



Sida, November 2013

Study on Sida's work on human rights of lesbian, gay, bisexual, transgender and intersex persons

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Indevelop AB

Table of Contents

Abbreviations and Acronyms	5
Executive Summary	7
1 Introduction	9
1.1 Background	9
1.2 Aims.....	10
1.3 Methodology and limitations	10
2 Mapping of supported initiatives	12
2.1 LGBTI in policies and strategies	12
2.2 LGBTI in Sida financed initiatives.....	16
2.3 Emerging new initiatives	17
2.4 LGBTI per country category 2010–13	18
2.5 LGBTI per type of support 2010–13.....	19
2.6 International Training Programmes	20
3 Results of the support	21
3.1 A stronger LGBTI movement.....	21
3.2 Protection and Safety	23
3.3 More mainstreaming.....	24
3.4 Policy gains and impacts.....	26
3.5 Staff capacity and awareness	27
4 Conclusions and trends	28
4.1 LGBTI in Swedish development cooperation.....	28
4.2 International trends.....	29
5 Success factors	30
6 Areas of improvement	31
7 References	33
8 List of respondents	34
9 Terms of Reference	36
10 E-mail and interview questions	40

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Published by: Sida, 2014

Department: Department for International Organisations and Policy Support

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Authors: Annika Nilsson, Klara Lundholm, Erik Vågberg

Coverphoto: ©ICS

"Hundreds joined the first ever flashmob Love is Love to spread the message, all love is equal."

Layout: Citat

Printed by: Edita 2014

Art.no.: SIDA61697en

ISBN: 978-91-586-4240-9

urn:nbn:se:sida-61697en

This publication can be downloaded/ordered from www.sida.se/publications

Abbreviations and Acronyms

AMShE	African Men for Sexual Health and Rights
CRD	Civil Rights Defenders
CSAGA	Center for Studies and Applied Sciences in Gender – Family – Women and Adolescents (in Vietnam)
CSO	Civil Society Organisations
ICCPR	International Covenant on Civil and Political Rights
IDAHO	International Day of Homophobia and Transphobia
IGLHRC	The International Gay and Lesbian Human Rights Commission
ILGA	International Lesbian, Gay, Bisexual, Trans and Intersex Association
IPPF	International Planned Parenthood Federation
ITP	International Training Programme
LGBTI	Lesbian, Gay, Bisexual, Transsexual and Intersex
MSM	Men who have Sex with Men
PGD	Policy for Global Development
PMU	Swedish Pentecostal Churches Development Cooperation
RFSL	The Swedish Federation for Lesbian, Gay, Bisexual and Transgender Rights
RFSU	The Swedish Association for Sexuality Education
Sida	Swedish International Development Cooperation Agency
SRHR	Sexual and Reproductive Health and Rights
UHAI	East African Sexual Health and Rights Initiative
UPR	Universal Periodic Review
USAID	United States Agency for International Development
WSW	Women who have sex with women

Executive Summary

Sida started supporting the rights of lesbian, gay, bisexual, transgender and intersex persons (LGBTI) in 2006 after commissioning a study on the subject in 2005. The study gave a framework to the issue and placed it in the Sida context. In 2006, Sida adopted an Action Plan on Sexual Orientation and Gender Identity (2007–2009) and carried out a base line study of interventions. In 2006 there was only one LGBTI initiative with a budget of 0.6 MSEK. In an evaluation of the Action Plan in 2010, it was concluded that support to LGBTI initiatives had increased substantially, although still depending on few committed staff members. In a number of embassies, LGBTI rights were seen as too difficult and not a priority compared to other issues.

This study aims at taking stock of developments and results so far, describe the present situation and observed successes and challenges. It is based on information from the Sida PLUS system and CSO project database (Sida's framework civil society organisations) well as e-mail questions and interviews with selected key stakeholders. In total representatives at 33 embassies and 12 Swedish CSOs, 4 partners and 6 Sida headquarters (HQ) staff have responded.

It can be concluded that LGBTI specific initiatives continued to grow in funding and numbers until 2011 when stagnation can be noted. Two new large initiatives are however being prepared and appraised this year. The main results of the Swedish support have been:

- *Increased capacity of the LGBTI movement globally, regionally and in some countries.* Key actors confirm that the Swedish core funding has been paramount to their ability to work independently and proactively. In some countries, the survival of organisations and protection of activist is a result of the Swedish support. So far in 2013, Sida is supporting 11 specific LGBTI initiatives with an expenditure of 15.7 MSEK. Via the framework organisations 21 LGBTI initiatives are supported with an expenditure of 7.5 MSEK.
- *Increased mainstreaming of LGBTI issues in general programmes.* More staff and Swedish CSOs have a basic knowledge of the issue and have started to include LGBTI components in general programmes. LGBTI is now mainly seen as a human rights issue rather than an HIV/AIDS and health issue. Today a majority of the Swedish framework organisations include LGBTI rights in policy and practice and around 60 Sida programmes include LGBTI as a component. 23 embassies report that LGBTI is part of their dialogue with other donors, governments and CSOs. 10 embassies have detailed dialogue with governments on LGBTI rights.
- *Sweden has gained a position as a leading donor when it comes to experience of methods on how to include LGBTI rights in development cooperation.* Sweden is particularly appreciated for its practical knowledge of how to work with LGBTI issues in various settings and at various levels. Sweden

is approached by other donors and countries for technical support and cooperation – including USAID and US Department of State.

The success factors reported are; the high level political commitment by the Swedish government, the broad approaches taken by embassies and organisations – combining political dialogue, cultural events and organisational support, the opening up of space for LGBTI organisations and activists to participate in mainstream human rights work, the efforts taken to listen to and support the locally defined agenda and to involve LGBTI activists in shaping the programmes, the regional approach taken in support of activists in repressive countries, the long term and flexible engagement, and the core support to key actors. Last but not least, the strategic cooperation with RFSL and the ability to draw on the Swedish experience, and the existence of committed staff members in organisations and embassies, who are open to opportunities.

Despite this progress, there are still some challenges for Sida to consider. The first challenge is how to better guide, coordinate and inspire continued work on LGBTI rights within Sida. In view of the decision not to adopt a new Action Plan on LGBTI rights, an alternative guiding mechanism is needed. It was noted that the new results strategies only speak in general terms of enhancing civil society capacity and raising awareness of human rights.¹ Since these results strategies will guide Swedish development cooperation for many years it is important that they are written in a way that encourages inclusion of LGBTI issues in the operationalization phase. So far the level of engagement with LGBTI initiatives to a large extent depended on engaged individuals in certain organisations, units and embassies. The support provided by Sida HQ is appreciated, but could be more proactive and systematic.

Secondly, there is a need to build on lessons learnt from the success factors. These should be shared within Sida/Embassies and with other donors and organisations. Especially in relation to the new US partnerships, there is a need to engage in dialogue to ensure local ownership of processes and programs and the involvement of LGBTI persons in problem analysis and finding solutions. Also the pace of development and the level of risk taking must be locally decided.

Thirdly, there is a need to find innovative ways to support emerging grass-root LGBTI groups with weak systems and structures. The present requirements on partners make it virtually impossible for new small groups and organisations to access Sida funding and grow organically into a strong movement. When financial support is phased out (e.g. Vietnam) it is important that non-financial support continues and that Sida introduces partners to alternative funding sources.

1 Introduction

1.1 BACKGROUND

In December 2003, the *Sweden's policy for global development (PGD)*² 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*.”³

Since then, the human rights of LGBTI persons have been a prioritized area in Swedish development cooperation. Sweden is addressing the issue in its dialogue(s) with partner countries, other donors and international agencies. Sweden is providing support to organisations working for LGBTI rights, or including such components in their programmes globally, regionally or nationally. Sweden is also contributing to capacity development and change processes through its International Training Programmes (ITP) on LGBTI rights. The programmes targets participants from organisations and agencies from Sida's partner countries. The situation and human rights of LGBTI persons is a specific focus area in Sweden's bilateral and multilateral cooperation on sexual and reproductive health and rights, in its efforts to combat gender based violence, and in its general gender equality and human rights work. Efforts in this sphere are both normative and operative to its character.

Addressing the rights of LGBTI persons is highly relevant to Sweden's two main perspectives in development cooperation: the rights perspective⁴ and the perspective of the poor. Although sexual orientation and gender identity are not specifically mentioned in the UN Conventions, 66 UN member states (Sweden included) 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.⁵ The Declaration is urging the UN member states to address the criminalisation, discrimination, persecution and violence directed towards LGBTI persons. The perspective of the poor is also highly relevant to LGBTI persons, as there is a strong correlation between discrimination and marginalization and poverty.

This mapping takes stock of the developments of human rights of LGBTI persons in development cooperation during the past seven years and indicates where LGBTI issues are at this moment. It provides an overview of various aspects of Sida's support to human rights of LGBTI persons, the results achieved so far, the success factors and challenges. It provides an insight of how LGBTI issues are presently

2 Government bill 2002/03:122, Parliamentary report 2003/04:UU3, circular 2004/05:4.

3 PDG, p.21

4 The rights perspective is operationalized in the human rights based approach (HRBA)

5 Declaration in the General Assembly, 18 December, 2008

included in Swedish development cooperation, in policies and strategies at global, regional and country levels and in support to individual projects, funded directly by Sida/ embassies, or through CSOs with a framework agreement with Sida.

