

# The Road to Successful Partnerships:

How governments in the Global North can effectively partner with intermediary organizations to support LGBTI communities in the Global South and East

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# Executive Summary

The purpose of this report is to identify and discuss government funding case studies that yield good practices, lessons learned and opportunities for funding LGBTI groups and movements in the Global South and East. In particular, the report examines various partnership models where governments work with intermediaries to fund and support LGBTI groups on the ground.

This report describes ten case studies of partnerships between Global North government donors, intermediaries and LGBTI civil society organizations (CSOs), with the goal of distributing funding and providing support to CSOs and LGBTI individuals in the Global South and East. Case studies include:

- Partnership between a Global North government and a national LGBTI organization in the same country.
  - Case Study A: Fighting the “Gay Propaganda” Law in Kyrgyzstan
  - Case Study B: Supporting LGBTI Rights in Nepal
- Partnership between Global North government and an international development NGO, with multi-region CSO partners in the Global South and East.
  - Case Study A: Dignity for All
  - Case Study B: Increasing the Capacity of Local Human Rights Defenders to Document Violations Against LGBT Individuals and Communities in Southern Africa
- Partnerships between Global North governments and foundations and Global South and East regional CSOs
  - Case Study A: Arab Foundation for Freedoms and Equality (AFE)
  - Case Study B: UHAI-EASHRI: Sustaining Human Rights and Social Justice Organizing by Sex Workers and Sexual and Gender Minorities in Eastern Africa
- Partnership between Global North multilateral and a Global North LGBTI CSO carrying out work in the Global South and East.
  - Case Study A: MicroRainbow International: Poverty Alleviation Project
- Partnership between multiple Global North governments and a Global North International LGBTI Foundation, re-granting and working with local LGBTI CSOs in Global South and East
  - Case Study A: LGBTI Global Development Partnership
- Partnership between Global North government and foundations and a Global North based international network which then works with local LGBTI organization in Global South and East
  - Case Study A: The M-Coalition: Growth of a grassroots regional MSM network in the Middle East and North Africa
- Direct partnership between Global North government and local or national Global South and East LGBTI CSO
  - Case Study A: Coalition of African Lesbians (CAL)

The research uplifts the pros and cons of the various models and overarching learning about the benefits and challenges of these partnerships. **Overall, the key learning from the report is that the challenge for governments in how to do this work well does not lie in selecting exactly the right model, but rather in ensuring that key elements are in place in the partnership that promote effective collaboration grounded in trust, transparency and shared decision-making.** We describe these as “conditions for success.” The research found that the following conditions must be present in any partnership to increase the likelihood of success:

**High-level, political commitment in government:** There is support at the highest levels in the government funder.

**Coordinated government strategy that takes a broad approach:** There is overarching policy and strategy that coordinates government support.

**Champion inside government:** The work is driven forward by at least one senior-level champion within government.

**LGBTI-inclusive staff policy in all organizations:** All stakeholder organizations including governments, intermediaries, and partners must all embody the LGBTI rights they are striving to enhance.

**Local ownership/ability to influence project design and delivery:** LGBTI groups receiving either funding or services have the power and ability to influence and co-design project design and delivery.

**Local ownership/ability to influence strategy of intermediaries and funders:** LGBTI groups receiving either funding or services have the power and have the capacity to influence and co-design the overarching policy and strategy that directs

the funding. This did not happen in any of the case studies researched for this report.

**Power analysis:** Stakeholders have a realistic understanding of how power plays out in the global relations between the North, South and East and actively address power differentials in the structure of the partnership.

**Sensitive and adaptable to local political, economic and cultural context:** Stakeholders are able bring an awareness of the wider, local political, economic and cultural context and adapt to these conditions.

**Flexible funding:** Funders are responsive to grantees' needs to change funding.

**Manageable reporting and monitoring and evaluation (M&E) burden:** Funders ensure there is not an unreasonable reporting and M&E burden on grantees.

