major area, while in direct funding HIV/AIDS (mostly MSM) is the biggest area with a shrinking share for human rights initiatives.

### 2.5 ITP courses

A substantial part of the funding has been provided to ITP courses. Four such courses have been carried out during the period 2007–2009, targeting different regions. When looking at the results, the main achievements are noted in the empowerment of LGBT activists. The discussions, networking, inspiration and solidarity provided at the courses have strengthened the capacity of the participants to promote LGBT rights in their respective countries and to organise. The invitation of government officials to the courses has sometimes distracted courses, when a lot of time has been used for basic awareness raising. In future ITP courses, focus should be more clearly on empowerment of LGBT and Human Rights change agents who are willing to organise and advocate for LGBT rights in their respective roles. Sida should consider inviting people from the same sub-region or cultural back ground to facilitate networking and experience exchange after the course.

#### Comment:

Sida should perhaps consider arranging awareness raising seminars or courses for sceptical government officials, where norms and values can be discussed and challenged. These could be separate or parallel to the ITP courses for change agents. ITP courses should not be once off occasions but part of a long term capacity building process with follow-up meetings in the regions.

# 3. Mapping of Competency and Capacity at Sida

## 3.1 Competency

In connection with the latest organisational change at Sida late 2008, all staff members were requested to respond to a web-based questionnaire through which they should assess their knowledge within some areas of work. More than 900 persons received the questionnaire. 39 persons completed a rating of their knowledge on LGBT-issues. Out of these 39 persons, 4 persons have a deep knowledge, 10 have very good knowledge, 16 have good knowledge and 2 have basic knowledge<sup>14</sup>.

Members of the Empowerment Network as well as other interviewees were asked to estimate the level of knowledge/understanding of LGBT-issues within Sida on a scale from 1 to 10 (where 1 means no skills and 10 means excellent skills and ability to inform others). Most of the respondents estimate the level to be at 2–4 (which is a rather low level). When asking the country teams, there are only two teams that have initiated and carried out any form of LGBT specific training. Some teams indicate that the focal person for Human Rights within the country team has mentioned LGBT issues as a part of training in the area of Human Rights. This was taken more as a point of information by the participants. A number of Country Teams report that the major challenges are discriminatory norms and values of staff and the difficulty of LGBT being illegal in some countries.

## 3.2 Capacity

According to the present organisational set up, the responsibility for coordination and competence development on the rights of LGBT persons, rests with Human Rights and Political Participation Team at the department for Empowerment (in the Policy Pillar). LGBT issues are assigned to a specific policy officer (on 30%), but the all team members have a responsibility to include LGBT in their respective portfolios. There has been no continuity on the position as focal point for LGBT issues during the period 2007-09. A total of 5 persons have been responsible and it has moved between three different organisational units. The present location at the Human Rights and Political Participation Team seems relevant and is appreciated by observers. In addition to the 30% policy officer, the intention is that the Empowerment Network of 120 staff members involved in Human Rights related tasks throughout the organisation should play a role in method development and peer support on human rights issues, including LGBT. They have been given a time allocation of 10% for work with Network related processes. In Sida's new organisation the networks of colleagues working within a sector or thematic area are the platforms for method development and operational support (in this case the Empowerment Net-

14 Larsson Ingvar, Competence Development Team, Sida 091130



work). According to informants (and observations) it seems to be a challenge to make the Network function as intended and few have so far engaged in LGBT issues.

The policy officer for LGBT has also been supported by a working group of interested staff, who have taken an active role in the implementation of the action plan throughout the three year period. In the early stages the group met every 6 weeks, but with time it became less frequent. The group consists of staff from various departments who work with LGBT related issues. This group has been crucial as the focal point officers have been changed many times.

Almost all respondents felt that the capacity and organisational set up for the implementation and monitoring of the Action Plan had not been sufficient in terms of stability, human resources and organisation. Many referred to a few specific staff members as key to the achievements made. Although pleased with the present location of focal point, there were fears that the issue was not yet sufficiently anchored within the departments and teams of Sida. The working group has lost a bit of the momentum and the Empowerment network is unreliable as a driving force at present. It was felt that, in addition to the working group, some staffs in strategic teams should be given specific ToR and time allocations to promote LGBT issues.

### 3.3 Cooperation with/ use of external LGBT experts

Many respondents were positive to the involvement of external expertise in the development of the Action Plan. Several members of the external reference group refer to the process as participating and including. After the adoption of the Plan, the involvement of external resource person has however been less. There seem to be no systematic invitations to country strategy development processes or to annual planning exercises. There have been no systematic use of external experts in analysing plans or programs or in designing training sessions and mentoring of staff. Invitations have been casual and mostly the external experts have met those already positive to LGBT rights.

For example, RFSL has only been invited to one hearing, regarding the strategy for South Africa. Otherwise they have not been invited. Civil Rights Defenders were involved with Sidas information work at Europride Stockholm, 2008 (Information on the situation regarding LGBT persons in Belarus). They have not been systematically used.

According to replies from the Empowerment Network within Sida, the majority of the respondents have not been seeking information from experts or organisations working within the LGBT field. Five of 20 respondents are answering that they are being updated by organisations such as HRW, RFSU, RFSL, ILGA and Noaks Ark (possibly the same persons that have estimated their knowledge of LGBT as very deep). Important to note is that none of the informants are referring to LGBT-organisations based in the Global South and East as resources.

Only two country teams have been co-operating with and/or asking for information from external experts. In Kenya the team has teamed up with other colleagues in East Africa and argued for a regional approach/support which appears to materialize under the democracy initiative. In Ethiopia the Embassy is in contact with the Gay and Lesbian Human Rights Council in South Africa to assist in the investigation of alleged human rights abuses of LGBT persons. Three teams



have asked for support from Sida HQ, Uganda, Colombia and Zimbabwe.

**Comments:**

Although there is a small group of knowledgeable and strongly committed persons within Sida who are pursuing the issue, the competency and capacity of Sida in general is still insufficient to effectively assist country teams and CSOs in their efforts to raise LGBT issues in dialogue and programs. Except for two country teams, there is no contact with LGBT organisations based in the Global South or East, or even awareness of their existence. Sida could be more pro-active in offering inspiration, awareness raising and facilitation of national networking, by engaging internal and external resource persons. Knowledge and understanding of the local context is central in order to find an effective approach to LGBT issues in each country.

## 4. Evaluation of the Action Plan

Below is a summary of the evaluation and reflections on the fulfilment of the goal, the two immediate objectives and the 11 activities. The full evaluation with details can be found in appendix 3.

### 4.1 Overall goal

#### Overall goal for the action plan

The overall goal is to enable lesbian, gay, bisexual, transgender and intersex persons to improve their living conditions in the countries where Sweden is engaged in development cooperation. This means that in those countries where Sweden systematically includes an LGBT perspective in the development cooperation, the rights and poverty situation for LGBT persons is expected to improve, both de jure and de facto, and thereby increasing their opportunities and ability to influence their own situation. This goal is in line with the overall goal of Swedish international development cooperation, which is to help create conditions that will enable poor women, men, girls and boys to improve their quality of life. The work will be characterised by the consistent inclusion of poor people's perspectives on development, and a rights perspective.

It has not been possible to evaluate to what extent LGBT person's living conditions have improved in the partner countries. A few successes are noted, for example decriminalisation in Nicaragua and India. In these countries, Sida funded local organisations have possibly played a role. At the same time, the situation in Africa has worsened, with discriminatory laws being proposed, adopted and/or practiced in for example Rwanda, Malawi and Uganda. Religious and political hate speeches are also increasing. This kind of back lash is sometimes happening within the human rights arena when existing power relations or norms are being challenged. In order to evaluate progress in the future it would be good to establish some indicators and carry out base line surveys in selected countries. Possible indicators of progress could be:

- Decriminalisation has taken place
- Reduction in hate speech from politicians and religious leaders
- Anti-discrimination legislation in place and used
- Media reporting and depicting of LGBT persons improved
- Reduced fear of being open about sexual orientation
- Pride festivals are allowed and peacefully conducted
- Increased number of national CSO platforms and networks that include LGBT organisations
- Increased capacity and visibility of LGBT groups and organisations
- Increased number of mainstream CSOs addressing LGBT issues

## 4.2 Objective 1

### Intermediate objective 1:

Measures in the field have led to improvements for LGBT persons as a result of Sida's work to include an LGBT perspective and LGBT issues in country and/or regional development cooperation strategies.

Indicator: LGBT relevant measures and dialogue on LGBT issues are being implemented in the partner countries.

### Follow up:

Sida has engaged in dialogue with governments or donors and other stakeholders in 18 countries and supported 23 direct LGBT initiatives on global, regional and national levels in 8 countries (including Sweden) during the period 2007-2009. Sida has also included LGBT issues in 13 mainstream programs and supported 30 LGBT initiatives via framework organisations. It has not been possible to establish if these efforts have yet contributed to improvements for LGBT persons. Based on information from HQ, country teams and other informants, the measures undertaken were not specifically a result of inclusion of LGBT issues in the country/regional strategies, but rather a result of interested individuals in various parts of the organisation. The following major measures were identified during the period 2007-09.