1.2 AIMS

The aim of the study is to map and describe Sida's work on the human rights of LGBTI persons. The study includes:

- Mapping and description of Sida's present work on LGBTI persons' human rights, including achieved results (outputs and outcomes).
- A comparison of Sida's present work with Sida's previous work on LGBTI issues since 2005, using previous studies, the Action Plan, the evaluation and other relevant documents.
- A description and analysis of changes and trends (quantitative and qualitative) in Sida's work on LGBTI persons' human rights since 2005.

1.3 METHODOLOGY AND LIMITATIONS

The assignment has been carried out in five steps

1. *Document review.* A review of Swedish policies, geographic and thematic strategies, the information in Sida's statistical databases (PLUS and CSO project database), projects memos and reports from supported initiatives, previous mappings and evaluations, the action plan etc. The fact that the PLUS system does not have a marker for LGBTI has been a methodological challenge and we had to rely on word search in titles and abstracts. This turned out to be another challenge since LGBTI initiatives and components were not mentioned explicitly, due to the legal situation in some countries and the need to protect partners.
2. *Sending e-mail questions to embassies and partners.* In total e-mails were sent to 44 embassy/Sida respondents, 13 Swedish organisations and 3 international partners.
3. *Interviewing* selected key stakeholders i.e. the regional teams and the INTEM/TEMA unit have been interviewed for an overview of on-going initiatives and trends. Selected embassies with bigger portfolios have also been interviewed. Views of the major Sida partners such as RFSU, RFSL, Diakonia and Civil Right Defenders (CRD) have been sought.
4. Quantitative and qualitative *analyses* of types of support, results reported and trends emerging. In a *joint analysis workshop*, the consultants have shared findings and analysed data. As this is not an evaluation, the mapping has only included self-reported results in annual/program reports and results confirmed in existing evaluations. Due to the nature of reports provided (mostly reporting on outputs) and the limited time given for the mapping, it has not been possible to verify results for every single intervention. However, we have been able to draw some generic conclusions on outcomes.

5. *Preparing a written report* outlining the findings and conclusions; i.e. present situation, the trends (quantitative and qualitative), the results reported and the lessons learnt.

The mapping has been done by using open data searches as well as in-depth interviews and questionnaires to gain knowledge and understanding of how LGBTI issues are dealt with at Sida, embassies, and CSOs with a framework agreement with Sida. The statistical analysis of the identified initiatives was somewhat challenging as we had to distinguish interventions focussing entirely on LGBTI persons (targeted initiatives) from projects and programmes where LGBTI issues were integrated as an aspect or component in broader initiatives. The latter needed to be analysed by number rather than by expenditure as it was almost impossible to establish how large part of the funding that was actually directed to LGBTI related activities.

We believe that the statistical analysis is quite reliable and that we have captured almost all relevant initiatives. In total representatives at 33 embassies (covering 36 countries), 12 Swedish organisations and 3 international partners replied to our questions, supplementing the data obtained from the PLUS system.

2 Mapping of supported initiatives

2.1 LGBTI IN POLICIES AND STRATEGIES

The Swedish development cooperation is guided by *Sweden's Policy for Global Development* and (so far) ten policies, eleven thematic strategies and a number of geographic strategies.

2.1.1 Policies

LGBTI issues are found in three of the ten policies.

- In the HIV/AIDS policy document called *The Right to a Future – Policy for Sweden's international HIV and AIDS efforts*, adopted in 2008, LGBTI issues and persons are dealt with in the background problem formulation and as particularly vulnerable groups, but is lacking in clear statement the formulation of specific target groups for interventions.
- In the policy for human rights called *Change for freedom – Policy for democratic development and human rights in Swedish development cooperation 2010–2014*, LGBTI persons are included and specifically mentioned as one of the target groups for Swedish interventions.
- In the policy for gender equality called *On equal footing – Policy for gender equality and the role of women in Sweden's international development cooperation 2010–2014*, LGBTI issues are mentioned both in background problem formulation as well as in target group and suggested interventions for Swedish support.

In addition to these policies it is established in Sweden's International Policy on Sexual and Reproductive Health and Rights (2006) that Sweden will work with LGBTI persons within the framework of SRHR and work to ensure that discrimination against LGBTI persons is regarded as violations of human rights.

The evaluation from 2009 found that two out of the four policies adopted by then had included LGBTI issues. The policy for gender equality was adopted later.

2.1.2 Thematic Strategies

There are eleven thematic strategies guiding the Swedish development cooperation so far. One of these incorporate LGBTI issues explicitly and one does so implicitly. The remaining strategies have no mention of LGBTI issues at all.

The only thematic strategy that explicitly includes LGBTI issues is the *Strategy for global strategic thematic development support 2011–2014*⁶. The overall aim of this strategy is to support key actors and normative

international work that promotes Swedish standpoints and priority areas and contributes to sustainable development and poverty reduction. One of these priority areas is the human rights of LGBTI persons⁷. Under this Strategy, Sweden has supported e.g. the International Lesbian, Gay, Bisexual, Trans and Intersex Association (ILGA) – through RFSL, Global Rights and ARC International⁸. In addition, support to LGBTI issues has been provided to the Office of the High Commissioner of Human Rights (OHCHR), the International Court of Justice and to thematic meetings and seminars. In total, 31.6 million SEK has been spent on initiatives promoting LGBTI rights under this thematic Strategy since 2009. It should be noted that the 0.5 MSEK provided to ARC International is a decision by the Ministry of Foreign Affairs.

The *Strategy for Special Initiatives for Democratisation and Freedom of Expression*⁹ refers to the Swedish policy *Change for freedom* (which mentions LGBTI rights and activists as a target group), but makes no specific mentioning of LGBTI rights in the strategy itself. Despite this, LGBTI rights have been a major focus of the Strategy, receiving approximately 11 % of the total funding since 2009. Seven initiatives with a total expenditure of 50 million SEK have been supported so far. The Strategy also provides for support to protection measures of individual activists in need or protection. Supported initiatives focus on East and Sub-Saharan Africa (3), Council of Europe (1), Strengthening of the global LGBTI movement via RFSL (1), Subsidising participation from countries with oppression in international LGBTI events (2). Another big LGBTI initiative is under preparation (more below on US Department of State).

2.1.3 Regional Strategies

Two of the regional strategies explicitly mentions LGBTI rights, namely the *Strategy for regional work on HIV and AIDS, sexual and reproductive health and rights (SRHR) and on the human rights of lesbian, gay, bisexual and transsexual (LGBTI) persons in sub-Saharan Africa*¹⁰ and the *Strategy for regional development cooperation with Asia focusing on Southeast Asia*¹¹.

In the *Sub-Saharan Strategy* LGBTI rights is even one of three main objectives i.e.

- Reduced number of new HIV infections.
- Improved living conditions for women and girls affected by HIV and AIDS.
- *Increased respect for and enjoyment of the human rights of LGBTI persons.*

Under this Strategy, Sweden has supported the International Gay and Lesbian Human Rights Commission (IGLHRC) for its work in Africa, with a total expenditure of 13.3 million SEK since 2009. The Strategy

7 “Globala insatser för ökat ansvarsutkrävande och ökad respekt för opinionsfriheterna inklusive yttrandefrihet, såsom stöd till oberoende medier och försvarare av mänskliga rättigheter samt globala insatser som stärker parlament, civilsamhällets roll för en demokratisk utveckling, liksom insatser som motverkar diskriminering av HBT-personer och som synliggör och främjar deras fulla åtnjutande av de mänskliga rättigheterna”

8 Allied Rainbow Communities (ARC) International is handled d by MFA (ref no UF2013/6008/UD/FNR)

9 Strategi för särskilda insatser för demokratisering och yttrandefrihet 2012–2014

10 UD, 2012 *Strategy for regional work on HIV and AIDS, sexual and reproductive health and rights (SRHR) and on the human rights of lesbian, gay, bisexual and transsexual (LGBTI) persons in sub-Saharan Africa*

11 UD, 2010, *Strategy for regional development cooperation with Asia focusing on Southeast Asia September 2010 – June 2015*

has also funded another six programmes which have included LGBTI components to varying degrees such as the International HIV/AIDS Alliance (IHAA), AIDS & Rights Alliance for Southern Africa (ARA-SA), Safaids, Sonke Gender Justice, UNAIDS, UNDP programmes. Via Safaids, Sida is supporting leadership and media advocacy movement for the protection of LGBT Rights in Africa. Safaids is using its credibility as a HIV/SRHR organisation to communicate messages on LGBTI rights.

Under the *South East Asia Strategy*, support has been provided to the capacity development of a regional LGBTI network (via RFSU). In total almost 9 million SEK has been provided since 2009.

Despite the absence of coherent regional strategies for the *Western Balkans* and *Eastern Europe Regions*, there have been some common approaches in support of non-discrimination and LGBTI rights. Support in this area has mainly been channelled via Swedish CRD, Kvinna till Kvinna, Olof Palme International Centre (with support of RFSL) and RFSU as part of their respective country programmes. CRD in particular has been active in both regions. The exact funding for LGBTI cannot be established as it is often part of the frame budgets and included as components. There are however a few initiatives that have been directly funded by embassies, for example in Croatia and Russia.

Sida has recently (in May 2013) submitted proposals for new results strategies covering Western Balkans and Eastern Europe to the Ministry for Foreign Affairs. Both proposals include LGBTI rights as focus areas of the future cooperation. LGBTI rights (rights of sexual minorities) are also mentioned as a highly relevant and important area for future engagement in the evaluation reports for the upcoming strategies for Western Balkan¹² and Eastern Europe¹³.