**Intermediaries which have the following characteristics:**

- Established relationships with LGBTI groups in the Global South and East.
- Grant-making skills and a proven grants strategy.
- Effective organizational capacity and infrastructure to manage money.
- Excellent relationship management capacity.<sup>1</sup>

This report highlights that the partnerships among government funders, intermediaries and LGBTI groups in the Global South and East varied by perspective. Though all parties we spoke to want to see partnerships that enable the conditions for success, the case studies show that this was not how all the parties experienced the intermediary funding structure. Intermediary

<sup>1</sup> Building on list in SMARTER RELATIONSHIPS, BETTER RESULTS: Making the most of grantmakers' work with intermediaries, from Grantmakers for Effective Organizations, p. 6.

organizations and LGBTI groups emphasized the desire for increased transparency about how and why funding flows between donors and grantees, both intermediaries and CSOs on the ground.

This report stresses the need to complement emergency, short-term funding strategies with longer-term investments in LGBTI movement building in the Global South and East. Strategies for building movements will require government donors to provide multi-year, more flexible grants that not only fund projects, but also invest in core funding for growing organizational infrastructure and capacity and the movement building that flows from that.

Finally, and most importantly, it's crucial that it is a genuine partnership between LGBTI CSOs in the Global South and East and both intermediaries and government funders, where power dynamics are transparent and equal, and where CSOs can not only co-design project design and implementation, but also overarching funding policy and strategy.

The report outlines recommendations for further discussion and action and these are summarized below:

- Increase alignment between governments' funding priorities for LGBTI work in the Global South and East with the stated priorities of LGBTI groups on the ground in the Global South and East.
- Investigate how governments may effectively engage LGBTI groups on the ground in the development of overarching policies and strategies that direct funding programs.
- Create mechanisms for leading intermediaries who generate successful partnerships and outcomes to have a critical role in the development of government policy-making on funding for LGBTI work in the Global South and East.

- Develop capacity building pathways for LGBTI groups on the ground, marked by critical "graduation" points, with the ultimate goal of accessing government funding directly. Further, let LGBTI groups rather than funders define these critical "graduation" points.
- Ensure there are ongoing opportunities for the Global North to learn and incorporate innovative practices from the Global South and East and that there is full acknowledgement of the Global South's ownership of these practices.
- Increase transparency of funding agreements between donors and CSOs by incorporating co-designed transparency guidelines.
- Include cost analysis in governments' assessments of how to fund particular projects.



# Introduction

## Purpose of the Report

The purpose of this report is to identify and discuss government funding case studies that yield good practices, lessons learned and opportunities for funding LGBTI groups and movements in the Global South and East. In particular the report looks at that various partnership models where governments, work with intermediaries to channel money and provide support, to LGBTI groups on the ground.

## General situation of LGBTI people in the Global South and East

LGBTI issues increasingly are being discussed in a more transparent manner, with notable progress being made in some countries in the Global South and East. LGBTI people, however, continue to face discrimination and are at higher risk of violence (due to their non-conforming sexuality and gender expressions) from families, society and governments. Homosexuality remains illegal in 79 countries, carrying the death penalty in eight of these nations, with few countries recognizing the rights of transgender people. Gender non-conforming people are often arrested or prosecuted, either for cross-dressing or “indecent behavior” which a number of countries criminalize, or are accused of taking part in illegal same-sex sexual activity. As a result, LGBTI people in the Global South and East are unable to access the same rights and services as other citizens of their countries.

## State of the Field: The flow of LGBTI Funding from the Global North to the Global South and East

Given the lived experiences of LGBT people in the Global South and East, government donors and foundations in the Global North have increasingly committed to funding LGBTI organizations and individuals in the Global South and East over the last ten years. (Funding for Intersex groups, even from foundations, has been a much more recent phenomenon.) In order to distribute this funding effectively, governments and foundations in the Global North have entered into partnership arrangements with intermediaries.

The Arcus Foundation's report, *Expanding Global Philanthropy to Support the Human Rights of Lesbian, Gay and Bisexual and Transgender People*, noted in 2009 that there was a need to see LGBT rights as human rights and that this view should be accompanied by increased funding for LGBT rights groups in the Global South. It also noted that there was a relatively low understanding of how governments and foundations in the Global North identify LGBT groups that were formally registered organizations, had nonprofit status and had developed organizational infrastructures. In addition, the LGBT groups struggled to access funding from foundations, let alone governments and/or international aid agencies.