1. As indicated in the mapping above there has been an increase in Sida funding provided to LGBT initiatives, mainly on global and regional levels. There have also been an increasing number of countries/regions are engaging in dialogue with governments and other donors/organisations on LGBT. Recently the country team for Afghanistan has developed a Gender Country Profile in which LGBT is included.
2. In Uganda, Sida and the Ministry for Foreign Affairs of Sweden<sup>15</sup> have actively tried to find a way to address the human rights of LGBT persons. At the same time, the situation for LGBT-persons has become more difficult, compared to three years ago, with the suggested Anti- Homosexual Bill and religious hate speeches. This may be a backlash due to increased visibility of LGBT organisations within the country, which in itself is a step forward.
3. In Rwanda, the Swedish Embassy and other donors protested against the proposed criminalisation of homosexuality. Despite this the law was passed on December 17, 2009.
4. In Serbia and Moldova moral and practical support was provided by the Swedish Embassies to LGBT activists in connection with LGBT advocacy activities and Pride festivals. This led to increased safety and empowerment of activists to deal with conflict.
5. There has been increased visibility and networking by Sida HQ in Sweden and on international level. Joint approaches to LGBT rights promotion have been raised with for example Human Rights Watch, Amnesty International, lobby organisations in USA (The Council for Global Equality) and in Canada (Egale and Queer Peace International). As a result these US and Canadian based organizations have been inspired to approach their respective administrations and development agencies to address LGBT issues

<sup>15</sup> Hur moderat är biståndspolitikerna? Ekots lördagsintervju med Gunilla Carlsson, 091128, [www.sr.se](http://www.sr.se)

One respondent answered:

"I know of very few examples where this has materialized into concrete support. There is a certain lack of will och competence to take on this issue in a serious manner at country level. Advances in this sense seem to be more dependent on will and knowledge of the individual than on organisational incentives and promotion. Certainly, Sweden has a very important role and comparative advantage in this field not least since there are very few donors willing to commit."

in development cooperation programs.

Many country teams are emphasizing that LGBT issues are sensitive issues and find it difficult to find entry points where the issue can be brought up. Only three of the country teams have asked for support from the LGBT focal point at the Sida head office. Often contacts with, and knowledge of, local LGBT organisations are lacking. Some embassies are also struggling with addressing an issue which is still criminalised. Experiences from work in other similar situations in human rights repressive countries could be helpful.

#### Comments

The immediate objective 1 needs to be reformulated to be more realistic and precise. Sida is not the only actor in these countries and there are many other factors that influence the situation. Some specific objectives of Swedish interventions could be for example:

- a) improved personal safety of LGBT activists
- b) increased inclusion of LGBT rights in mainstream human rights and civil society initiatives (e.g. women, HR, HIV platforms etc) supported by Sida
- c) increased personal contacts between Sida staff and LGBT activists
- d) increased confidence and visibility of LGBT networks and organisations through a strengthening of their institutional capacity by long term collaboration and support
- e) establishment of funding platforms on national or sub-regional levels for small scale LGBT initiatives
- f) increased pressure for de-criminalization through alliances with UN bodies and other bilateral actors
- g) increased knowledge and data on the status of human rights of LGBT persons in country teams

Measures that the embassies (Sida and Ministry for Foreign Affairs in their respective roles) could undertake to reach the objective could be:

- LGBT organisations are included in civil society meetings, trainings and social events organised by the embassy
- The embassy provide the LGBT organisations with a safe meeting place
- LGBT person can seek protection and asylum (at the embassy)
- Criminalisation is officially opposed by Sweden (taking the lead to organise likeminded)
- Providing support to legal aid for LGBT activists and being present in court hearings
- Promotion of regional networking of LGBT groups
- Providing support to research and surveys concerning the status of human rights of LGBT persons

#### Evaluation of the activities under this objective (details in appendix 3):

*Activity 1:* Inclusion of LGBT within one strategy per region and year and provision of support for implementation of the strategies. Outcome: LGBT is mentioned in 9 country strategies and the activity should be seen as fulfilled. Three Country Teams have been asking for support regarding LGBT issues; Uganda, Colombia and Zimbabwe.

*Comment:* The countries which mention LGBT in the strategy are: Uganda, Bolivia, Guatemala, Albania, Moldova, Serbia, Ukraine, Zimbabwe and Burma. However, no Country Team focuses on LGBT-persons as an explicit target group in the country strategy for the period 2007–2009. Uganda is an exception and brings it up in the strategy for 2009–2013.

Inclusion of LGBT in the strategies does not necessarily respond to an activity or outcome in that country. At the same time, LGBT is part of the agenda in a number of countries without being mentioned in the strategy. There are no LGBT monitoring indicators in results matrixes in any country.

*Activity 2:* Increase of support to LGBT organisations and LGBT initiatives Outcome: The support to LGBT organisations and LGBT initiatives has increased in terms of funding from 3.9 MSEK to 23.6 MSEK and in terms of number from 18 to 28 per year. The activity should be seen as fulfilled.

*Comment:* During the period 2007–2009, 53 LGBT initiatives have been supported by Sida directly in 7 countries and via CSOs in 19 countries. There have been 5 global and 6 regional initiatives. Three initiatives have been supported in Sweden. Mainstreaming of LGBT issues has taken place in 20 countries and in 3 global and 3 regional initiatives. The increase in funding is mainly related to Sida's own work and to global and regional level initiatives. Country level supported Sida initiatives are few. CSO initiatives have remained at the same level in numbers and funding throughout the period. The Action Plan did not include support to the frame organisations to improve their work on LGBT rights.

*Activity 3:* Raise and incorporate LGBT in dialogue and advocacy. Outcome: LGBT issues have been part of the dialogue with governments and other organisations in 18 countries and on the global level. The activity should be seen as fulfilled.

*Comment:* Embassies have been engaged in dialogue with other donors, civil society organisations or governments in 18 countries. The dialogue entry points have been HIV/AIDS and health (5 countries), Human Rights (6 countries), SRHR (2 countries) Civil society cooperation (2 countries) and Gender (3 countries). These 18 countries represent almost 40% of Sida partner countries. In addition dialogue is ongoing between Sida HQ and other major stakeholders and international organisations working for LGBT rights.

*Activity 4:* Implement ITP programs on LGBT Outcome: Four ITP Programmes have been completed and the activity should be seen as fulfilled.

*Comment:* The most important result so far has been the empowerment of LGBT change agents who have gained strength from participation in the processes, discussions and networking of the ITP course. Participants appreciate to feel part of a global movement and to know that there is another way of thinking and doing. The time and energy need-

ed to convince some government participants with discriminatory values have sometimes distracted the agenda and consumed time. In future ITP courses should consist of several steps over a period of 1–2 years (both in Sweden and in sub-regions) and focus on potential change agents who are already convinced and want to work with the issue. Other types of courses and measures are needed to address discriminatory values.

### 4.3 Objective 2

#### Immediate objective 2

The foundations have been laid for more effective LGBT measures in the form of awareness-raising, competence-building and work to establish knowledge about LGBT-issues firmly within Sida.

Indicator: A qualitative assessment of experiences showing how LGBT issues have been given a higher profile within Sida and recommending a continued focus on the work.

#### Follow up:

It is difficult to estimate if the foundation is sufficient. Although some stakeholders confirm that it is easier to get support for LGBT initiatives nowadays, most informants do not consider the foundation to be strong. LGBT is not seen as a priority compared to other issues by most country teams. The knowledge and understanding is considered to be low. Discriminatory attitudes still exist within the organisation, although they are most often hidden as they are not seen as politically correct. During the period 2007–09, there have been several training sessions for staff working at Sida. The only session that has been mandatory is the introduction for newly employed persons where LGBT-issues have been a tiny part of the introduction to the work with Human Rights. There have also been several seminars at Sida, where the major problem has been few participants.

However, there have been some important steps forward towards a stronger foundation:

- The adoption of an Action Plan for LGBT issues. Several of the informants, both from Sida and the Civil Society are emphasising the importance of the Action Plan. Within memorandums for initiatives with the area of LGBT issues, the Action plan is often referred to and used as an argument for granting contributions. The Action Plan has also been used as a tool and a good example by the country teams and by Sida HQ in dialogue with other donors and agencies.
- The decision to make LGBT one of the high profile issues within the work of Human Rights
- The high profile statements on Uganda by the Minister of Foreign Affairs in connection with the proposed discriminatory legislation on LGBT
- The Sida initiative to organise a donor conference on LGBT issues in March 2010 (and to support a parallel donor-CSO conference on LGBT) to try to develop joint strategies and donor coordination on

- how to address LGBT issues in development cooperation.
- The debate article on LGBT issues written by the Director of the Empowerment Department in Swedish media 2009
- The regional LGBT initiatives in Asia and Africa aiming at creating platforms for funding and experience exchange
- The decision to appoint RFSU as one of the frame organisations from 2009 where one reason was their knowledge of LGBT issues
- The engagement of a HRBA help desk for Sub-Saharan Africa with LGBT competency
- The LGBT country briefs on LGBT produced for Zambia, Kenya, Tanzania, Uganda and Burkina Faso (to be publicised early February 2010)

LGBT rights seem to have a higher profile in rhetoric and in global level initiatives than in practice on the ground in countries. The major obstacles are still prejudice, limited understanding of LGBT as a human rights issue as well as the controversial and sometimes illegal character of LGBT issues in many countries. The limited or non-existent contacts with LGBT organisations in most countries also hamper the development of a better understanding and the identification of opportunities for action in the local context. It is our conclusion that although much has been done as a result of the action plan, the foundation on the ground is still weak.

#### **Comments:**

One of the problems seems to be the status of the LGBT Action Plan. In the interviews, many informants referred to the high profile, the resources allocated and the methods used to promote the area of Gender Based Violence. The Action Plan for Gender Based Violence has been adopted by the Director General of Sida, whereas the LGBT Action Plan was adopted by the former Head of the Department for Democracy and Social Development. Education and training sessions are important for the implementation of an issue, but without a support from the management level, it is hard to reach good results. For example, some of the focal points for Human Rights within the Country Teams seem to be unaware as to whether homosexual acts are legal or illegal in the countries where they are working. A conclusion is that LGBT-issues are not prioritized within the majority of the country teams- while some country teams are very active in the work of LGBT.