2.1.4 Country strategies

Human Rights of LGBTI persons are mentioned in eleven of the current country strategies. In eight of them LGBTI rights are mentioned both in the background analysis and as a focus area for development cooperation: Albania (2009–2012), Moldova (2011–2014) Serbia (2009–2012), Bolivia (2009–2013), Russia (2010–2013) Uganda (2009–2013), Turkey (2010–2013) and Ukraine (2009–2013). In three country strategies LGBTI rights are only mentioned in the background analysis; Guatemala (2008–2012), Georgia (2010–2013) and Indonesia (2009–2013). Having eleven strategies mentioning LGBTI is a slight increase compared to 2009, when nine country strategies mentioned LGBTI persons. Since then, two have dropped the issue (Zimbabwe and Myanmar) and four new country strategies have added LGBTI.

A few embassies, whose strategy does not explicitly include LGBTI rights, stress that they have interpreted LGBTI issues as indirectly mentioned when there is an emphasis on vulnerable groups in the strategy.

In 2013, four new country level result strategies were adopted; those of Myanmar, Tanzania, Somalia and Zambia. LGBTI rights are not addressed in those. There is an on-going process to prepare results

¹² Anger, Joakim, 2012, *Reform cooperation in the Western Balkans - Regional cooperation: experiences, constraints and opportunities Final Report*, Sida 2012:30

¹³ Krister Eduards, 2013, *A Swedish Eastern Europe Regional Strategy – A Strategic Review*, Sida 2013:14

strategies also for Uganda, Rwanda, Mozambique, DRC, Afghanistan, Bangladesh, Cambodia and Liberia. The instructions from the Ministry for Foreign Affairs (the so called entry values) for Uganda specifically mention human rights for LGBTI persons. For the other African countries the Ministry for Foreign Affairs gives more general guidance “Strengthen the capacity of citizens to claim their rights – with focus on civil and political rights”. The instructions from the Ministry for the Asian countries are vaguer. They suggest a focus on “democracy and human rights” in general. If LGBTI-rights are to be included, there is a need for more guidance on interpretation and operationalization of the general strategy statements.

When looking at the actual Sida support to country level LGBTI initiatives (both those with LGBTI as a main focus and those with components), the following countries were the most prominent; Russia, Vietnam, Turkey, the Balkan countries, Guatemala, Bolivia, Moldova, Georgia, Uganda, China, Zambia and Zimbabwe. Other countries with LGBTI projects supported via the framework organisations were Colombia, Myanmar, Kenya, Indonesia and Lebanon.

2.1.5 Dialogue at country level

According to the embassies (during the period of 2010–2013) LGBTI issues have been part of dialogue with civil society partners, governments, other donors, UN agencies and stakeholders in seven of the eleven countries where LGBTI is mentioned in the strategy; Albania, Bolivia, Georgia, Guatemala, Moldova, Uganda, Russia and Serbia. In Ukraine the embassy reports that there is a plan to increase the dialogue on LGBTI rights in 2014.

Apart from countries mentioning LGBTI in the strategy, many others have also engaged in dialogue or support of LGBTI issues. During the period 2010–2013, LGBTI issues have been part of dialogue with civil society partners, governments, other donors, UN-agencies and stakeholders in a total of sixteen additional countries: Bangladesh, Bosnia-Herzegovina, Burkina Faso, Cambodia, Colombia, Ethiopia, Kenya, Kosovo, Liberia, Mozambique, Myanmar, OPT (Palestine), Tanzania, Vietnam, Zambia and Zimbabwe.

In at least ten countries, LGBTI rights/persons have been an issue for detailed dialogue with the government in connection with the human rights dialogue or in conjunction with LGBTI events like International Day against Homophobia (IDAHO) and/or Pride.

Compared to the situation in 2009, the dialogue has increased. While a few countries have less engagement, new embassies have included LGBTI issues in their dialogue. The new countries are Albania, Bolivia, Georgia, Russia, Serbia, Myanmar and OPT.

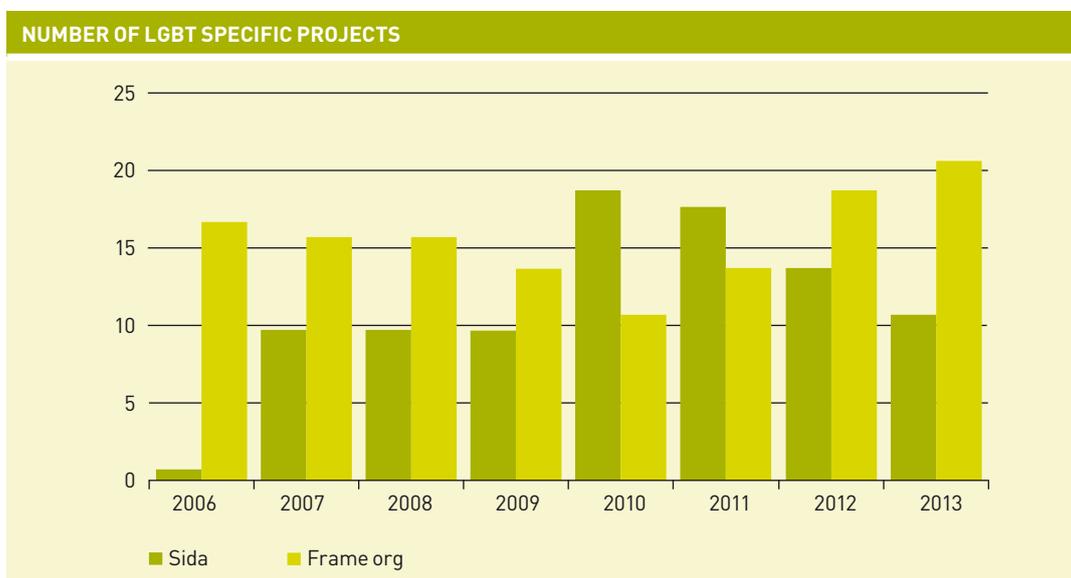
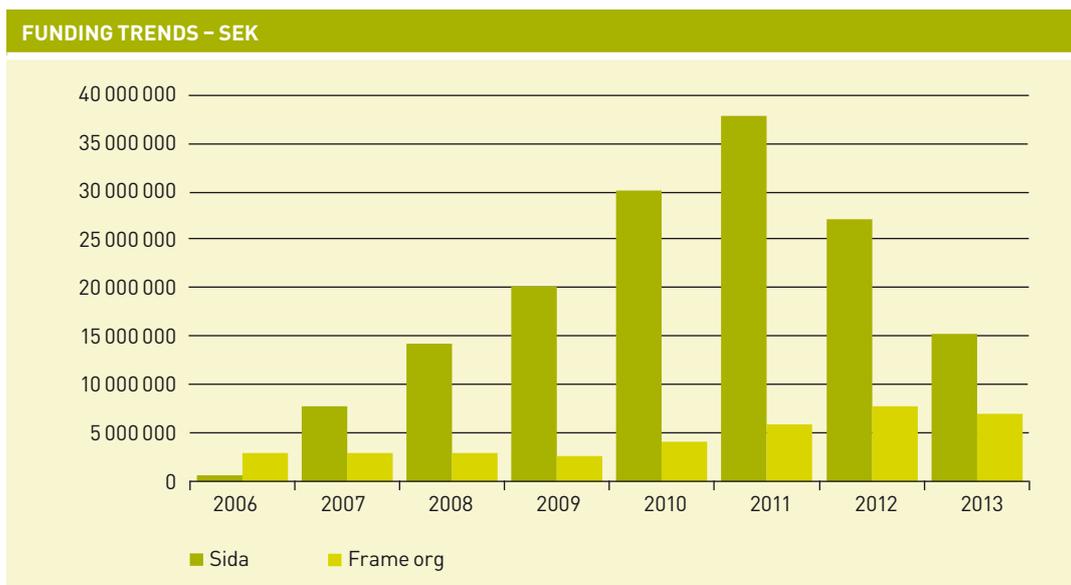
2.1.6 International coordination, dialogue and advocacy

Since 2009, Sida has increased its visibility and its efforts to promote LGBTI rights in the donor community. In 2010 Sida, together with Hivos, organised a meeting with bilateral agencies and donor CSOs in Stockholm. The meeting started a process of increased international interest in LGBTI rights in development cooperation. There will be another conference on development cooperation and support for LGBTI rights in Germany in December 2013, in which the recommendations from the meeting in Stockholm will be followed up. Moreover,

Sida and USAID organised a meeting of public and private donors supporting LGBTI issues globally during the UN General Assembly in September 2013. There has also been an increase in dialogue and cooperation on LGBTI rights on international policy level, where Sweden has lobbied for adoption of UN resolutions and EU guidelines on LGBTI rights. Sida has contributed to these international policy efforts in cooperation with the Ministry for Foreign Affairs.

2.2 LGBTI IN SIDA FINANCED INITIATIVES

Sida's targeted support to LGBTI organisations and initiatives have grown substantially since 2006, but there is stagnation after 2011. The main reason for the drop after 2011 can be referred to the completion of the ITP courses in 2011, phasing out of direct support to Russia due to the political situation, and delayed funding for UHAI, RFSL/Voices and IGLHRC.



The stagnation of Sida direct funding for LGBTI specific initiatives may seem like a discouraging trend, but it should be noted that

- Swedish CSOs are sometimes deliberately used as channels for Sida support in the LGBTI area where the issue is sensitive;
- Two new, very large Sida initiatives are planned to start this year (see chapter 2.3 below);
- There has been a substantial increase in the number of Sida initiatives that include LGBTI rights as an integrated component.