The report, *Mobilizing Resources for the Human Rights of Lesbian, Gay and Bisexual and Transgender People: Challenges and Opportunities*,<sup>2</sup> again by the Arcus Foundation in 2009, identified four types of challenges that limited funder support in this field: logistical barriers; conceptual challenges (ways in which funders think about LGBT human rights issues that discourage them from supporting this work); strategic challenges (trade-offs funders are obliged to consider when changing resource allocation); and institutional challenges (for example blocking at the staff or board level that stems from organizational dynamics or biases). **In response to these challenges they recommended four activities in the short-term to attract more resources for LGBT human rights work in the Global South and East: engage in targeted peer-to-peer networking to encourage new funder participation in work; advance the human rights of LGBT people; build the capacity of funding intermediaries in the Global North and in the Global South and East; and develop effective strategies to increase funding from government donors.**

Much work has been done to address these challenges by many organizations and networks. The cross-sector Conferences to Advance the Human Rights of and Promote Inclusive Development for Lesbian, Gay, Bisexual, Transgender, and Intersex (LGBTI) Persons in Stockholm in March 2010, Berlin in December 2013, and Washington, DC in November 2014 have been a mechanism through which progress has been tracked and pushed forward. This report has been commissioned by the Global Philanthropy Project (GPP) to be presented at the next conference in Montevideo in July 2016.

The amount of money flowing to LGBTI organizations in the Global South and East has increased and the work has become more targeted and sophisticated. The report looks at 10 case studies of the partnerships used to

both to distribute this funding, and to provide capacity-building and other support to the individuals and organizations receiving it. In the case studies we look at the following elements: who is involved (which government donors, which implementing partner (intermediary) and which groups on the ground); the funding and funding modalities; what issues were addressed; which populations were targeted; what approaches were used in the work; what geography was targeted; what the goals of the project were and what was the impact; what was the partnership structure; the impact of the local political context and whether or not various conditions for success were present.

We would note that the terminology shifts backwards and forwards in this report from LGBT to LGBTI. This reflects its usage by the organizations themselves, and by interviewees. The report as a whole focuses on the issue from the point of view of lesbians, gay men, bisexuals, trans people, men who have sex with men and Intersex people, and we have aimed to present a wide spectrum of views on the funding challenges for all within the case studies.

<sup>2</sup> <http://beta.arcusfoundation.org.s3.amazonaws.com/wp-content/uploads/2009/01/Mobilizing-Resources-Arcus-Parkhurst-Johnson-2008.pdf>

# Analysis & Recommendations

## Benefits of Strong Partnerships between Global North governments, Intermediary Organizations and Global South and East CSOs

Governments and private philanthropy (both foundations and individuals) often partner with intermediary organizations to convey funds to organizations which they cannot fund directly and maximize on these intermediaries' specific expertise, relationships, networks and experience. Intermediaries distribute financial resources through the mechanism of re-granting and provide additional financial and non-financial support activities to grantees, including but not limited to building the capacity of their grantees by building infrastructure that strengthens an area of work and engaging in field-building activities by carrying out research, developing advocacy tools, advocating on a topic area, and providing rapid response security grants to individual Human Rights Defenders. The case studies in this report show how effective these partnerships can be, but also the challenges inherent in them.

Some government donors have effectively engaged directly with LGBTI CSOs in the Global South and East, rather than via an intermediary partnership. The Swedish government has worked closely with the Coalition of African Lesbians (CAL). In addition, the Arab Foundation for Freedoms and Equality and UHAJ are currently partnering with Global North governments. Some Global South and East LGBTI organizations want to have a direct relationship with Global North governments in order to influence the policies that underpin

funding priorities.

## Benefits

### LGBTI expertise and experience:

LGBTI intermediaries know the issues and bring their years of advocacy and capacity-building experience. In the Blue Diamond Society (BDS) case study from Nepal, both the intermediary and CSO are LGBTI organizations. From BDS' point of view, it was important that Landsforeningen for lesbiske, homofile, bifile og transpersoner (LLH)<sup>3</sup>, was an LGBTI organization familiar with the issues they were grappling with. This changed when BDS worked with the Norwegian embassy, where relationships were excellent but it still took time to bring them up to speed on the issues. A concurrent challenge is when an intermediary does not have this experience and expertise and relies on LGBTI allies to get them up to speed, without their being part of the formal partnership.