#### **Evaluation of the activities under this objective (details in appendix 3):**

*Activity 5:* Introduce Sida's Management Group, all heads of divisions and development cooperation counselors to LGBT issues, human rights and LGBT measures with a particular bearing on country and/or regional cooperation strategies, using existing structures and mechanisms, e.g. the managers' forum. Outcome: The activity has not been fulfilled. The knowledge of LGBT issues is still low. Few have participated in training activities and seminars offered.

*Comment:* Although being a key activity, it has not been possible to attract the attention of the management and the heads of divisions to seminars and trainings offered. There is a need to reflect on the way training is designed and offered. Tailor made, on the job, practical men-



toring might be a more successful approach. The idea to use the managers' regular forum meetings was good but not utilised.

*Activity 6:* Explicitly include LGBT issues in existing training sessions for Sida's staff and cooperation partners on HR, gender equality and hiv/aids, and in other relevant training. The regional HR/democracy and hiv/aids advisers in the field will receive special training to support the implementation of the cooperation strategies. Outcome: Although some active staff members in the gender and HIV/AIDS areas have been persistent in their efforts to include LGBT, the activity has not been systematically implemented. The activity should be seen as only partly fulfilled. Sida HQ and regional teams have been offered training, but only two of the country teams have been organising any form of training for the staff. Few staffs have participated in the trainings offered. Cooperation partners and frame organisations have not received any training. The gender equality training at the Sida Civil Society Centre has not prioritised LGBT issues. The introduction courses for new staff mention LGBT in a few minutes as part of the Human Rights information.

*Comment:* The activity has not been approached strategically. The sessions have been more of general awareness raising than provision of advice and practical tools. Some trainings have only mentioned LGBT as an example of discrimination to be addressed by Sida. There is a need to tailor make trainings to different needs and target groups and to define the objective of each training session. The focal point person will have a rather big task to develop this activity in cooperation with the Sida human resource development unit.

*Activity 7:* Disseminate knowledge of the action plan and Sida's undertakings in an appropriate and time-effective manner. Outcome: The Action Plan seems to be well known both at Sida HQ and in Embassies. The Plan is also known by external stakeholders, for example organisations in USA and Canada, who use it to lobby their administrations. The activity should be seen as fulfilled.

*Comment:* The method to visit every department meeting to give information was effective. The visibility in media and Pride festivals also highlighted the Sida position. The major problem with the Action Plan is not that it is not known, the status of the plan and the limited understanding of the issue is more of a problem.

*Activity 8:* Arrange a series of seminars in Stockholm, for staff, consultants, CSOs, the private sector, the research community and other authorities. Each seminar will highlight a national, regional or thematic aspect of LGBT issues. Outcome: The seminars have been carried out as planned but with few participants. The activity should be seen as fulfilled.

*Comment:* In line with the aim, all the planned seminars (3 each year) have been carried out. The major problem with the seminars seems to be that very few persons have participated. Interviews with staff at Sida as well as with CSOs indicate that the participants are often those



already well informed about the issue. It was suggested by many that seminars and trainings should be compulsory and integrated in ordinary staff development activities.

*Activity 9:* Include LGBT issues in Sida's internal staff policy and, where relevant, in organisational policies which are being revised or developed during the period Outcome: LGBT is only mentioned in the Diversity Action Plan, not in the staff policy or the management policy. The activity should not be seen as fulfilled.

*Comment:* Translating the Diversity Action Plan into concrete responsibilities in the management and staff policies is an essential activity that needs to be completed. A general observation is that ethnic diversity and discrimination is often addressed strategically and systematically by Swedish authorities, whereas LGBT and disability aspects are not. Hetero-normative assumptions and prejudice against LGBT persons are not yet sufficiently challenged and addressed in staff policies and practices.

*Activity 10:* Complete a base line study. Outcome: A base line study was completed in 2006. It mapped and analysed all Sida funded LGBT initiatives at the time. The activity should be seen as fulfilled.

*Comment:* The base line consisted of an excel document listing the ongoing LGBT initiatives. There was no analysis or recommendations.

*Activity 11:* Evaluation of the action plan. Outcome: Completed in 2009. The activity should be seen as fulfilled.

### 4.3 Conclusions and reflections

The evaluation shows that the majority of the activities within the Action Plan are fulfilled. The challenge is not the fulfilment of the activities, but rather the fact that they have not yet contributed much to the realization of the objectives of the plan. The reason for this seem to be a) that the objectives are too wide and lack appropriate indicators b) the activities have not been strategically linked with the objectives. For example, even if LGBT is mentioned in a country strategy, it does not necessarily mean that something concrete is done to improve the situation of LGBT persons in that country. Also, even if the Action plan is well known within the organisation, it does not necessarily mean that the understanding of and desire to work with the issue had increased. Changing norms and values is a process that takes time and repeated efforts. The way the management communicates the issue is of key importance for this process.

#### Competency and capacity within the Country Teams

To illustrate the main conclusions some statements from the respondents working within the Country Teams have been summarised below:

- *Lack of resources:* There are no new contributions allowed and no time to develop work in the area. To work with the issues of LGBT takes extra time since it is very "hidden".
- *Not part of the strategy:* LGBT issues is not part of our strategy

- *Lack of knowledge:* Our knowledge is enough for handling of ordinary programs, but not for dialogue/ We need to develop a way of taking LGBT into consideration in the analysis/assessment of relevance in a planned contribution.
- *Lack of concrete examples:* The work need to be more visible, concrete and more practically oriented so that the country teams can use existing ideas and contacts.
- *Depends on individuals:* The level of interest and focus on LGBT depends on the individual interest of the ambassador, managers and officers.

#### **Stigma/discrimination within the local context**

- Resistance from society: The challenge remains in the social stigmatism of LGBT persons and exclusion from society due to prejudices and established social norms
- Illegal: LGBT issues are highly sensitive and homosexual acts are prohibited by law.

#### **Difficulties to find cooperation partners**

- Few organisations: There are very few registered organisations working with these questions, and therefore difficult to find potential cooperation partners
- Conflicts: There are internal conflicts within the LGBT-community.

#### **Need to focus**

- Prioritize: We need to prioritize and concentrate our assistance/ Presently too many issues are prioritized. LGBT is not among the top.
- Work in Conflict situations: Other Human Rights tend to be more important and urgent given the conflict situation.

#### **Experiences from other evaluations**

Some of the difficulties of mainstreaming were also illustrated in the evaluation of Sida mainstream policies (including the gender policy) carried out in 2007. It concluded that “Sida has not managed to effectively implement any of the mainstream policies. Rather, treatments of these themes appear to be erratic, frequently disregarded and often subject to the interest and commitment of individual staff members. Similarly, the evaluations single out similar explanations for this. In particular, they indicate deficits and shortcomings related to Sida’s internal organisation as obstacles to effective implementation. These include: An overload of different policies and guidelines, an absence of clear guidelines and goals, lack of systems for follow-up and learning, and deficits in staff competence to perform the necessary analyses.”

# 5. Recommendations for the Future

## **LGBT as a Human Right**

It is important to continue pressing for LGBT within the context of Human Rights and non-discrimination so that this perspective is not lost, although mainstreaming in other programs should also be encouraged.

## **The LGBT action plan**

- Sida should build on the foundation laid during 2007-2009 and extend the Action Plan for another three year period. The revised plan should be adopted by the Sida General Director (as the GBV and disability plans). The objectives and indicators need to be further elaborated and specified (as proposed above) and the activities need revision.
- The plan should include minimum requirements of all Embassies to at least a) work for decriminalisation within the framework of Human Rights dialogue and legal reform programs b) include LGBT indicators in gender, SRHR, and HIV/AIDS programs c) provide moral/political support to LGBT organisations and activists by participating in possible trials and by inviting LGBT organisations to social and civil society networking occasions.
- The plan should require Embassies in repressive countries to prepare a state of alert for quick reactions to gross violations of LGBT persons' rights.
- The plan should specify how cooperation on LGBT issues could be further strengthened in selected countries and sub regions by a) basing the work on local context analyses and knowledge b) increase collaboration with ad support to LGBT organisations c) strengthen the LGBT aspects of in gender, SRHR, health, HIV/AIDS, Human Rights and youth programs d) increased collaboration with "like-minded" donors and INGOs.
- The plan needs to specify the annual targets in terms of increase in dialogue, mainstreaming, financing etc. In order to evaluate the quantitative progress there is a need to know what is good enough.
- Sida should continue to intensify its cooperation with other like-minded donors/INGOs, religious organisations and with sub-regional networks and platforms in order to overcome difficulties experienced at national levels.
- The ITP courses should continue to be supported as an important tool, with a clear focus on strengthening change agents i.e. persons who are positive to LGBT rights. ITP courses cannot be used to transform values of government officials and religious leaders.

### The capacity and competency

- The staff trainings need to be more systematic, comprehensive and tailor-made to the context and the needs of different staff. Some basic trainings should be compulsory and integrated into ordinary team meetings to reach staffs that do not have a special interest in LGBT issues. Training should include meetings with local LGBT groups and organisations. Managers should be offered individual coaching and group discussions. These improvements should be considered as part of the revision of Sida's staff competence development package.
- Sida must strengthen the continuity and capacity of the support structures. The focal point and coordinating policy officer in the Human Rights Team should ideally be a full time position/project leader with a two year contract. This policy officer should be supplemented by an active working group and by interested Empowerment Network members in selected country and thematic teams. They should be given time allocation for LGBT and specified ToR.
- Sida should continue to develop work through sub regional networks and platforms because a) Norms, attitudes and practices related to LGBT vary a lot between regions and cultures and cooperation and exchange within each cultural setting is advisable to be able to address discrimination effectively b) small size funding to emerging LGBT organisations and movements are time consuming and expensive to administrate and need to be delegated to an administrative platform of committed stakeholders c) Due to legal complications it is sometimes not possible to fund initiatives on a national level. Then a regional funding mechanism with a basket fund from many donors can be a practical solution.
- Sida should create structures for dialogue and networking between Sida and LGBT experts in Sweden and in partner countries. Persons with LGBT competency should be invited on a regular basis to the processes of developing policies and country strategies. Embassies should not delegate all contact making to intermediaries.
- Sida should offer support and raise questions to Swedish CSOs who receive Sida funding regarding the possibilities of including LGBT issues in their human rights, non-discrimination, gender, HIV/AIDS and SRHR work.