Embassies report that around 60 initiatives are now include LGBTI rights as an important component – compared to 28 initiatives in 2009. These include SRHR initiatives, human rights initiatives, education initiatives and general civil society capacity development programmes.

Since 2009, the Swedish CSOs have continued to develop their LGBTI work. LGBTI specific initiatives have grown both in numbers and funding. As in 2009, the most prominent CSO actors are RFSL, RFSU, Diakonia and Civil Rights Defenders, but other organisations are increasingly including LGBTI rights as part of their portfolio (Kvinna till Kvinna, Olof Palme International Centre, Forum Syd). Framework organisations are also increasingly including LGBTI rights as components in their programmes. RFSU, CRD, Kvinna till Kvinna and Diakonia now systematically support LGBTI rights and organisations as part of all their country or regional programmes and have also included LGBTI rights as part of their overall policy and objectives.

Since 2009, some new framework organisations have started to work with the LGBTI issue. Save the Children is cooperating with RFSU and UNICEF to develop sexuality education programmes for schools where non-discrimination and diversity is included. Faith based organisations such as Church of Sweden and PMU have also started to work with LGBTI rights.

Among government agencies that handle Sida funding no LGBTI interventions or projects were identified.

2.3 EMERGING NEW INITIATIVES

While the trend in the past two years has stagnated in terms of Sida targeted funding for LGBTI issues, the investments made in international dialogue and support to key stakeholders over the past seven years have paid off to the extent that Sweden is now considered a leading nation in the work to promote LGBTI rights. Sweden is seen as having practical experience, tools and knowledge that are useful, and is invited as a resource in many forums. It has also led to USAID and the US Department of State approaching Sweden for cooperation on LGBTI rights. Two large new initiatives are about to start in 2013.

The *first initiative* is the Global Development Partnership in support of LGBTI rights, which include USAID, Sida, the private sector, and CSOs (public-private partnership). The partnership is based on cost-sharing between USAID, Sida and the private sector. Sweden is invited as a partner and technical expert. The partnership aims at:

- Strengthening the LGBTI movement leadership (RFS has an agreement with Sida for this)

- Advocating for political and civil rights of LGBTI persons
- Economic empowerment of LGBTI persons

Sweden will contribute 21 MSEK over 3 years to the Partnership. The main implementer is ASTREA Lesbian Foundation for Justice, a US based LGBTI organisation.

The *second initiative* is the US Department of State initiated Global Equality Fund. It has three components:

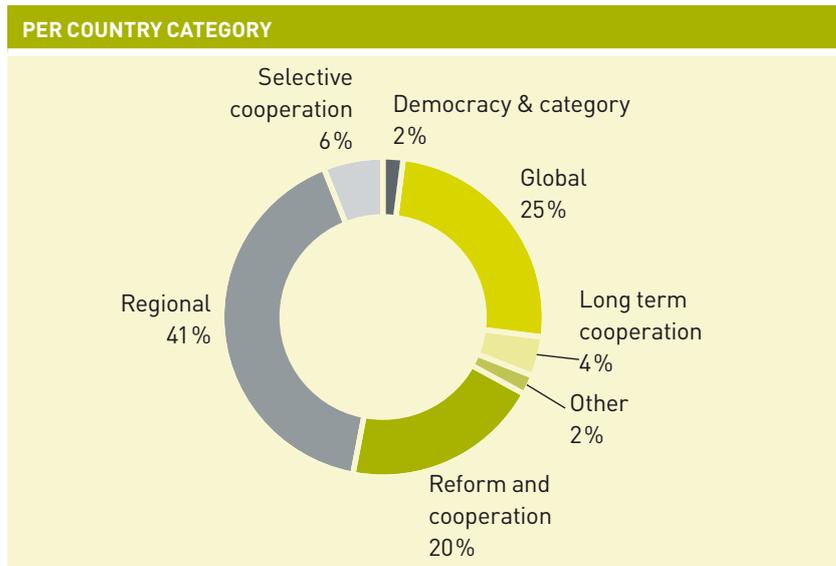
- An emergency grant system which is coordinated by Freedom House and implemented by the regional networks of LGBTI organisations, which owe some of their strength to Swedish support in the past years
- Capacity development of LGBTI organisations
- Small grants, project support

Sweden will contribute 90 MSEK to the first two components, 30 MSEK 2014, and 60 MSEK in 2015 and 2016. The setup of the organisation of the three components is still being discussed.

It is observed that a lot of effort in both initiatives is put on capacity development of LGBTI organisations. While this is good, funding is only a small part of the problem for these emerging organisations. In many countries the LGBTI organisations/groups are still weak and/or illegal and it is paramount that the support will be adjusted to these realities and focus on facilitating the space for these organisations to grow and set their own agenda and priorities. There is a risk that availability of resources and programs could put too much pressure on the emerging LGBTI movement and that duplications of efforts may occur.

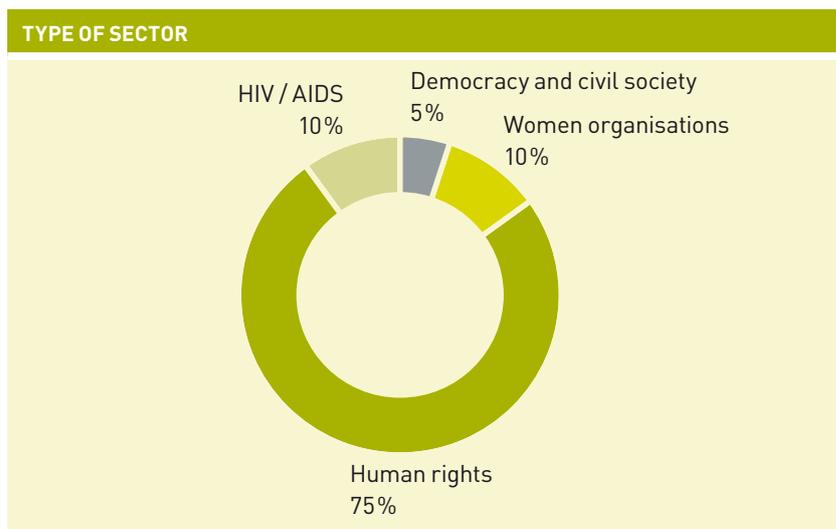
2.4 LGBTI PER COUNTRY CATEGORY 2010–13

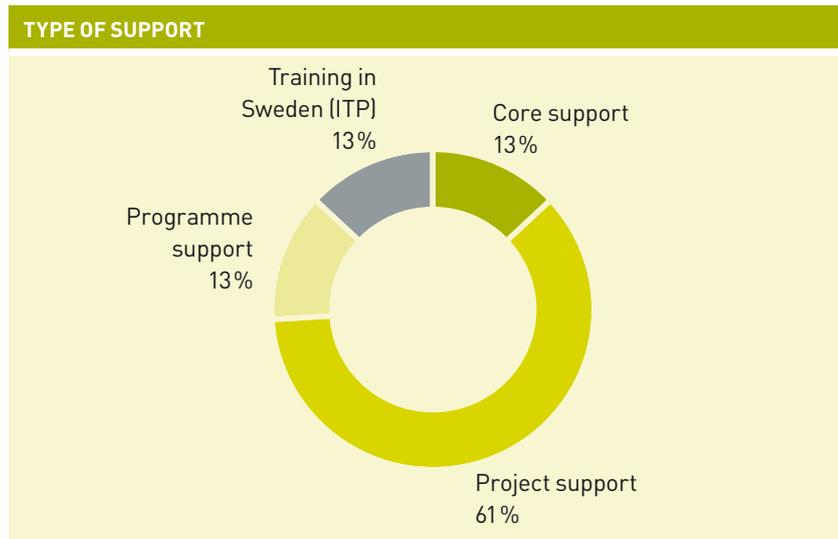
Most of the Swedish LGBTI specific funding (Sida + framework organisations) has gone to global (25 %) and regional initiatives (41 %). Reform cooperation countries receive around 20 % of the funding, Turkey and Russia by far being the biggest recipients followed by the West Balkans, Georgia and Moldova. Within the Regional initiatives, Sub-Saharan Africa is the main focus, making up around half of the regional share, followed by Asia. At the embassies, the level of support to LGBTI rights depends on the interest and level of pro-activeness taken by the staff (and the ambassador in particular). Apart from the Balkan countries and Turkey, embassies in Vietnam, Colombia, Zimbabwe and Uganda have been in the forefront.



2.5 LGBTI PER TYPE OF SUPPORT 2010–13

Sweden is increasingly supporting LGBTI as a human rights issue. In the period 2010–2013, 73 % of the Swedish LGBTI specific support (Sida + framework organisations) is coded as belonging to the Human Rights sector in the PLUS system and the CSO database. Project support is the most common form of support (61 %). Although core support is the most appreciated type, being more helpful in terms of strengthening organisations in their own right, only 13 % of the funding is provided as core support. The ITP courses have also used 13 % of the funding.





2.6 INTERNATIONAL TRAINING PROGRAMMES

Sida has for many years supported a consortium comprising of RFSU and RFSL to plan, conduct and follow up International Training Programmes (ITP) courses on LGBTI rights (13 % of total funding). The participants were LGBTI rights activists, relevant persons in other rights organisations and key persons working within government agencies. In total, seven ITP courses were organized and a total of 175 participants have completed the courses. Continuous monitoring and evaluation of the course by the course implementers led to an adjustment of the goal formulation, as well as a more thorough process for selecting the invited participants.