### Grantmaking experience:

Intermediaries often have extensive grantmaking experience and expertise. They are also more able than governments to administer small to medium size grant programs than governments do. They have relationships on the ground with activists and key populations. In the LGBTI Global Development Partnership case study, the Astraea Lesbian Foundation for Justice brought decades worth of LGBTI grantmaking experience to the Partnership.

<sup>3</sup> LLH is now known as FRI - Foreningen for kjønns- og seksualitetsmangfold / FRI - The Norwegian Organization for Sexual and Gender Diversity



## **Managing risk:**

Engaging directly with marginalized LGBTI communities experiencing stigmatization and criminalization, working in environments of extreme homophobia can be risky for governments. Partnering with an intermediary organization can decrease governments' risks as intermediaries take responsibility for program management.

## **Managing reporting and monitoring and evaluation (M&E) requirements:**

CSOs interviewed for this report shared that partnering with intermediaries can be very useful, especially when having to comply with governments' funding accountability requirements such as grant management and M&E. In the Blue Diamond Society (BDS) case study, LLH supported BDS with monitoring and evaluation reporting. Dignity for All consortium partners shared that given the burdensome reporting requirements for emergency funding directly to individuals, working closely with Freedom House to develop systems for reporting and monitoring was extremely helpful.

## **Negotiating with governments:**

Even when CSOs have the capacity to partner directly with government funders, in some instances, they may find it more beneficial to work within an intermediary framework as they negotiate with a funder, such as the need to change direction and shift the terms of the original proposal, as an intermediary takes on the direct negotiating role in such a scenario.

## **Bringing specific area expertise:**

Government donors involved with two of the largest projects presented in this report, Dignity for All and Increasing the Capacity of Local Human Rights Defenders to Document Violations against LGBT Individuals and Communities in Southern Africa, partnered with Global North organizations to function as intermediaries.

Organizations were selected because of their specific expertise: Freedom House's experience with emergency funding management and government grant compliance, reporting, monitoring and evaluation for Dignity for All, and Benetech's extensive technical and human rights documentation training and implementing experience for Increasing the Capacity of Local Human Rights Defenders. Both intermediaries did not have prior, extensive experience focusing on LGBTI rights prior to these projects. While they experienced a steep learning curve during the first year, both demonstrated a responsive approach throughout the project, adapting inputs and supports according to the needs of partners.

## **Foundations can reach communities and geographies that governments can't:**

This can occur for a number of reasons, for example restrictions on foreign aid, or working with more marginalized communities.

## **Developing international development capacity:**

The LGBTI Global Development Partnership case study exemplified how a government donor/ intermediary partnership increased the capacity in the LGBTI community in the Global North to implement international development work.

## **Engage in LGBTI policy-making in a new way:**

Intermediary organizations were clear that these partnerships give them an opportunity to engage directly with funders, and so opportunities to influence overarching funding policy and strategy. The Astraea Foundation staff noted that the project provided the opportunity to enter the policy space in an authoritative way, incorporating learnings from negotiations with government donors with the ability to balance program outcomes with an intimate knowledge of and history with the community.

## **Overcoming suspicion of Western governments:**

Due to the historical context of decades of colonialism, war, and the United States and European governments' political interferences in the Global South and East, LGBTI communities are at times wary of working with Western governments, and/or Global North CSOs. Allowing for time for relationship building via intermediaries prior to engagement and program implementation is critical to building trust and authentic relationships. This is illustrated in the case study focusing on the work of MicroRainbow International in Rio de Janeiro, Brazil.

## **Challenges**

### **Decision-making power – no co-design at the funding policy/strategy level:**

The case studies show that there are strong examples of grantees and/or partner CSOs in the Global South and East co-designing projects and their implementation. However, we did not find any example of where grantees and/or partner CSOs were able to influence, let alone have decision-making power over, the overarching funding policy and/or strategy. Some CSOs in the Global South and East see a direct funding relationship with a Global North government as a key way to begin this process.

### **Short-term and funding in too small amounts:**

The research highlights the need to complement emergency funding strategies with longer-term investments in LGBTI movement building in the Global South and East. Strategies for building movements will require government donors to provide multi-year, more flexible grants in addition to funding projects. Further, there is a need for core funding, at a larger scale to enable organizations to move beyond the foundational phase. For example, one interviewee notes how many African organizations only ever receive small grants and so the founder can't move on.