### Support to LGBT-organisations

Many of the country teams mention the lack of LGBT-organisations to support and the problem to support and monitor small initiatives (which is not in line with Sida policies and the Paris Agenda<sup>16</sup>) as obstacles. Both of these perceived obstacles can be overcome. ILGA has a wide network of organisations addressing LGBT issues worldwide and there are LGBT groups in almost every country. They are however not

<sup>16</sup> Commitments from the Paris Declaration on Aid Effectiveness include:

- Developing countries will exercise effective leadership over their development policies, strategies, and to coordinate development actions;
  - Donor countries will base their overall support on receiving countries' national development strategies, institutions, and procedures;
  - Donor countries will work so that their actions are more harmonized, transparent, and collectively effective;
  - All countries will manage resources and improve decision-making for results;
- Donor and developing countries pledge that they will be mutually accountable for development results

always visible and official. The first step for country teams should be to increase their understanding of the situation for LGBT persons by visiting them and inviting them to social events or CSO networking occasions (depending on what is possible in each country). Sometimes other local organisations are addressing LGBT issues, in connection with Human Rights, SRHR, HIV/AIDS which could be an entry point. The support should not only be financial, but also include moral backing. Showing open, official support, talking about LGBT as an issue of Human Rights and including LGBT groups in networking is of great importance for LGBT activists. To overcome the difficulty of funding small, risky and sometimes illegal initiatives, donors could invest in capacity building of relevant, regional platforms to become intermediaries, as is being done in East Africa at the moment.

### **Sexual practices and identities**

Within all cultural contexts, people who have sex with persons of the same sex might not identify themselves as LGBT persons. In some countries and cultural contexts a man having sex with a man might not look at himself as a gay person. He might be married to a woman and count himself as heterosexual. It is neither unusual that people living within heterosexual marriages, are having sex with persons of the same sex outside the marriage and are not even aware of the concept of LGBT. The term of LGBT is also seen as a western construction by some. Therefore it might sometimes be better to address sexual practices and not sexual identities, in other words to use “women having sex with women” and “men having sex with men” and transgender persons.

### **SRH (not forget the last R)**

When working with SRHR, the last R (rights) is often left out since it is the most controversial part of SRHR. To be able to work with the issue from a human rights perspective, it is of great importance to specially address the sexual rights. Health projects are seldom controversial but Sweden has to raise the LGBT issue as a human right and can here use its comparative advantage. It is important to bear in mind that programmes and projects dealing with HIV/AIDS might address MSM, and WSW might be left out of the analysis.

### **Gay-straight alliances**

Many organisations are emphasizing the importance of building gay-straight alliances, and encourage for example Human Rights organisations to engage with the issue. It is of great importance that other parts of the civil society are bringing up LGBT issues within their work.

Build on the experiences made within women’s and feminist movements where resistance and opposition to address LGBT rights have been handled with very different outcomes. Experiences from Civil Rights Defenders in Europe and stakeholders in South-East Asia, South Africa and Latin America could be of interest for other human rights organisations.

### **Poverty and LGBT**

When analysing the situation for LGBT persons it is of great importance to address a multi-dimensional definition of poverty, and not only an economical understanding of poverty. LGBT is not only a human

rights issue but also one of gender equality, poverty, and democracy as people who are open about their identity/sexual orientation tend to be evicted, lose their jobs, forced into hiding, and denied to lobby for their rights. The problems might also differ between men having sex with men, women having sex with women and transgender persons. In some countries, a woman who doesn't get married to a man might not be able to finance her livelihood. The same might not be the case for men having sex with men in urban areas. Therefore the analysis of poverty has to be widened. The situation also often differs between rural and urban areas.

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# Sammanfattning

## Sammanfattning av utvärdering av Sidas handlingsplan för konkretisering av Homo-, Bi- och Transfrågor i utvecklingssamarbetet 2007–2009

2006 antog Sida en handlingsplan för arbetet med HBT-frågor inom utvecklingssamarbetet. Uppdraget om att formulera en handlingsplan var ett direkt direktiv från regeringen och del av det regleringsbrev som skickades till Sida. Handlingsplanen utformades med ett övergripande mål om att situationen för HBT personer skulle förbättras såväl juridiskt som faktiskt i Sidas samarbetsländer. Planen hade två delmål med totalt elva aktiviteter för åren 2007-2009. Det första delmålet är att: Insatser i fält har lett till förbättringar för HBT-personer genom att Sida har verkat för att HBT-frågor och HBT-perspektiv inkluderas i samarbetsstrategier. Det andra delmålet är: En grund har lagts till effektivare HBT-insatser genom medvetandehöjning, lärande och förankring inom Sida. Sida har gett NIDS i uppdrag att göra en kartläggning, utvärdera måluppfyllelsen och aktiviteterna för de tre åren samt att föreslå rekommendationer för Sidas fortsatta arbete med HBT-frågor.

Den övergripande slutsatsen är att handlingsplanen inneburit ett lyft för frågan inom Sida och i det externa nätverksarbetet. Flertalet aktiviteter har genomförts enligt handlingsplanen. HBT frågan har uppmärksamats i landstrategier och dialog i ökad utsträckning och Sidas finansiering till HBT insatser har ökat. Samtidigt kan konstateras att det är ett långsiktigt arbete att påverka synsätt både inom och utanför Sida och mycket återstår att göra för att handlingsplanens mål ska uppnås. Framstegen hittills beror till stor del på en liten grupp eldsjälar som drivit frågan. Målen i handlingsplanen var också mycket ambitiösa och de saknade konkreta och mätbara indikatorer. En förlängd och preciserad handlingsplan behövs för att slutföra det som påbörjats.

### Handlingsplanens styrkor

- Sidas finansiering av HBT-insatser har ökat från 3.9 MSEK år 2006 till 23.9 MSEK år 2009. De flesta insatser har funnits i Europeiska samarbetsländer (20% av finansieringen). Den största delen av pengarna har gått till globala och regionala initiativ (45%) och till ITP kurser (24%). Utöver detta har HBT personers rättigheter varit del i 28 insatser inom andra programområden, huvudsakligen HIV/AIDS och MR program.
- 18 landteam samt Sida centralt har lyft HBT-frågor inom dialog med organisationer, givare, regeringar eller andra samarbetsorgan,
- Nio landstrategier nämner HBT personers rättigheter och i fem av dessa länder stödjer Sida direkta HBT insatser för HBT personer.
- Två regionala team ger stöd till HBT initiativ



- På Sida i Stockholm har de flesta i personalen fått en genomgång av handlingsplanen på personalmöten, och kännedomen om handlingsplanen bedöms vara god även på fältet.
- HBT-organisationer pekar på betydelsen av att några svenska ambassader i Europa har gett sitt officiella och praktiska stöd till HBT-frågor i samband med Pride dagar.
- Svenska organisationer tycker att det blivit lättare att få stöd till HBT insatser

### Handlingsplanens svagheter

- Handlingsplanens status är otydlig då den inte antogs av dåvarande ledningsgruppen inom Sida, utan av en avdelning. Förankringen av handlingsplanen bedöms vara ojämn inom organisationen.
- Handlingsplanen har otydliga indikatorer och målformuleringar och aktiviteterna är inte tydligt kopplade till måluppfyllelse.
- Handlingsplanen har inte åtföljts av en tydlig organisation, kontinuitet i ansvar och resurser för genomförandet. Arbetet med HBT-frågor har bedrivits av ett fåtal personer och bedöms ej vara förankrat inom organisationen.
- Få personer har deltagit vid de frivilliga utbildningstillfällen som har arrangerats kring HBT-frågor, oftast de som redan har ett intresse. Kunskapen kring HBT-frågor bedöms fortfarande vara mycket låg inom organisationen.
- Ingen ramorganisation uppger att Sida på egen hand tagit upp HBT-frågor vid handläggningen av ansökningar. Flertalet ramorganisationer arbetar inte med HBT frågor. Några skulle gärna vilja, men behöver stöd från Sida.

### Utmaningar inom organisationen

- Diskriminerande attityder mot HBT personer finns fortfarande inom Sida och på ambassader
- Homosexualitet är kriminaliserat i flera länder och det kräver mod och innovativa, kontextanpassade metoder att arbeta med frågan
- Många frågor kommuniceras av Sidas ledning som prioriterade ämnen, fokusområden och profilfrågor. De flesta landteam bedömer inte HBT som en prioritet i konkurrensen bland dessa.
- HBT-frågor ses som en liten sidofråga, som berör en liten grupp människor. Kunskapen och förståelsen för hur HBT frågor är relaterade till fattigdom och mänskliga rättigheter är låg.

### Rekommendationer för fortsatt arbete

- Sida bör bygga vidare på det som påbörjats och förlänga handlingsplanen ytterligare en 3-års period. Den bör antas av GD/Sidas ledning för att få höjd status. Målen och indikatorerna bör preciseras och aktiviteterna revideras.
- Ställ minimikrav på alla ambassader att åtminstone arbeta med a) avkriminalisering inom ramen för dialog om mänskliga rättigheter och lagstiftningsreformer b) inkludering av HBT i SRHR och jämställdhetsarbetet c) moraliskt/politiskt stöd genom att närvara vid ev. rättegångar och genom att bjuda in HBT representanter som del i civilsamhällets nätverk vid möten och sociala tillfällen.