In conjunction with the ILGA board meeting and World Conference in Stockholm in 2012, a survey was sent out to a sample of ITP course participants to evaluate the perceived results of the courses. Participants also met in a two day workshop to discuss outcomes and possible impacts. It was concluded that the training course had resulted in a strong individual empowerment as well as some organizational/ institutional strengthening and also been part of contributing to some societal change results, mainly in Asia. The most important result was however the networking, information sharing and moral support between participants that continued long after the course had ended. The evaluation also highlighted the difficult reality for many of the participants. One or two alumni from almost each one of the seven training courses had died, either from homophobic violence, illness or suicide that may have been a result of societal repression of LGBTI persons.

3 Results of the support

3.1 A STRONGER LGBTI MOVEMENT

3.1.1 Global level

Over the past five years, Sweden has provided substantial support of around 10 MSEK each to the International Lesbian, Gay, Bisexual, Trans and Intersex Association (ILGA) and The International Gay and Lesbian Human Rights Commission (IGLHRC). Both organisations verify that they owe much of their present strengths to this long term, flexible support from Sweden, especially the core funding. Most noteworthy are the accounts from IGLHRC that Sida funding for Africa has been instrumental in their work with shadow reports on human rights in Zimbabwe and Malawi to the UN Human Rights Council. In addition, the Sida funding has given IGLHRC the opportunity to meet with high-level political representatives in several African countries and also to offer training on LGBTI reporting in Cameroon, Malawi, Zambia and Zimbabwe. For ILGA, Sida funding constitutes a major share of the organisations' financial donor support. Sida support is instrumental to keep secretariats on women's issues and transgender issues functional and has also been an important contributor to help start their ground breaking intersex forum. ILGA holds a lot of its credit to their global conferences, where policies are shaped, strategies adopted, experience shared and the global LGBTI movement strengthened. The Stockholm ILGA conference in 2012 and its significant participation of delegates from global South, was largely a success due to Sida support.

A small but important global initiative was the effort to bring LGBTI activists from eastern and southern Africa and MENA region to Stockholm Pride in 2011. It was a project coordinated by RFSL and funded by the regional HIV/AIDS team in Zambia, through support to IGLHRC. Also the embassy in Vietnam arranged for activists from CSAGA (LGBTI organisation in Vietnam) to visit Stockholm Pride 2011 and reports that this was one important step and inspiration for activists to organise the first Pride with Swedish support in 2012.

3.1.2 Regional and country level

Swedish support has contributed to strengthened LGBTI organisations in many countries. Through creation of safe spaces, moral and financial support, and provision of training opportunities, partner organisations have been assisted to develop their capacities. The increased strength is manifested in better capacity to run an organisation, better skills to advocate and raise funds, better networking skills and interactions with other Human Rights Defenders, increased visibility in society and sometimes reduced vulnerability due to changed attitudes.

Regional networks created and/or supported with Swedish funding have had a great importance for the observed changes. In a hostile governmental environment, regional organisations may act, be visible and claim the space that national organisations cannot do, due to the sensitivity of the issue and the legal situation. Swedish support has enabled regional networks in South East Asia and Sub-Saharan Africa, to develop and support their membership base and to engage in advocacy towards regional Asian/African organisations. The Asian regional network supported by RFSU managed to get LGBTI mentioned in the draft of the Asian Human Rights declaration, which was a big step forward, but in the end the formulation did not pass minister level. The support to member organisations in the Asian network has improved their strategic and financial management capacities, which has made it easier for them to fundraise and improve their strategies. In Africa, Sida has supported a number of regional LGBTI initiatives such as the Coalition of African Lesbians, CAL, East African Sexual Health & Rights Initiative, UHAI, and The African Men for Sexual Health and Rights, AMSHeR. There are no evaluations of these efforts, but reports indicate that local groups and organisations have benefited from the support and also from the regional protection measures for activists.

National and regional organisations are of the opinion that regional level actions “lifts” the sensitivities away from the politically charged national level. CAL identifies the support from Sida as crucial for making the organisation more successful in its advocacy. The Sida core support has also enabled them to become more independent, vision driven and proactive. CAL has participated in the larger network of Women Human Rights Defenders International Coalition and have done successful advocacy towards the Special Rapporteur on Human Rights Defenders at the African Commission.

In parts of Eastern Europe, the Swedish support has assisted organisations to survive and continue to operate despite the resistance from the governments and widespread homo- and transphobia (e.g. Georgia, Moldova and Ukraine). Support via other CSOs and inclusion in human rights networks have sometimes been helpful. However, the organisations remain rather weak due to the situation. On request by a local organisation in Moldova, an initiative is taken by Sida to create support mechanisms on a regional level.

Many embassies in Africa find it difficult to directly support LGBTI organisations, due to the hostile political climate. Smaller direct initiatives have been seen in some countries and several embassies see LGBTI organisations as potential organisations to support in the future. Mostly, embassies prefer to work via Swedish CSOs. In Uganda for example, RFSU has facilitated dialogue and cooperation between six LGBTI organisations. This has strengthened the movement, reduced the internal conflicts within the LGBTI community and created a sense of unity between the different organisations.

In Vietnam, the broad Swedish embassy support opened a safe space to raise the LGBTI issue and enabled the LGBTI movement to become more accepted and strengthened. The LGBTI movement is now more visible, has started to influence policy and has established a fruitful dialogue with the government. In Russia, the CRD program has greatly contributed to the strengthening of the Russian LGBTI movement. It used to be a loose network but has now evolved into

a mature and professional organisation. The Swedish support has enabled them to work both on grassroots level and with policy issues, conducting advocacy activities such as submitting shadow reports to the UN. In 2013, the Russian LGBTI movement has experienced a backlash with increased oppression by the government and new strategies need to be developed to promote and protect LGBTI rights in Russia.

LGBTI organisations in the Western Balkans have seen a progress in terms of increased cooperation and integration with other human rights organisations and other relevant stakeholders working on non-discrimination. This has resulted in adoption of and/or discussion regarding anti-discrimination laws in many of the countries (although sexual orientation has often been removed in the final stages of the law making process). The LGBTI movements in Bosnia-Herzegovina and Serbia have increased their capacity to deal with and prevent security threats after increased attacks and physical threats to activists. The Swedish support from both CRD and the embassies has been instrumental in providing safe spaces and protection.

In Turkey, the Sida supported organisation KAOS GL published more than 100 articles on their web page in 2012. These were picked up by other media. 2,670 articles/news were uploaded to the web site and 1,600,000 visitors entered the page, making it one of the most visited web pages in Turkey.

3.2 PROTECTION AND SAFETY

Some Sida funded programs and initiatives have directly contributed to better protection and safety of LGBTI activists. Under Sida's Strategy for Special Initiatives for Democratisation and Freedom of Expression, activists have been assisted with individual protection measures through the Swedish embassies. A number of embassies have also been proactive in creating space for dialogue on LGBTI persons' safety and non-discrimination with the government, i.e. in Mozambique, Colombia, Uganda, Liberia, South Africa, Kosovo and Albania.

The ITP courses have also been instrumental in increasing participants' safety through specific training components. Participants of the ITP courses have received training in safety issues, which they have brought back to their organisations. While technical aspects of security are dealt with, individual wellness issues have not yet been addressed by the ITPs. Many activists live in extremely stressful situations.

Support to LGBTI organisations have in several cases included direct strengthened safety capacity, but also the general strengthening of LGBTI organisations have led to increased mobility of activists, awareness of human rights and participation in national and international networks, which has also contributed to safety. Being well known in human rights and civil society networks strengthens the support network around each activist.

One of the objectives of Civil Rights Defenders is safety for human rights activists. They work with various tools to protect and promote safety for human rights defenders, including provision of personal alarm bracelets (introduced in 2013). CRD provide "hands on support" to LGBTI organisations and individuals under threat in partner countries.

Creating safety is also done by support to human rights networks that include LGBTI perspectives. Positive mobilisation of civil society actors has been seen in several supported projects, which has led to new possibilities of visibility in media, advocating for policy changes or better access to health care or legal service.

It is safe to say that Sweden has contributed to increased protection and safety of LGBTI activists, while still supporting them to continue their work. Respondents stress that it is important that the accepted level of risk taking is the choice of the local activists. In some cases, activists have been ready to take risks in their advocacy work, but Sweden has been a bit too cautious. In other cases it has been the reverse.

3.3 MORE MAINSTREAMING

Since 2009 there has been increased mainstreaming of LGBTI rights in general Sida programmes, mainly in SRHR and human rights programmes. 17 out of 33 replying embassies report giving support to programs that include LGBTI perspectives. During the period of review we found around 60 initiatives that had mainstreamed LGBTI components (excluding country programmes of CRD and framework organisations). In the evaluation 2009, 28 mainstreamed initiatives were found for the 3-year period under review. Looking at the trend year by year the trend of mainstreaming is clear:

YEAR	2008	2009	2010	2011	2012
Number of initiatives	14	19	21	30	34

Examples of mainstreaming is noted by embassies in 17 countries, but the most frequent mainstreaming is observed in Sub Saharan and East Africa regional programmes (15), Global programmes (7), Zambia (8), Turkey (6), Moldova (5), Guatemala (4), Tanzania (4), Uganda (4) and Bolivia (3).