The organization gets trapped and can't grow.

### **Levels of transparency:**

During the research phase for this report, it was challenging to access figures on (1) the amount of funding available from Global North governments for Global South and East LGBTI groups as well as, (2) the specific sizes of grants, (3) the amount of funding that government donors allow for intermediaries for program costs, (4) management and M&E requirements, and (5) total amounts granted to LGBTI groups. LGBTI groups that we spoke to in the Global South and East would like more transparency in these areas. This lack of transparency underscores the power differentials among funders, intermediaries and LGBTI organizations in the Global South and East and shows that this is a challenge that continues to exist.

### **Continued struggle to get government funding to more marginalized groups within LGBTI movement:**

It remains challenging for marginalized groups within the LGBTI movement (LBQ women, trans, Intersex led organizations and organizations working with sex workers) to access government human rights funding. The case studies show how much more prevalent work with other populations is. For example, though there has been a relatively recent shift in terminology from LGBT to LGBTI, the funding of Intersex activism and advocacy is still small-scale. The Astraea Lesbian Foundation for Justice launched the Intersex Human Rights Fund in 2015.<sup>4</sup> The goal is to support organizations, projects and timely campaigns led by intersex activists. Intersex activists have said that it's crucial that funding for and organizing around Intersex issues has to be Intersex led. There's a recent trend for LGBT organizations to begin to work on Intersex issues without ensuring that the work is Intersex led, and so as governments expand further into this work, it will be crucial to ensure that funding for

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<sup>4</sup> <http://www.astraeafoundation.org/apply-for-a-grant/intersex-human-rights-fund>

this work goes to projects that are Intersex led.

### Partnership complexity:

Intermediaries and CSOs also described the challenges of working in this type of partnership. Often there are competing priorities when working with multiple government funders and structures, which can require substantial time to manage especially at the beginning of a partnership.

## Conditions for Success

The research for this report showed that there were pros and cons of the various models that enabled funding to flow effectively and efficiently from governments in the Global North to LGBTI groups in the Global South and East. This did not mean they were all equally effective, but more that the challenges that governments donors face in how to do this work well cannot all be solved by selecting exactly the right model.

The research showed that how governments, its partner intermediaries and LGBTI groups in the Global South and East approached the challenge was just as, if not more, important. This finding surfaced multiple times throughout the case studies research, in wider interviews and in research that preceded this report. For example, Elizabeth Mills, from the Institute of Development Studies in the United Kingdom, noted that they had seen this work most likely to be successful when there is a coordinated internal strategy within the funding organization; when there is top level support and championing of this work inside the funding organization; where there is a coherent conversation that takes place across funding organizations and where organizations that are providing funding and where the funder creates agile funding mechanisms for short, mid, and long-term funding. The report from the German Institute of Human Rights, *Just head-banging won't work: How state donors can further human rights of LGBTI in development cooperation and what LGBTI think about it*, made a series

of recommendations on how donors and development cooperation agencies could better work on issues related to sexual orientation and gender identity (SOGI) in the Global South and East. These were not phrased as "conditions for success," but did recommend a series of improvements to how funding organizations approach this work, for example, "Walk the talk" – that there should be an internal staff policy that explicitly addresses discrimination based on sexual orientation and gender identity.

Going into the case study research, therefore, we were interested in both how government/intermediary partnerships were structured but also how these partners worked with LGBTI grantees. The research found that the following conditions must be present in any partnership to increase the likelihood of success:

#### High-level, political commitment in

**government:** There is support at the highest levels in the government funder, including Ministerial-level support.

#### Coordinated government strategy

**that takes a broad approach:** There is overarching policy and strategy that coordinates government support, rather than work on LGBTI rights coming from only one part of government and not formally linked to wider work, including but not limited to international development, public health etc.

**Champion inside government:** The work is driven forward by at least one senior-level champion within government.

#### LGBTI-inclusive staff policy in all organizations: Local ownership/ability to influence project design and delivery:

LGBTI groups receiving either funding or services have the power and are enabled to influence and co-design project design and delivery.

### **Local ownership/ability to influence strategy of intermediaries and funders:**

LGBTI groups receiving either funding or services have the power and are enabled to influence and co-design the overarching policy and strategy that directs the funding. This did not happen in any of the case studies researched for this report.