- I mycket repressiva länder bör ambassaden utarbeta en kris plan tillsammans med likasinnade länder för att kunna reagera snabbt och adekvat om läget skulle förvärras för HBT personer.
- Fördjupa samarbetet i utvalda länder. Där bör man a) basera arbete på lokala analyser och kunskap b) öka samarbetet med och stödet till lokala HBT organisationer c) förstärka HBT i jämställdhet, SRHR, hälsa, HIV och MR sektor program d) samarbeta mer med ”likasinnade” givare och organisationer för att nå resultat e) föra en mer aktiv dialog med regeringar om införandet av en anti-diskrimineringslagstiftning.
- Vidareutveckla ITP kurserna som ett viktigt verktyg att stärka nyckelpersoner som vill verka för HBT personers rättigheter i länder och regioner. ITP kurser är inte ett verktyg för att förändra värderingar.
- Vidareutveckla samarbete med likasinnade givare och organisationer samt med regionala nätverk och religiösa företrädare för att bättre kunna bemöta svårigheter som finns att arbeta på nationell nivå
- Skapa strukturer för aktiv dialog/nätverkande mellan Sida och organisationer med kunskap i HBT frågor både på ambassader och hemma. Personer med HBT kompetens bör regelmässigt bjudas in att delta i arbetet med nya strategier och policies.
- Utbildningsaktiviteterna om HBT bör vara mer omfattande och vara skraddarsydd till kontext och arbetssituation både i Sverige och vid ambassaderna. De bör integreras i enheters ordinarie mötesplanering så att inte bara de redan kunniga kommer. De bör inkludera möten med lokala HBT grupper/organisationer.
- Kontinuitet och kapacitet hos stödfunktionerna bör stärkas. Funktionen som samordnare och pådrivare av handlingsplanens genomförande bör idealiskt vara en heltidstjänst som kompletteras med utvalda personer ur Empowerment nätverket som får i specialuppdrag att arbeta med HBT frågor. Det bör finnas en sådan utvald i de landteam som har frågan i strategi eller dialogplan. Det bör också finnas en utvald (med specifika ToR) i strategiskt viktiga team som MR, jämställdhet, hälsa och personalkompetensutveckling.
- Ställ tydligare krav på svenska ramorganisationer som får Sida bidrag (för MR, SRHR, jämställdhet, HIV etc) att förhålla sig till HBT och ge dem stöd att utveckla sådana insatser.

# Annex 1.

## Evaluation of the Activities of the Action Plan

### STRATEGY PLAN

1) Activity: Provision of appropriate and targeted guidance on how Sida can give attention to LGBT issues in development cooperation strategies so that at least one strategy per region and year includes explicit attention to LGBT issues, as well as support for implementation of these strategies.

Timetable: 2007–2009

Operational responsibility: Gender secretariat, regional HR/democracy and HIV/AIDS advisers.<sup>1</sup>

#### Follow up:

The aim was to include LGBT issues within one strategy per region and year. In three years, there are 9 strategies within three regions that include LGBT issues; Uganda, Bolivia, Guatemala, Albania, Moldova, Serbia, Ukraine, Zimbabwe and Burma. The aim was also to provide support for implementation of the strategies. There are however few Country Teams that have been asking for support regarding LGBT issues. Only Uganda, Zimbabwe and Colombia (with no strategy) have been supported to some extent.

When analysing the result matrix, none of the Country Teams brings up LGBT-persons as an explicit target group in the country strategy for the period 2007-2009. Uganda is an exception and brings it up in the strategy for 2009-2013.

#### The country strategies:

##### *Category 1- Long term cooperation*

The Uganda strategy 2009-2013 refers to LGBT in two sectors. “Democratic governance, including peace and security sector: Non-discrimination should be emphasized. Women, girls, disabled people and homosexual and bisexuals and transgender persons enjoy human rights should receive special attention and support”

“The health sector: Special focus will be on gay and bisexual and transgender persons enjoy the right to health and young people, men’s role and responsibilities of women and girls’ rights and empowerment.

In the new *Bolivia* strategy 2009-2013, the primary objective within the sector of human rights and democracy is to contribute to more opportunities for citizens to fully enjoy their human rights, especially for discriminated and vulnerable groups. LGBT are mentioned within the group for human rights promotion through civil society interventions, “Human rights can also be promoted through cooperation with civil society to benefit indigenous peoples, people with disabilities, women, children, older people and homosexual, bisexual and transgen-

<sup>1</sup> The operational responsibility refers to the previous organisational structure. The new structure was adopted in October 2008.

der persons.” The rights of LGBT persons are raised as a priority group within dialogue issues “Sweden will pay particular attention to rights of children and women, indigenous peoples and LGBT persons. In the priority development areas the aim of the dialogue is compliance with Bolivia’s commitments under international conventions.”

In *Zambia*, LGBT issues have been part of the gender strategy.

#### *Category 2- Conflict/ Post Conflict*

In *Guatemala*, LGBT persons are mentioned as a vulnerable group in the strategic plan and within the objectives for Human Rights and Democracy; interventions with the aim to support LGBT persons are mentioned.

In *Afghanistan*, LGBT issues were analyzed and discussed in relation to the gender strategy.

#### *Category 3- European reform*

The new strategy adopted for Serbia for 2009-2013 mentions LGBT-issues under the Human Rights section.

The strategy for Albania from 2008 states that organisations working for LGBT rights should receive support as part of the work with Human Rights and Democracy.

LGBT-issues are part of the Moldova country strategy from 2007-2010<sup>2</sup> under the section on Swedish support to the civil society: “The Swedish support to the Civil Society shall continue with the aim to support pluralism and democracy. Interventions regarding gender and LGBT shall be part of the Swedish support to the Civil Society.”

The strategic plan for Ukraine mentions that limited support for LGBT-issues can be part of the Human Rights sector.

#### *Category 4- Democratic deficit countries*

In *Zimbabwe*, the criminalization of homosexual acts is mentioned in the strategic plan. One objective within the sector of Human Rights and Democracy is to investigate the possibilities to support LGBT organisations.

#### *Category 5- Selective cooperation*

Furthermore, within the HIV/Policy for South Africa LGBT persons are mentioned as a vulnerable group: “Vulnerability is enlarged due to discrimination, sexual violence, lack of information and actual chances of protecting oneself. To counteract infection for example the sexuality of young women must be acknowledge just as, LGBT persons including men who have sex with men, as well as the fact that women are subject to violence and rape by their own husbands and partners. To work with men and women is crucial for reducing these vulnerabilities.”<sup>3</sup>

#### **Annual reports**

Each country team was also asked if there are any sections in their annual report for 2007-2009 relating to LGBT people. This is the case in Ethiopia and in Serbia. Sweden has taken the initiative to update the EU Human Rights Factsheet for Ethiopia, and it has included a paragraph on the rights and situation of LGBT persons.

2 P. 11, Samarbetsstrategi för utvecklingssamarbetet med Moldavien januari 2007 – december 2010

3 p.4, Embassy of Sweden, Pretoria Strategy HIV/AIDS 2008-2011

In *Serbia*, the 2007 report mentions LGBT, the Swedish organisation Civil Rights Defenders has trained the Ombudsman on LGBT issues. In the Annual Report 2008 for Asia, following parts are covering the area of LGBT:

- A regional LFA planning workshop has been conducted laying out activities for the 14 LGBT partner organisations in South Asia for the coming four years in collaboration with RFSU.
- Initial contacts have been made with Lawyers Collective for carrying out a study on the legal situation for LGBT in South Asia. Partner organisations will submit work plans for 2009.

*Comments:* LGBT is mentioned in 9 country strategies and the activity should be seen as fulfilled. Only five of these countries have however taken any actions. On the other hand, a number of other country teams have included LGBT issues in their programmes and dialogue. Our findings therefore show that the including of LGBT in the strategies does not necessarily respond to an action or outcome. The developments are more relying on individual interpretations of the Swedish human rights agenda than the actual texts in strategies.

#### SUPPORT FOR LGBT ORGANISATIONS

2) Activity: Provide support for LGBT organisations and LGBT-relevant measures bilaterally or through Swedish CSOs and organisations in partner countries, at national, regional and global levels.

Timetable: 2007–2009

Operational responsibility: Development Cooperation Sections at Swedish Embassies, DESO, Division for Cooperation with Non-Governmental Organizations at the Department for Cooperation with Non-governmental Organizations, Humanitarian Assistance and Conflict Management (SEKA/EO).

#### Follow up:

According to replies from country teams, LGBT-organisations and/or LGBT-relevant measures have been taken in the following countries (24): Macedonia, Kirgizstan, Georgia, Indonesia, Zambia, Ukraine, Bolivia, Nicaragua, Turkey, Moldova, Russia, Uganda, Kosovo, Vietnam, Philippines, Argentina, South Africa, China, Colombia, Bosnia/Herzegovina, Macedonia, Serbia, Sweden and Zimbabwe.

LGBT-issues have been part of mainstreamed Sida-funded projects in the following countries (20): Tanzania, Kenya, Botswana, Bangladesh, Burma, Thailand, India, Honduras, Bolivia, South Africa, Moldova, Nicaragua, Serbia, Bosnia/Herzegovina, Macedonia, Namibia, Mozambique, Palestine, Costa Rica and Montenegro.

In addition there have been five global and six regional initiatives.