3.3.1 Mainstreaming by framework organisations

Framework organisations that specifically support LGBTI persons and their organisations are: Afrikagrupperna, Diakonia, RFSU, Olof Palme International Centre and Forum Syd (mostly via RFSL), RFSU, Kvinna till Kvinna and Church of Sweden. These organisations increasingly include LGBTI rights also in general programmes and strategies. Other organisations that have started recently to mainstream LGBTI perspectives are PMU and Save the Children. Since 2009 we see that framework organisations have included LGBTI issues with a more systematic approach and those that only had a few projects previously have extended their support.

Since 2009, faith based organisations have started to include and address LGBTI perspectives, as well as supporting core LGBTI projects. Church of Sweden explains that *“The dialogue has started, and engagement on sensitive issues is now entrenched. Our engagement into vulnerabilities in relation to HIV has given us a door into discussing sexuality, which has further given us a door into addressing LGBTI issues and rights.”* PMU, as well, is of that opinion. *“The question has been raised in the discussions with our*

partners, especially from a perspective of fighting discrimination. The right to information has been focused on in the HIV-programmes.¹⁴

Kvinna till Kvinna” focuses on creating safety for women, and address LGBTI issues within that frame. Save the Children include LGBTI issues as part of the right to education.

Although they are not framework organisations, RFSL and CRD play an important role as advocates for LGBTI rights and implementers of LGBTI projects within Sida’s portfolio. CRD works with direct Sida funding, mainly in the Balkans and in Eastern Europe. A substantial part of Sida’s LGBTI support in these countries is provided via CRD. RFSL works with direct Sida funding or through the framework organisations Forum Syd and Olof Palme International Centre. Being a rights holder organisation with partners around the world, RFSL can provide quality guidance to Sida and its country programmes, if supported.

3.3.2 Mainstreaming into human rights and democracy work

There is an increase in the human rights projects that mainstream LGBTI perspectives. From being an issue raised mainly within HIV/AIDS awareness programs, LGBTI is now an integral part of the Human Rights framework in many country programmes. The embassy in Uganda reports *“We treat sexual minority rights as a human rights issue and do not single it out”*.¹⁵

There are several cases where LGBTI is not specifically stated in the country strategy, but it has still been addressed by the embassies by reference to writings of “vulnerable group” or “minority groups”. To be certain of strategic work, though, it is more likely that LGBTI issues are addressed or supported when it is mentioned specifically as a focus area in the strategy.

CRD mainstream LGBTI into their work for human rights defenders and anti-discrimination in all countries and regions where they have a presence. This is done through direct support, but also by inclusion in the supported coalitions and networks of human right defenders. Another method is deliberately choosing partners that are willing to include LGBTI issues in their work.

3.3.3 Mainstreaming into HIV/AIDS programs

The faith based organisations find HIV/AIDS to be the easiest entry point for including LGBTI issues. Both PMU and Church of Sweden use HIV and AIDS awareness projects to open doors to discuss sexuality. In these contexts, doors can be opened to change the mind-set of prejudiced individuals and organisations. Both PMU and Church of Sweden have seen emerging changes in attitudes in some of their partner organisations, especially in Africa, working with these methods. Progress is however slowly made with small steps. Sometimes there is resistance, due to the acceptance of same-sex marriage in Sweden, which have led to termination of partnerships.

Embassies report that LGBTI issues are included in many HIV and AIDS programmes. In Uganda, other terminology (not explicitly mentioning LGBTI) is used in the project agreements, to avoid problems in the community.

¹⁴ Survey response from PMU and Church of Sweden respectively

¹⁵ Survey response from the Swedish Embassy in Uganda

3.3.4 Mainstreaming into SRHR programs

There are many SRHR projects where embassies and CSOs report that LGBTI is mainstreamed. One example is the support to UNFPA's work with SRHR in Guatemala with special focus on the rights for transsexuals. Other examples include; the youth project in Bolivia, "Strengthening to Empower", RFSU programmes in Bangladesh, Save the Children's large SRHR project in Africa together with RFSU (sexuality education) and the big global support to the IPPF. The regional HIV/AIDS team in Lusaka is working via an HIV/AIDS partner (Safaid) to reach media leaders with messages on LGBTI rights – the project "Leadership and Media Advocacy movement for the Protection of LGBTI Rights in Africa" is implemented by Panos Southern Africa (PSAf).

3.4 POLICY GAINS AND IMPACTS

As explained above, the most prominent results of the Swedish support have been the strengthening of the LGBTI movement globally, regionally and in some countries. There are also examples of the Swedish support contributing to government policy shifts. Some of the examples reported are:

The pro-active dialogue and engagement by the Swedish embassy in Albania related to anti-discrimination and LGBTI rights, has led to a request by the Albanian Ministry of Labour, Social Affairs and Equal Opportunities (MoLSAEO), for the implementation of a Plan of Measures related to non-discrimination on the basis of Sexual Orientation and Gender Identity¹⁶. On the OSCE High- Level Conference on Tolerance and Non-discrimination in May 2013, it was suggested that despite the challenges yet to come, the progress of Albanian positive developments in the area of anti-discrimination could serve as a model for other OSCE member states.¹⁷

In a number of Balkan countries and in Moldova, the work of CRD and its partners has led to the adoption of anti-discrimination legislation. Although sexual orientation has often been omitted in last revision of these legislations, the issue of LGBTI rights have been raised to the forefront. In Moldova, Pride events have been organised with support from Sweden. In other countries Sweden has supported Pride attempts that have been stopped (e.g. Serbia).

In Bosnia-Herzegovina, the work with prevention of hate crimes has yielded some results. It has been possible for several actors to discuss LGBTI issues somewhat openly for the first time since violence occurred towards LGBTI organisers in 2008. This is a result of strengthened LGBTI organisations and strengthened support networks, which the Swedish support has contributed to.

Although attribution to the Swedish support has not been verified, it was noted that in Bangladesh, the pressure from LGBTI rights advocates led to the inclusion of this issue in the Universal Periodic Report

¹⁶ EMBASSY OF SWEDEN IN TIRANA, Support to MoLSAEO for the implementation of the Plan of Measures related to non-discrimination on the basis of Sexual Orientation and Gender Identity, ANALYSIS AND RECOMMENDATIONS, MAY 2013

¹⁷ Challenges and Perspectives regarding Discrimination against LGBTI Persons OSCE High- Level Conference on Tolerance and Non-discrimination in Tirana <http://www.swedenabroad.com/en-GB/Embassies/Tirana/Current-affairs/News/Challenges-and-Perspectives-regarding-Discrimination-against-LGBT-Persons-sys/>

(UPR) submitted by the civil society. Although homosexuality is criminalised in Bangladesh, the government registered transsexuals as voters for the first time during the 2008 national elections.

In Burkina Faso, human rights of LGBTI persons are being highlighted in the follow up of recommendations made by the UN Council for Human Rights on the UPR. The embassy indicates that this was a result of Swedish and Danish dialogue.

3.5 STAFF CAPACITY AND AWARENESS

There has been a notable change of attitudes among staff at Sida regarding LGBTI rights since 2005. LGBTI rights were initially perceived as a rather low priority area for development cooperation, not very relevant to the general poverty and human rights agenda.

Although these attitudes still prevail in some places, there has been a shift towards a more inclusive approach to LGBTI issues. High level political messages have most certainly facilitated this shift in attitude.

However, the issue is still sensitive and many embassies have not yet engaged in staff awareness raising activities. Several embassies report that there is a profound need of more training on LGBTI rights and how to incorporate them in their work. There have been trainings at some embassies or regional teams, either done by internal team members with knowledge, by local organisations or by RFSU or RFSL.

Good examples can also be found in e.g. Vietnam and in some of the embassies in the Balkans, where exhibitions and study visits have opened up for discussion.

Embassies generally express that Sida HQ has provided good support when it has been requested (which is not so frequent). The tools developed, such as the LGBTI dialogue brief and the country briefs, have however not been actively utilised so far.

Also the framework organisations, RFSL and CRD appreciate the support provided by Sida HQ and certain embassies when requested, both in terms of moral backing and practical support (providing safe meeting places and inclusive events). Several framework organisations appreciate that LGBTI rights are regarded as a priority by Sida and the Swedish government. There is a feeling of “safety” knowing that the government is standing behind the organisations.. It is also appreciated that it is easy to get financial support from Sida to work with LGBTI rights and that there is a positive attitude towards the inclusion of LGBTI rights in the programmes. One organisation expresses that “*it is good that it is almost expected of us that we include LGBTI*”.

There is also a request for trainings, seminars and exchanges of experiences by framework organisations. This is especially needed by those who recently begun working with LGBTI or who have worked on the issue on a small scale only.

In the 2009 evaluation, a grading exercise of Sida staff capacity and awareness was carried out. It was concluded that 14 persons had deep or very good knowledge of LGBTI issues, while 18 had good or basic knowledge. This mapping did not include a similar exercise, but judging from the 33 replies to the e-mail questions and interviews, basic knowledge is more widespread today.

4 Conclusions and trends

4.1 LGBTI IN SWEDISH DEVELOPMENT COOPERATION

Sida's work on LGBTI issues was initiated by a study finalised in 2005, on global LGBTI developments and the relevance of LGBTI rights for Swedish development cooperation. Sida's approach to LGBTI was later concretised in an Action Plan on Sexual Orientation and Gender Identity (2007–2009). A base line study of interventions was made in 2006 and an evaluation of the action plan was carried out late 2009. In 2012, a new, revised Action Plan on Sida's work on LGBTI was developed at Sida. In 2013 the plan was presented to the Director General, who informed that Action Plans was no longer part of Sida's steering documents. Presently there are no overall guidelines for Sida's LGBT work, apart from what is written in policies and strategies.