**Power analysis:** Stakeholders have a realistic understanding of how power plays out in the global relations between the North, South and East and actively address power differentials in the structure of the partnership, decision-making, funding, project delivery and monitoring and evaluation.

### **Sensitive and adaptable to local political, economic and cultural context:**

Stakeholders are able to adapt to dynamic conditions on the ground and bring an awareness of the wider, local political, economic and cultural context.

**Flexible funding:** Funders are responsive to grantees' needs to change funding and/or project direction to respond to the dynamic conditions on the ground. In addition, funders create agile funding mechanisms for short, intermediate, and long-term funding.

**Manageable reporting and monitoring and evaluation (M&E) burden:** Funders ensure there is not an unreasonable reporting and M&E burden on grantees.

### **Intermediaries which have the following characteristics:**

- Established relationships with LGBTI groups in the Global South and East.
- Grant-making skills and a proven grants strategy, such as well-developed scouting that identifies emerging groups that are prospective

grantees.

- Effective organizational capacity and infrastructure to manage money.
- Excellent relationship management capacity.<sup>5</sup>

The research surfaced that the partnerships between government funders, intermediaries and LGBTI groups in the Global South and East looked quite different from each point of view. All parties want to see a partnership that enables the conditions for success- for example, when partners co-design both the overarching strategy/policy and project design and delivery, there is trust and transparent power relationships, and each partner brings key resources to the table that would not be available if they were not there. However, currently this is not how all the parties experience the intermediary funding structure.

<sup>5</sup> Building on list in SMARTER RELATIONSHIPS, BETTER RESULTS: Making the most of grantmakers' work with intermediaries, from Grantmakers for Effective Organizations, p. 6.

### DIAGRAM 1. Influence and learning flow in all directions between Global North Government, Intermediary, and Grantee.

Diagram 1: Influence and learning flow in all directions, with each partner able to influence the goals of the other. Conditions for success are in place. In particular, the grantee can have a direct relationship with the government funder, should they choose to. The intermediary is the bridge between partners.



### DIAGRAM 2. Global South and East Grantee cannot influence overarching funding strategy/policy of Global North Government.

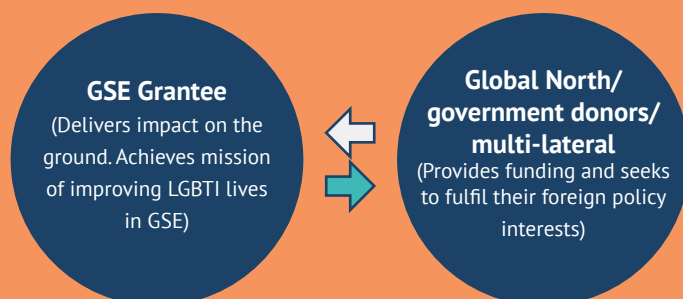
Despite the benefits of working with effective intermediaries and the ability of LGBTI groups on the ground in the Global South and East to influence project design, they noted that they were not able to influence the overarching funding strategy/policy of the government funder. They more often experienced a structure where they were able to influence the intermediary but not the government, as outlined in diagram 2.

However, in this example, many of the other conditions for success are in place, and often LGBTI groups viewed these partnerships pragmatically noting that the intermediary played a key role in educating the government funder on their work and mediating government policy, structures and regulations on their behalf. In addition, for small to medium sized groups, and/or embryonic groups, it did not make sense to engage directly with a government funder because of the complexity around navigating funding application processes and reporting. Here intermediaries can play a key role in supporting nascent or emerging movements and leadership.



### DIAGRAM 3. Global South and East Grantee has direct funding relationship with Global North Government.

Some LGBTI organizations in the Global South and East preferred not to work with intermediaries. Two reasons were given for this. First, LGBTI groups in the Global South and East saw that it was crucial for them to influence directly the overarching funding strategy/policy of the government funder, so as to have an impact on their foreign policy interests. Second, some organizations thought that it was important, in order to build LGBTI institutions and movements in the Global South and East, that organizations be supported to scale up their work and were concerned that intermediaries' small to medium sized grants prevented this from happening. They preferred a model like the one illustrated in diagram 3.