#### Global initiatives

There have been five Global initiatives:

- *Support to ILGA*, through RFSU, with a total budget of 6 MSEK
- *Support to participation from developing countries in World Out Games<sup>4</sup>* with a budget of SEK 450 000, in 2009

4 Part of Demokratisatsningen

- An expert meeting on MSM and WSW with a budget of 70 000 SEK, in 2007
- A concept paper on sexuality with a budget of 356 000 SEK, in 2007
- Seminars on sexuality in 2008, with a budget of 189 000 SEK

### Regional initiatives

There have been six regional initiatives:

- *Regional network in Asia*, named “Improving LGBT rights and health (including HIV) in South Asia through strengthening civil society organisations”. RFSU is the coordinator of the programme. 14 LGBT-organisations in India, Bangladesh, Nepal and Sri Lanka are parts of the programme and meet in regional meetings for exchange of experiences and knowledge. In addition, each organisation is carrying out its own projects. The total budget for five years, 2008-2012, is 17 MSEK.
- Consultancy of Indelvelop to prepare a LFA-plan for the South Asia initiative in 2007, 997 000 SEK
- In the *African initiatives* with International Covenant on Civil and Political Rights, IGLHRC, a total of 4.2 MSEK was been granted in 2008 and 2009 to improve laws, policies and practices of African governments, intergovernmental organisations and civil society with regard to HIV prevention, treatment and care for African LGBT.
- The *East African initiative- UHAI Foundation*<sup>4</sup> Akiba Uhaki Foundation (AUF) – a human rights and social justice fund – is an emerging indigenous grant making organisation in East Africa. The fund aims to be a proactive and innovative grant making institution working to promote and strengthen human rights: the Human Rights and Social Justice Fund. AUF hosts and incubates UHAI – with focus on the empowerment of minority groups which have hitherto remained isolated and oppressed: the needs and rights of LGBTIQ individuals and their organisations, through a grant-making mechanism called the East African Sexual Health and Rights Initiative/LGBTIQ. It is a three year program. In its first year 2009, 2.2 MSEK was granted.
- Through the *Council of Europe*<sup>4</sup>, The program is a three year commitment 2009-2011. In 2009, 500 000 was provided.
- A *HIV/AIDS program* in Eastern/Central Europe supported by Forum Syd/SHAI. The program was finalised in 2008. A total of 349 000 SEK was spent 2007-08.

One proposal is under development:

- At the conference on LGBT-rights that was held in Nairobi in October 2008, hosted by CSO Kenya Human Rights Commission, discussions started between funders to set up a basket for funding of LGBT organisations and projects in East Africa. Discussions are currently ongoing and there is a concept paper with ideas. No project proposal exists yet and it is yet to early to say what exactly will become of it. Interested funders will have a telephone conference 10th of March 2010 to discuss possible set ups. The initiative would cover the following countries: Uganda, Kenya, Tanzania, Rwanda and Burundi. Tentatively funding could go to: Legal and policy responses, HIV/AIDS; engaging religious leaders and religious institutions; Arts and creative expression; Economic empowerment;

Human Rights Defenders; Capacity Building and Alliance building. Funding could be to both regional and bilateral Sida HQ has set aside funds for this initiative should it become a reality. Sida is also coordinating with the HIV/AIDS team in Lusaka.

## National initiatives

### Civil society

The major civil society supporters of LGBT issues during the period 2007-09 were:

- Civil Rights Defenders with 10 direct initiatives and a budget of 4 MSEK, plus 7 mainstreamed initiatives
- Olof Palme International Centre with 3 projects and a budget of 2.3 MSEK
- Diakonia with 2 initiatives and a budget of 0.8 MSEK, plus three mainstreamed initiatives
- RFSU with 1 regional initiative with a budget of 8 MSEK and co-responsibility for the ITP courses, plus one mainstreamed initiative
- RFSL/RFSL Ungdom with involvement in eight Forum Syd and four Sida initiatives with a budget of 12 MSEK and co-responsibility for the ITP courses

An analysis of all CSO initiatives reveals the following:

### Sidas frame organisations

*Africa groups of Sweden* do not have any interventions with LGBT-persons as the target group, but LGBT issues are mentioned in the HIV-policy. Africa Groups of Sweden are working within the area of SRHR, together with the organisations: AMODEFA in Mozambique and NAPPA in Namibia. Within the policy work done in Sweden Africa Groups of Sweden are working with advocacy work around SRHR issues towards the European Union and through the 09-network.

Diakonia is working with LGBT from a Human Rights based approach. LGBT persons are part of programmes and projects in Bolivia, Uganda, Colombia, Thailand and Sri Lanka. The total budget for the 3-year period was 0.8 MSEK. Diakonia is also a member of the SRHR 09 network. The staff at the regional office in Kenya has undertaken training on LGBT and Human Rights.

*Church of Sweden* has been co-operating with ILCO, Costa Rica with an intervention in form of a Swedish internship. The internship has been focusing on gender, youths and minorities where LGBT persons have been part of the area of work.

*Forum Syd* raises LGBT rights and issues in their methodology strategies Methods for change, particularly in relation to gender and HIV and Aids. LGBT is framed within the rights based approach of the organization and promoted through participation in the SRHR 09 network, gender, RBA and democracy trainings. Forum Syd also co-funded RFSL's publication on LGBT and development. Staff at the HQ in Stockholm has undertaken two training sessions on LGBT.

LGBT has been more or less successfully mainstreamed in democracy and gender (Nicaragua), SRHR (FED - Nicaragua) and HIV and AIDS (Botswana) programs. FED has particularly focused on capacity building on LGBT issues within program team and supported inter-



ventions by partners. FED/Forum Syd Nicaragua also promoted the participation of LGBT persons and informal LGBT groups in trainings and network meetings.

*Olof Palme Centre.* In Kosovo, OPIC supports the project "Advocacy for Sexual Minorities in Kosovo". The objective is to increase the knowledge of LGBT issues and provide education to police officers on anti-discrimination practices (SEK 816 000). In Turkey, OPIC supports the LGBT-organization "Kaos GL" to build capacity to publish news and other publications (SEK 1 272 000). OPIC also works with partners in Argentina and the Philippines to increase the number of LGBT-persons in the parties and to increase the knowledge of LGBT issues in general (SEK 175 000). In total OPIC spent around 2.3 MSEK during the period 2007-09 on LGBT issues. OPIC has recently been granted 30 million over three years (2010-12) to strengthen the capacity of Turkish organizations to mobilize "weak groups in society". LGBT persons are not specifically mentioned, but obviously need to be included.

*PMU* does involve issues of LGBT within their trainings for members of staff and partner organisations, but does not have any programmes or projects targeting LGBT persons.

*RFSU* is working with a network support in Asia within the area of HIV/AIDS. This program is reported as a Sida initiative, as it was carried out by RFSU on a consultancy basis up to 2009. From the 1st of January 2010, RFSU is one of Sida's Frame organizations. RFSU is working with SRHR, where LGBT is mainstreamed, but not always the main objectives of their programmes/projects. RFSU is one of the main founders of the 09-network. This work contains of LGBT work. The work is done through seminars and debates and articles.

#### **Other Sida funded organisations that address LGBT issues:**

*Civil Rights Defenders* are funded by Sida to support LGBT organisations in Bosnia-Herzegovina, Serbia, Moldova, Macedonia, Kosovo and Russia with a budget of 1.4 MSEK (2007), 1.7 MSEK (2008) and 0.9 MSEK (2009). In addition LGBT issues are mainstreamed in general anti-discrimination efforts in the same countries with a budget of around 1 MSEK per year. Civil Rights Defenders and their partners have noted a positive change in attitudes of some Embassies, which are now providing moral support to the LGBT movement through offering of meeting places and participation in activities. However, the extent it still is depending on individual interest in LGBT issues of staff and ambassadors.

*Kvinna till Kvinna* is co-operating with Novi Sad Lesbian Organisation in Serbia. Kvinna till Kvinna aims to increase their work within the field of LGBT, as a part of their work with gender. In 2007 and 2008 Kvinna till Kvinna received financial support from Sida for the co-operation, but during 2009 the co-operation continued with support from other donors. Kvinna till Kvinna is also a member organisation of the 09-network.

*RFSL* have been carrying out LGBT focused projects in Turkey, Uganda and Indonesia, as well as advocacy and information work on the international LGBT situation, in Sweden and the EU. The main focus has been on Turkey. RFSL is one of the founders of the 09 network which carries out advocacy work on SRHR issues, including LGBT issues towards the EU. Together with RFSU it is responsible for



the Sida funded International Training Programme on the human rights of LGBT people, bringing together people from Africa and Asia. During the period 2007-09, four courses have been carried out. RFSL also hosts the women's secretariat of ILGA (International Gay and Lesbian Association). RFSL receives support from Sida to support the institutional development of ILGA.

*Information and networking:* LGBT-relevant interventions have also been part of information work in Sweden carried out by Sida and CSOs with a total budget of 1.4 MSEK. Sida has arranged seminars in connection with Pride festivals. RFSL and RFSL Youth have also been supported to carry out information activities in Sweden. Another project that can be mentioned is the 09-network, a collaboration among following organizations: RFSU, Afrikagrupperna, RFSL, Kvinna till Kvinna, Amnesty, RFSL Ungdom, Forum Syd, Svalorna Latinamerika and Sveriges Kvinnojourers Riksförbund, that works on advocating and information work regarding SRHR-issues.

The following Frame Organisations do not address LGBT

- *Latinamerikagrupperna* does not address the issue of LGBT. As from 2010 they are no longer a frame organisation.
- *LO-TCO Secretariat of International Trade Union Development Cooperation* does not work with LGBT-persons as a target group, despite saying that they the main focus is Human Rights within the Labour Market and the main target group is employees.
- *Plan Sweden* is working with SRHR of youths and partly addresses issues of sexuality and identity, but they do not have specific objectives or projects addressing the issue of LGBT. Plan Sweden does not have any strategy for addressing non-discrimination within the organisation and its programmes – as a result LGBT issues are not on the agenda. Plan Sweden says it is harder to work with this kind of discrimination when striving for local ownership.
- *Save the children Sweden* does not work with LGBT issues, but the youth wing is actively addressing the issue as part of the youth discussion groups (Ellan and Allan). Save the Children would like to address this area of work more strategically from 2010 and is looking forward to assistance from Sida.
- *SHIA* does not address the issue of LGBT.
- *SMR* does not address the issue of LGBT.
- *The Swedish Cooperative Centre* does not address the issue of LGBT.
- *The Swedish Society for Nature Conservation* does not address the issue of LGBT.
- *WWF* is also a new frame organisation from 2010, but it does not address the issue of LGBT.