This study is a follow up of the recent trends and developments. The most notable positive developments over the past three years have been

- The increasing high level political promotion of LGBTI rights by Swedish Ministers and others – including UN Secretary General and US President Obama. It is however worthwhile noting that official statements from internationally known individuals sometimes have been counterproductive and led to increased threats against local LGBTI communities.
- The increased number of policy documents and strategies mentioning LGBTI rights as a human rights problem and/or important focus area for Swedish development cooperation. In Sida's Strategic Directions 2009–2011, the rights of LGBTI persons were highlighted within the sector of democracy, human rights and gender equality sector. Non-discrimination – with a special focus on persons with disabilities and LGBTI persons – was identified as one of 10 high profile issues.
- The shift from treating LGBTI issues mainly as a health issue connected to SRHR and HIV and AIDS programs, towards a more comprehensive human rights approach where LGBTI issues are integrated as a theme in broader programmes and interventions.
- The increased awareness and broader engagement among staff and decision makers in the organisation. LGBTI issues are now included in a range of strategies and programme areas. RFSL has gradually developed contacts with several different units and departments at Sida.
- The increase in funding allocated and the number of interventions directly targeting LGBTI persons as well as interventions that integrate LGBTI issues has been significant.
- The increased support to LGBTI specific initiatives and the increased mainstreaming of LGBTI in general programmes by the

Swedish framework organisations in notable. Diakonia, RFSU, CRD and Kvinna till Kvinna have all made firm commitments towards LGBTI rights in their policies and included LGBTI rights in their respective country programs.

- New Sida units and Swedish framework organisations have started to work with LGBTI issues, e.g. private sector partnerships and faith based organisations.
- The feminisation of the field. The previously obvious differences between males and females are becoming less noticeable. Programmes had for example a tendency to focus on MSM interventions. Transgender issues are still marginalised in the LGBTI discourse, but there are signs indicating that this is changing. Intersex issues are sometimes mentioned, but the issue is still more on an academic level than practical interventions, targeting actual beneficiaries.

4.2 INTERNATIONAL TRENDS

On a global level there has been some progress within the UN on LGBTI rights. On the 17 of June 2011 the UN committee on human rights adopted a resolution that stated people's equal value regardless of sexual orientation or gender identity. The resolution highlights the increased risk of discrimination and repression many LGBTI persons face due to their gender and sexual identities. This was a clear milestone. The only resolution that has clearly stated sexual orientation previously was the one on arbitrary executions. This new resolution has not yet been passed by the UN general assembly and is subject to change because of strong aversion against LGBTI rights to be integrated in UN resolutions by some countries.

On national level, a polarisation can be seen between countries that are heading towards liberalisation and those who are taking the path towards stronger repression. In Argentina for example, sex change is now a purely personal matter and not subject to exterior assessment and assignment. Same sex marriages are being legalised in many states in the US. Strong statements both by US President Barack Obama and former US Secretary of State Hillary Clinton in favour of safeguarding LGBTI people's rights both in the US and internationally have given great resonance in the world. In Asia several countries have eased repressive legislation, such as India's sodomy laws that were abolished in 2011 and Nepal that was the first country in the world to introduce "third gender" as a legal option in passports and birth certificates (followed by the Federal Republic of Germany in 2013). In Europe, the trend has been positive in the western parts of the continent, whilst in Eastern Europe, in the Balkans and in Russia the trend seems to be the inverse with increased state repression against LGBTI persons. The same situation prevails in several countries in Africa.

5 Success factors

The results of the Swedish engagement in LGBTI rights are quite impressive by international comparison. Sweden is seen as one of the spear heading nations. The most noteworthy success factors mentioned by respondents are

- *The high-level political commitment and outspokenness.* A clear message that is repeated and echoed at all levels has been important to convey a convincing and pertinent message on what exactly is the stand-point on LGBTI issues and what action needs to be taken.
- *Taking a broad approach and combining diplomatic dialogue, development assistance and other measures.* By being brave and engaging in dialogue with governments and other donors, arranging seminars, exhibitions, film festivals, inviting LGBTI organisations to social and professional events, providing safe meeting places, supporting LGBTI persons in court, etc., embassies contribute to the creation of a space for local organisations to grow and take action.
- *Engaged staff at Sida.* This is another reason why LGBTI issues in a short time have become a profile issue for Sida. While it is positive that personal commitment of staff is leading to great results, it is also creating big disparities between approaches taken in various countries and units.
- *Local ownership.* Respondents repeatedly confirm that an important success factor is local ownership. Local organisations must be responsible for problem formulation, development of strategies and setting the pace of developments. When Sida is taking the role as facilitator and advisor and local processes guide developments, they are more effective and sustainable.
- *Regional approaches.* A regional level approach can remove the sensitive issues from the politically charged national level. By supporting regional initiatives, Sida can effectively contribute to protection of activist, and support regional advocacy that may have an impact on country level.



Illustration: Bianca Kronlöf

6 Areas of improvement

The team noted some areas that could be further enhanced to ensure a more effective implementation of LGBTI efforts at Sida. These include:

1. *A more systematic and strategic approach, enhanced coordination, sharing and learning.* In view of the decision not to adopt a new Action Plan on LGBTI rights, an alternative instrument to guide and coordinate developments is needed. Different units are now engaged in quite substantial programmes and there is a risk of duplication and inefficiencies (e.g. ITP courses, two US-Sida initiatives and regional efforts). Sida may consider developing a position paper or guidelines for operationalization of LGBTI rights based on the results strategies, and appointing a formalised working group with agreed terms of reference to coordinate and strengthen the work on LGBTI rights.
2. *Finding innovative ways to support emerging grassroots LGBTI groups with weak systems and structures.* The present requirements on partners make it virtually impossible for new, small groups and organisations to access Sida funding and grow organically into a strong movement. Sida may want to consider a system where emerging groups (or individuals) can graduate from weak – to medium – to strong and fully eligible partners. This could for example be organised through a fund that provides stipends that do not require monitoring or accounting unless the group comes back for a second payment (level 1), engaging an accounting firm to support organisations to manage funds (level 2).
3. *Influencing and operationalizing the new geographic results strategies.* It was noted that the new results strategies only speak in general terms of supporting human rights. Since the new strategies will guide Swedish development cooperation for many years it is important that there is guidance on their operationalization. LGBTI rights should always be part of the context analysis and prioritisation discussions. When LGBTI related support does not fit into a geographic results strategy it is sometimes possible to work via the Strategy for CSO support or the Strategy for Special Initiatives for Democratisation and Freedom of Expression.
4. *Taking a broad approach to LGBTI.* Based on the findings in this mapping, it is clear that funding cannot make a difference alone. Development assistance needs to be combined with diplomatic, inclusive, practical and cultural measures to create an enabling environment for the emerging LGBTI groups. This includes for example hosting films/exhibitions, inviting LGBTI representatives to networks and social events, supporting study visits and exchanges, inviting progressive religious leaders, staff awareness efforts, employing LGBTI persons as staff, providing safe meeting space at

the embassy, personal presence at court cases and protection measures in case of emergencies.

5. *Investing sufficient time and capacity in the new US-Sweden/Sida initiatives*¹⁸. The opportunity to influence the design of these new initiatives is great. However, it will require capacity at Sida to follow up and conduct a dialogue with the US to ensure that a) the large new contributions made will yield the desired results, b) the Swedish policies and practical experiences will effectively influence the design and processes of the programmes, and c) the local ownership of processes will be respected. Also, as mentioned in bullet number 4, funding cannot make a difference alone and needs to be combined with other measures. The private sector can be “assisted” to have a broader approach.
6. *Follow-up of phased out support*. When financial support to LGBTI initiatives is phased out (e.g. Vietnam) and where further support is still relevant, Sida could help partners to find new funding modalities such as EU funding or alternative Sida funding appropriations or via Swedish framework organisations.
7. *Support to capacity development of staff and framework organisations*. The level of engagement with LGBTI initiatives to a large extent depended on committed individuals in certain organisations, units and embassies. The support provided by Sida HQ is appreciated, but could be more proactive and systematic. The tools developed are rather unknown. Sida could consider arranging more frequent inspiration seminars for both staff and CSO partners and proactively share tools and good examples at meetings. Many CSO partners and LGBTI activists, both in Sweden and locally, have excellent competency and could contribute to such capacity development (e.g. RFSL, Church of Sweden, CRD, and RFSU).
8. *Development of PLUS System and CSO database*. It would greatly facilitate future analyses if there was a LGBTI rights marker for “main purpose” and “partly a purpose” in these databases.

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8 List of respondents

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Swedish Embassies	
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Regional Team for Hiv/Aids	Karolina Kvarnare
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Bolivia	Julia Ekstedt
Bosnien-Herzegovina	Jonathan Francis
Burkina Faso	Francois Landiech
Cambodia	Andreas S Johansson
China	Anna George
DRC	Marie Nilsson
Ethiopia	Izabella Eriksson
Georgia	Peeter Kaaman
Guatemala	Veronica Melander
India	Åsa Heijne
Indonesia	Annika Siwertz
Kenya/Somalia	Lina Palmér
Kosovo	Visare Gorani-Gashi
Liberia	Charles Lawrence, Frida Gabrielsson
Mali	Ida Vikström,
Moldova	Månstråle Dahlström
Mozambique	Claire Smellie
Myanmar	David Holmertz
Palestine	Fredrik Westerholm
Russia	Charlotta Bojber/Ann-Charlotte Zachrisson
Rwanda/Burundi	Lennart Jemt
Serbia	Jasmina Zoric Petrovic
South/Sudan	Bengt Johansson
Tanzania	Anette Widgren-Bolme
Turkey	Axel Nyström
Uganda	Cecilia Chroona
Ukraine	Ebba Aurell

Vietnam	Dung Ngo Thi Phuong
Zambia	Oskar Karnebäck
Zimbabwe	Lina Währner
Non-governmental organisations	
Afrikagrupperna	Anna Gren
CAL	Dawn Cavanagh
Diakonia	Mirjam Dahlgren
IGLHRC	Ethan Haymovitz
ILGA	Renato Sabbadini
My rights	Maria Lagus
LO-TCO Biståndsnämnd	Nina Larrea
Olof Palme Centre	Lisa Sandberg
PMU	Ing-Marie Berglund
RFSL	Maria Sjödin, Karin Lenke, Vanja Braathen
RFSU	Jonas Tillberg, Sofie Westerberg
Save the Children Sweden	Anniken Elisson
Swedish Committee for Afghanistan	Daniel Palin
Church of Sweden	JP Mokgethi-Heath
Världsnaturfonden	Victor Åström
WWF	Annissa Bouchibane

9 Terms of Reference

Requirements specification Appendix 1

Case No.:
13/000871

Date
27 June 2013

Terms of reference

Study on Sida's work on human rights of lesbian, gay, bisexual and transgender (LGBT) persons – call-off in accordance with Framework Agreement for "Consulting Services within Section B) Human Rights"

1 BACKGROUND

1.1 Information about Sida

Sida, the Swedish International Development Cooperation Agency, is a government authority. Our goal is to contribute to enabling poor people to improve their living conditions.

As other Swedish government agencies, Sida works independently within the framework established by the Swedish Government and Parliament. They decide on the financial limits, the countries with which Sweden (and thus, Sida) will cooperate, and the focus and content of that cooperation.

For additional information, please visit Sida's website, www.sida.se

1.2 Information about Sida's work on human rights of LGBT persons

In the government's budget proposition 2013/14 Sida was instructed to report to the Ministry for Foreign Affairs, on Sida's work with human rights (HR) of LGBT persons. The report is due 1 December 2013.

Sida has worked with HR of LGBT persons for about 10 years. Following the instruction in the Letter of Appropriation 2006 an Action Plan for Sida's Work on Sexual Orientation and Gender Identity in International

Development Cooperation 2007–2009 (Action Plan) was approved.¹⁹ The Action Plan builds on a study on Swedish policy and administration regarding sexual orientation and gender identity issues in development which was conducted in 2005. The aim of the Action Plan was to concretize how to integrate LGBT issues in the development coopera-

¹⁹ Action Plan for Sida's work on Sexual Orientation and Gender Identity in International Development Cooperation 2007–2009, Sida's work on LGBT issues in international development cooperation

tion. The Action Plan included 11 activities divided into two intermediate objectives which would help enable Sweden to contribute to improve the living conditions of LGBT persons through the implementation of development cooperation, analyses and different forms of dialogue.

The Action Plan was externally evaluated in 2010 (evaluation).²⁰ A number of conclusions and recommendations were given. The main conclusion was that the Action Plan had helped Sida to increase the focus on LGBT persons' HR and that the majority of the activities had been implemented. The main recommendation was that Sida should extend the Action Plan. In the Letter of Appropriation 2010, Sida was given the assignment to report on how it planned to continue its work on LGBT issues based on the recommendations of the evaluation. Sida responded to the Ministry for Foreign Affairs that it intended to develop a new action plan. The new action plan was delayed due to restructuring and downsizing at Sida. The action plan covering the period 2007–2009 has however been regarded as a guiding document for Sida during this period. A draft new action plan was submitted to Sida's Director General in May 2013.

2 SCOPE OF ASSIGNMENT

2.1 General information

The aim of the study is to map and describe Sida's work on the human rights of LGBT persons. The study will compare Sida's present work on LGBT persons' HR with the work that has been done since 2005, based on previous studies, the Action Plan, the evaluation and other relevant documents. The report may (if Sida so decides), together with a cover letter from Sida, comprise a report to the Ministry for Foreign Affairs on Sida's work on LGBT persons' HR.

2.2 Scope of work

The study will be conducted in accordance with Sida's Framework Agreement for "Consulting Services within Section B) Human Rights", subject area: non-discrimination, area of expertise: non-discrimination of lesbian, gay, bisexual and transgender (LGBT) persons.

The study will include:

- Mapping and description of Sida's present work on LGBT persons' HR, including achieved results (outputs and outcomes).
- A comparison of Sida's present work with Sida's previous work on LGBT issues since 2005, using previous studies, the Action Plan, the evaluation and other relevant documents.
- A description and analysis of changes and trends (quantitative and qualitative) in Sida's work on LGBT persons HR since 2005.

The consultant will propose appropriate organization of and methods for the assignment. The following should however be included:

²⁰ Evaluation of Sida's Action Plan on Sexual Orientation and Gender Identity in Swedish Development Cooperation 2007–2009, Sida, 2010.

- Analysis of the Action Plan, evaluation, studies, relevant policies, geographic and non-geographic/thematic strategies (including results and objectives matrixes) and other relevant documents.
- Review and listing of contributions which include support to LGBT persons' HR.
- Review and listing of the dialogue on LGBT persons' HR and how it has been conducted.
- Review and listing of other activities comprising LGBT issues.
- Consultations/interviews with programme officers at Sida and embassies/consulates where development cooperation is implemented, including members of the LGBT working group, and external partners of importance to Sida.

2.3 Budget

Total budget for the assignment is a maximum of 275 000 SEK.

2.4 Schedule

The assignment will start 2 September 2013 and will not consist of more than 30 work days. A draft report will be submitted to Sida no later than 8 October 2013. Thereafter Sida will submit its views and comments to the consultant no later than 15 October 2013. The final report will be submitted to Sida two weeks after Sida has submitted its views and comments, i.e. 29 October 2013. A meeting between the consultant and Sida, in which the report will be presented and discussed, will be conducted shortly after the submission of the final report (around 1 November 2013)

2.5 Profile of the Supplier and requirements for personnel

All personnel shall at least have skills according to level 2 as specified to the framework agreement.

2.6 Reporting and documentation

The study will be presented to Sida in the format of a report. The report may include diagrams, graphs and lists. The report will include a summary with conclusions. The report and the attachments to the report will be written both in English and in Swedish. The report will not exceed 20 pages (excluding attachments).

3 CONDITIONS AND RISKS

3.1 Conditions for the performance of the assignment

3.1.1 General conditions

The consultant will work independently with collection and extraction of information and data needed for the assignment.

3.1.2 Specific conditions

The consultant may carry out part of the assignment at Sida (for example in order to have access to Sida's systems for contribution management and financial management).

3.2 Risk

RESULT	RISK	IMPACT Low/Medium/High	PROBABILITY Low/Medium/High
Report	Inadequate quality	Medium	Low

4 CONTRACT OBJECTIVES

The objective of the contract is a report comprising a high quality study of Sida's work on HR of LGBT persons.

10 E-mail and interview questions

QUESTIONS TO EMBASSIES/SIDA UNITS	ANSWER
1. According to your opinion, are LGBTI rights/ persons included directly or indirectly in your present geographic/thematic strategy?	
2. What LGBTI measures are included in your annual work plan (operationalization of strategy)?	
3. Have LGBTI rights/persons been an issue of dialogue with the government, CSOs, multilaterals or other donors?	
4. Is there any writing in your annual reports for 2010–2012 concerning LGBTI rights/persons? If so, please enclose it.	
5. Please list the ID numbers of any initiative that have specifically targeted LGBTI rights/persons. If possible, attach assessment memo and reports for these initiatives in order for us to learn more about the content and results of the project/ program.	
6. Please list the ID numbers of any initiative that has included LGBTI rights/persons as part of the program (e.g. HIV/AIDS, Human rights, SRHR etc.) If possible, attach assessment memo and reports for these initiatives in order for us to learn more about the content and results of the project/ program.	
7. Have staff within your team/embassy undertaken any form of training on LGBTI rights in the period 2010–2013?	
8. If so, what kind of attitudinal changes have you observed?	
9. What do you consider to be the main achievements so far in addressing the rights of LGBTI persons within your country/regional/thematic program?	
10. What kind of support do you get from Sida HQ/Sida at Work regarding LGBTI rights?	
11. What support would you like to have?	

QUESTIONS TO CSOS	ANSWER
12. Are LGBTI rights/issues included in your organisations policies and strategies?	
13. Have LGBTI rights/persons been an issue of dialogue between your organisation and governments, CSOs, multilaterals or other donors? Give examples.	
14. Please list the initiatives supported by your organisation that have specifically targeted LGBTI rights/persons? Sida ID number (insatsnummer) and title. Expenditures by year.	
15. Please list the initiatives supported by your organisation that have included LGBTI rights/persons in general programs? Sida ID number (insatsnummer) and title.	
16. What kind of training has your staff undertaken on LGBTI rights in the period 2010–2013? By whom?	
17. What were the outcomes of the training?	
18. What do you consider to be the main achievements so far in addressing the rights of LGBTI persons within your programmes?	
19. What kind of support do you get from Sida HQ/Sida regarding LGBTI rights?	
20. What kind of support would you like to have?	
21. Any other comment or question?	





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.

Study on Sida's work on human rights of lesbian, gay, bisexual, transgender and intersex persons



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