#### Comments:

The support to LGBT organisations and LGBT initiatives has increased during the three year period. The activity should be seen as fulfilled. It should however be noted that it is only Sidas own initiatives that have grown, and not the CSO initiatives. It should also be noted that the increase in funding is mostly related to global and regional initiatives and to European Reform countries. Although substantial measures have been taken in the European Reform countries, mainly through civil society initiatives, in other country categories initiatives

remain few and small. Country teams are struggling to find ways to address the issue. Positive developments have however been:

- The mainstreaming of LGBT in other programs such as HR, SRHR, gender etc
- The establishment of regional networks and funding platforms
- The ITP courses

#### INCORPORATE LGBT ISSUES IN DIALOGUE

3) Activity: Raise and incorporate LGBT issues in dialogue, lobbying and advocacy activities in the development cooperation strategies that include LGBT issues or where the focus is on a rights perspective, in order to explicitly include these issues in policy statements and commitments.

Timetable: 2007–2009

Operational responsibility: Development Cooperation Sections at the Embassies, regional HR/democracy and HIV/AIDS advisers.

*Follow up:* A total 18 country teams have engaged in advocacy and dialogue on LGBT. This has been done as part of health sector support, human rights dialogue, civil society cooperation, SRHR and gender programs. In addition the HQ has engaged in networking and lobbying with other donors and international organisations.

#### Health and hiv/aids

In *Honduras*, LGBT issues have been included within the Swedish co-support with UNAIDS in the area of HIV and AIDS. In *Kenya* it has been part of discussions on follow-up on recommendations in relation to the CAT convention (specifically regarding situation in prisons).

Both in *Zimbabwe* and in *South Africa*, LGBT-issues have been part of the advocacy work within the area of HIV/AIDS. In *South Africa*, this has been done within EU and Working Group on HIV & AIDS and Health and within the health sector.

In *India* it has been a part of the dialogue within the health sector, but not part of the dialogue with the government.

#### Human rights

*Sri Lanka* answers that LGBT focussed CSOs have been part of human rights actions. In the Pride Festival in 2008 and 2009 in *Moldavia* the Ministry for Foreign Affairs in Sweden drew attention to the issue in the dialogue with their *Moldavian* correspondence. In *Indonesia* it is part of the bilateral Human Rights dialogue where the Ministry for Foreign Affairs is responsible. In *Uganda*, it has been part of the dialogue within the sector of democratic governance. The Minister of Foreign Affairs, Gunilla Carlsson, has made some strong statements on the subject, especially in the light of “Anti-homosexual Bill”. There has been an active debate with the government, in the media and within the civil society. In *Zambia*, the Embassy is addressing LGBT rights as a mainstreaming issue within the sectors wherever possible.

In *Rwanda*, LGBT issues have been raised by some other countries in the justice sector and are expected to be raised in the political article 8 dialogue, in which Sweden participates.

## SRHR

In *Mozambique* the slow legalisation process for a new equal sexual rights organisation has been raised with government in dialogue. In *Guatemala*, promoting sexual and reproductive health and rights in its broader meaning is one of the dialogue issues in the Country Team.

## Civil society

In Tanzania, LGBT questions have been the focus of dialogue with CSOs such as the Tanzania Gender Networking Programme and the Legal and Human Rights Centre to raise their awareness and concern about the issues. As a result of this TGNP is giving more emphasis to Lesbian women's rights. In Colombia it has been part of the dialogue with the civil society.

## Gender

*Sierra Leone* and *Liberia* has been including LGBT issues in the work of Gender Based Violence. In *Vietnam* the situation for lesbians has been part of the dialogue.

Apart from above mentioned country teams, the issue of LGBT has been brought up in one more country team. Due to the sensitivity of the issue, the country team cannot be mentioned.

*Comments:* LGBT issues have been part of the dialogue with governments and other organisations in 18 countries and the activity should be seen as fulfilled. Only three country teams, Uganda, Zimbabwe and Colombia, have asked for support from HQ focal point regarding dialogue, support to LGBT-organisations and risk analysis and security. Important to note is that the Ministry for Foreign Affairs sometimes is in dialogue with the country teams.

### ITP programmes

4) Activity: Implement ITP training programmes on LGBT persons' and human rights.

Timetable: 2007–2009

Operational responsibility: ITP

*Follow up:* There have been four ITP (International Training Programmes) courses with a total budget of 12.6 MSEK during the three years. The programmes have been organized by the organisations RFSU and RFSL in collaboration with the ITP team at Sida. During the three years, the following training sessions have been carried out:

*2007:* LGBT and Human Rights. 24 participants from following countries Bangladesh, China, India, Indonesia, Nepal, Pakistan, Sri Lanka and Thailand.

*2008:* LGBT and Human Rights. 27 participants from following countries: Moldavia, Russia, Turkey, Ukraine, Georgia, Kirgizstan, Bangladesh, India, Nepal, Pakistan and Sri Lanka.

2009: LGBT and Human Rights towards Region Africa: 32 participants from following countries: Zimbabwe, Zambia, Uganda, Tanzania, South Africa, Rwanda, Namibia, Malawi and Kenya

LGBT and Human Rights towards Region Asia: 33 participants from following countries: Bangladesh, Cambodia, China, India, Indonesia, Nepal, Sri Lanka, Thailand and Pakistan

An evaluation for each ITP programme can be read in the following documents: Årsrapport 1: ITP Program 268: LGTB and Human Rights, Tillberg och Sjödin, 2008 and Årsrapport 2: ITP Program 268: LGTB and Human Rights, Tillberg och Sjödin.

*Comments:*

The focus and contents of the courses have been developed over time, after each year and after the evaluations of each course. It is too early to ask for any long-time results of the programme since the last part of the training sessions were completed in November 2009. The most visible result of the training programs, emphasized by both CSO's and Sida staff, is the moral support, the individual empowerment of change agents and the creation of national and regional networks between different actors. This is an important role of the ITP courses, especially when considering that many country teams and members of the empowerment network see it as a major challenge to find LGBT-actors to support. The activity should be seen as fulfilled.

#### RAISE THE LEVEL OF KNOWLEDGE WITHIN SIDA

5) Activity: Introduce Sida's Management Group, all heads of divisions and development cooperation counsellors to LGBT issues, human rights and LGBT measures with a particular bearing on country and/or regional cooperation strategies, using existing structures and mechanisms, e.g. the managers' forum.

Timetable: 2007, for development cooperation counsellors: in connection with consultations during visits to Stockholm 2007–2009.

Operational responsibility: Gender secretariat

*Follow up:* The planned introduction during the Stockholm visit in 2007 has not been realized. It was not prioritized amongst other things on the agenda. The responsible focal point tried to get it on the agenda, but failed due to lack of support from the management team.

There has been one occasion on which Sidas Management Group was given a presentation by Homo, Hans Ytterberg, on LGBT-rights and Human Rights and how Homo can work in an international context (071203 chefsforum).

On the 27th of December in 2007, DESO Ac Maria Stridsman sent an e-mail to all development cooperation counsellors and managers within the country teams, informing them that LGBT was adopted as one of four profile human rights issues.

*Comments*

This activity is not fulfilled although being a key activity in the Action Plan. The implementation of the plan has not been sufficiently supported by the management and by a stable and well resourced support function. To be able to promote and monitor an action plan with such ambitious objectives and many activities, moral/political support is required

from the highest levels (i.e. General Director and Minister) along with a well resourced support function.

#### TRAINING FOR SIDA STAFF

6) Activity: Explicitly include LGBT issues in existing training sessions for Sida's staff and cooperation partners on HR, gender equality and HIV/AIDS, and in other relevant training. The regional HR/democracy and HIV/AIDS advisers in the field will receive special training to support the implementation of the cooperation strategies.

Timetable: 2007–2009

Operational responsibility: Course planners and leaders (DESO/DESA, Gender and HIV/AIDS Secretariats, SEKA/EO, SEKA/Härnösand)

#### *Follow up:*

##### *Sida staff training*

All new employees within Sida are being introduced to Sida's web-based introductory material, where one part deals with "The priority thematic areas" with the link to The Government Offices of Sweden's website with detailed information about Human Rights. Similar information is available in English for locally recruited personnel at the Embassies under the heading: "Human rights in Sweden's Foreign policy". This material has been available during 2007-2009 and is being updated continuously.<sup>5</sup> These documents do however not provide much guidance on how to work with LGBT issues in various contexts.

Information about LGBT has been part of preparatory education for staff working abroad, during the period 080528 to 080610 as part of the theme "To work with Human Rights at an Embassy".

In November 2007, there was a 10 minute introduction on LGBT-issues at the introductory course for new employees.

The internal LGBT-working group within Sida and some members of staff from the gender secretariat (in total 10 persons) have carried out a study visit to RFSL (071114).

During the time for ITP on LGBT and Human Rights held in Stockholm, participants from the courses visited Sida to meet with program officers working within the same countries and regions. This has been part of the courses in 2008 and 2009.

##### *Sida Partnership Forum*

Sida Partnership Forum (previous named Sida Civil Society Centre) has not developed nor offered any specific training on LGBT issues in the period of 2007-2009. LGBT-issues have however been part of following courses:

- Gender Course. This 5-day course has been held three times during the period of review. It has covered LGBT issues to some extent, but in the most recent course it was not prioritised.
- Trainee Course for outgoing CSO trainees. This course covers country knowledge / values, culture and communications, perspectives on HIV / AIDS, masculinity and sexuality, gender perspectives on development cooperation, code of conduct.

### Country teams

Very few country teams have undertaken any form of training in LGBT issues for the staff in the period 2007-2009. The focal person for Human Rights from two country teams (out of 46) have mentioned that he/she has been trained at the Head Office by the Sida LGBT focal point.

The issue of LGBT has been discussed a number of times in the Uganda Country Team due to the repressive situation for the LGBT community.

At the regional meeting in *Kigali* in February 2008, the programme officers at Sida MRD in eastern Africa (representatives from Swedish embassies and offices in Kenya, Tanzania, Uganda, Rwanda, DR Congo and the Netherlands) received training from the focal point for LGBT issues at headquarter who presented the Action plan for Sida's work on LGBT-issues and gave a lecture on LGBT and SRHR and Human Rights.

The yearly meeting for *HIV/AIDS* focal points at the Swedish and Norwegian embassies had a presentation of "experiences from countries from implementing LGBT" in May 2008.

*Comments:* Sida staff at HQ has been offered training as planned, but only two of the country teams have been organising any form of training for the staff. The activity should be seen as partly fulfilled.

### KNOWLEDGE OF THE ACTION PLAN

7) Activity: Disseminate knowledge of the action plan and Sida's undertakings in an appropriate and time-effective manner.

Timetable: 2007-2009

Operational responsibility: Gender secretariat

#### *Follow up:*

##### *Within Sida*

After the action plan was adopted, the responsible programme officer gave a presentation of the action plan for all the teams (in total 16 presentations) at the Sida head office in Stockholm. The Action Plan was presented in the magazine *iNSIDE* in January 2007. During the interviews, the consultants have been given the impression that the action plan is well known within the organisation.

##### *Outside Sida*

The plan has been presented during following activities outside the organisation:

- The Action Plan was presented at the Swedish Forum for Human Rights in Stockholm, November 2007 (around 20 participants).
- One person from Sida was interviewed in the news on the Swedish national radio and in Radio Sweden regarding Sidas work with LGBT-issues
- One person from Sida was interviewed in Radio Stockholm regarding the situation for LGBT-persons in Afghanistan
  - Sida participated during Europride 2008 with a tent in Pride Park (with an exhibition covering the situation in Belaruse) with the theme "Born free and equal". Three seminars were arranged

with the following themes: Gender Based Violence and LGBT, the situation for LGBT-persons in Russia and Afghanistan.

- Sida was represented at a seminar in 2008 arranged by Färnebo FDC where Sidas work on LGBT-issues was presented.
- In the World Outgames in Copenhagen July 2009, Sida was represented at an International Conference on LGBT Human Rights.
- A debate article written by Anders Pedersen, Ac DMRJ was published in one of the major daily newspapers in Sweden (Svenska Dagbladet): “LGBT-issues must given a greater priority in development aid”
- Sidas work on LGBT issues and the Action Plan were presented at the World Congress against Homophobia, Paris in May 2008.
- Sida participated in a seminar together with RFSL at Uppsala Pride 2009.
- Sida participated at Stockholm Pride 2009, with a seminar at Pride House, participation in Pride Park and information on the web site.

#### *Comments:*

The action plan seems to be rather well known by Sida staff at the Sida head office and in the field. The Action Plan has also been presented outside the organisation. This activity should be seen as fulfilled. The major problem with the Action Plan is not that it is not known, the status of the plan and the understanding of the issue is more of a problem.

#### **SERIE OF SEMINARS**

8) Activity: Arrange a series of seminars in Stockholm, for staff, consultants, CSOs, the private sector, the research community and other authorities. Each seminar will highlight a national, regional or thematic aspect of LGBT issues.

Timetable: At least 3 lunch seminars per year, 2007–2009

Operational responsibility: Gender secretariat

*Follow up:* The following seminars have been conducted in the three years:

#### *2007*

In the year of 2007, three seminars were arranged- presented below.

- One seminar “LGBT, Human Rights and religion” with the priest Anna Karin Hammar.
- The next seminar was covering LGBT and the situation in Macedonia and Zimbabwe with activists from the two countries.
- The third seminar was covering the Yogyakarta Principles with Michael O’Flaherty.

#### *2008*

In the year of 2008, seven seminars were arranged- presented below.

- A lunch seminar discussed the movie “A Jihad for Love – how is it to live as Muslim and LGBT-person?” about Muslim LGBT persons living in Egypt, France, India, Iran, Pakistan, South Africa and Turkey. The Director Parma Sharvez, the Producer Sandi Dubowski and Imam Mushin Hendricks participated and answered questions from the audience (55 participants)
- Another lunch seminar was arranged with four speakers (represent-



ing Sri Lanka, Nepal and Bangladesh) from the ITP course on LGBT and Human Rights (35 participants, of whom 20 were participants in the ITP course). The seminar covered the situation for the LGBT-work done in Asia.

- The movie "Kuchus of Uganda" was broadcasted at DI. During the presentation Mathilda Piehl from RFSL, the Director of the movie answered questions (13 participants)

#### 2009

During the year of 2009, three seminars were arranged, presented below.

- Sida was initiated together with RFSL to participate in one seminar at the Uppsala Pride Festival (20 participants).
- One seminar "Gender-based Violence against men" with Chris Dolan, Director, Refugee Law Project at Makerere University, Kampala, Uganda was arranged at Sida (14 participants)
- Sida participated at Stockholm Pride with an information tent in Pride Park. 17 members of Sida staff worked in the tent during the week. One seminar "Violence in the name of conversion" was arranged at the Pride House with following speakers: Funeka Soldaat, LGBT-activists from South Africa, Georg Andrén Head of Dept, for Development Partnerships at Sida and Mathilda Piehl, RFSL (50 participants).

#### Comments:

In line with the aim, all the planned seminars (3 each year) have been carried out. The activity should therefore be seen as fulfilled. The major problem with the seminars seems to be that very few persons have participated. During interviews with staff at Sida as well as with CSOs the view expressed is that is not the people who need to raise their knowledge who actually participate. One comment on this is that education for those who deal with the issue should be compulsory.

#### STAFF POLICY

9) Activity: Include LGBT issues in Sida's internal staff policy and, where relevant, in organisational policies which are being revised or developed during the period.

Timetable: 2007–2009

Operational responsibility: Department for Personnel and Organisational Development (PEO/HR), sector departments, Department for Policy and Methodology Development (POM)

*Follow up:* LGBT- issues are not mentioned in the staff policy documents, neither in the management policy documents. LGBT is only mentioned in the Diversity Action Plan. In the Diversity Action Plan the law against discrimination based on sexual orientation is mentioned<sup>6</sup> as one of the four law's prohibiting discrimination. In addition, the law against discrimination, demands for active measures to promote equality and diversity in the workplace.<sup>7</sup>

The policy states that all the managers within Sida should be aware of current laws, plans and policies within the area. It lies within the

<sup>6</sup> P. 2, Diversity Action Plan

<sup>7</sup> P. 2, Diversity Action Plan



responsibility of the managers to be proactive with the diversity and non-discrimination work within their own team and department. The working conditions should suit men and women of all ages regardless of their ethnicity, religion or other belief, sexual orientation, and as far as possible be adapted for people with disabilities.<sup>8</sup>

#### *Comments*

The activity has not been fulfilled. LGBT is only mentioned in the Action plan for. According to some informants Sida is not always practicing what it preaches in relation to non-discrimination.

#### **BASELINE STUDY OF CONTRIBUTIONS WITHIN THE LGBT AREA**

10) Activity: Compile an inventory of all Swedish contributions within the LGBT area as a baseline study.

Timetable: February – June 2007

Operational responsibility: Gender secretariat

*Follow up:* The Baseline "An inventory of Swedish Development Cooperation - Sexual Orientation and Gender Identity", by Lennart Peck was conducted in early 2007, mapping out all Sida-financed LGBT initiatives in 2006. The outcome was 18 project and 3 pre-studies, with the total budget of 3.9 million SEK, which was 0.00015% of Swedish development cooperation. In addition, LGBT was mainstreamed in part of the work in the area of SRHR, HIV/AIDS and gender. Interesting to note is that study did not find any specific inventions in the sector of Human Rights and Democratic governance.<sup>9</sup> The study also found that there were no government programs. All support was channelled to CSO initiatives.

#### *Comments:*

The base line study included a comprehensive analysis of projects and areas targeted as well as an inventory list of all LGBT initiatives financed by Sida (self or via CSOs/frame organizations). The result of this evaluation has been compared with the base line data. Data was available on expenditures and focus of initiatives, but not on capacity and competency of Sida, which makes comparisons difficult. The base line study was not available at Sida. Eventually it was provided by the consultant, Lennart Peck, himself.

#### **EVALUATION OF THE ACTION PLAN**

11) Activity: Evaluate the action plan with a view to adopting a position on the future focus of work in this area.

Timetable: June – October 2009

Operational responsibility: Gender secretariat in collaboration with the Department for Evaluation and Internal Audit (UTV)

*Follow-up:* The action plan has been evaluated through this report and this activity should therefore be seen as completed. The work was conducted in November and December 2009.

<sup>8</sup> P. 5, Diversity Action Plan

<sup>9</sup> Base line study May 2007, Lennart Peck.





Sida works according to directives of the Swedish Parliament and Government to reduce poverty in the world, a task that requires cooperation and persistence. Through development cooperation, Sweden assists countries in Africa, Asia, Europe and Latin America. Each country is responsible for its own development. Sida provides resources and develops knowledge, skills and expertise. This increases the world's prosperity.

## Evaluation of Sida's Action Plan on Sexual Orientation and Gender Identity In Swedish Development Cooperation 2007–2009

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