## Recommendations

Given these findings, the following recommendations are proposed for further discussion and action:

**Increase alignment between governments' funding priorities for LGBTI work in the Global South and East with the stated priorities of LGBTI groups on the ground in the Global South and East.**

**Investigate how government may effectively engage LGBTI groups on the ground in the development of overarching policies and strategies that direct funding programs.**

**Create mechanisms for leading intermediaries who generate successful partnerships and outcomes to have a critical role in the development of government policy-making on funding for LGBTI work in the Global South and East.**

**Develop capacity building pathways for LGBTI groups on the ground, marked by critical "graduation" points, with the ultimate goal of accessing government funding directly. Further, let LGBTI groups rather than funders define these critical "graduation" points.**

**Ensure there are ongoing opportunities for the Global North to learn and incorporate innovative practices from the Global South and East and that there is full acknowledgement of the Global South's ownership of these practices.**

**Increase transparency of funding agreements between donors and CSOs by incorporating co-designed transparency guidelines.**

**Include cost analysis in governments' assessments of how to fund particular projects.**

# Intermediary Models & Case Studies

## Introduction

Governments in the Global North use a variety of different intermediary models to support the development of, and channel money to LGBTI individuals and organizations in the Global South and East. All the funding partnership models and approaches have strengths and weaknesses.

The ten case studies of funding from governments and foundations in the Global North<sup>6</sup> to LGBTI organizations in the Global South and East examined in this report include both partnership models where intermediaries distribute funding, and provide capacity-building and other support to individuals and organizations and direct funding to groups on the ground. The case studies illustrate the range in scale and complexity of initiatives and programs, including large and complex partnerships with multiple government donors, matched dollars from private and public foundations, and partnering with numerous CSOs to implement programs in multiple countries.

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<sup>6</sup> While the Global Equality Fund includes donor countries from the Global South and East, its major donors are from the Global North and the fund is managed by the USA Department of State.



Photo courtesy of Blue Diamond Society

## 1. Partnership between a Global North government and a national LGBTI organization in the same country.

- The Global North government works in a close, strategic partnership with Global North national LGBTI organization who in turns works with and re-grants to a local LGBTI organization(s) in Global South and East.
- The government and the local LGBTI organization in Global South and East can benefit from the LGBTI expertise held by the intermediary.
- The government has a high level of trust in the advice and capacity of their national LGBTI organization. Relationships tend to be very close.
- There can be strong synergy between improvements in national LGBTI rights and international work enhancing both.
- It may be that the close relationship between the national LGBTI organization and the government and the financial dependency inherent in that means that the national LGBTI organization does not have full rein to challenge the policy of the government.
- Some national LGBTI organizations have developed their international work relatively recently, and may also be relatively small compared to mainstream international development NGOS and so have less experience and capacity that may inhibit impact.



## Case Study A: Fighting the “Gay Propaganda” Law in Kyrgyzstan

### 1. Partnership between a Global North government and a national LGBTI organization in the same country.

#### I. Partners:

**Funder:** Dutch Government

**Civil Society Organizations:** COC Netherlands, Labrys and Kyrgyz Indigo in Kyrgyzstan

#### II. Region:

Central Asia: Kyrgyzstan

#### III. Background:

In 2014, members of the Kyrgyz Parliament proposed a draft law that would criminalize the dissemination of any information that might engender a positive attitude to “non-traditional sexual relations,” that is, a “gay propaganda” law like the one passed by the Russian Duma in 2013. The draft law included restrictions on mass media and peaceful assemblies, and prohibited any public mentioning of homosexuality, including reporting on human rights violations against LGBT communities. Activists noted that the draft law would violate articles of the Kyrgyz Republic’s Constitution including the right to access information, the right to freedom of peaceful assembly and the right to be free from discrimination. It would also violate Kyrgyzstan’s international human rights obligations under the ICCPR, CEDAW and UNCAT. LGBT organizations, and other human rights organizations working to protect LGBT rights, would be at risk of becoming criminalized if the law were passed.

LGBT activists in Kyrgyzstan acted immediately to challenge the draft law. Labrys and Kyrgyz

Indigo formed a Coalition for Justice and Non-discrimination made up of over 20 members including mainstream human rights organizations and individual human rights, gender and media experts. (COC Netherlands is an observing member of the Coalition.) The Coalition worked with allies to develop analyses of the law which could be used to undermine its progress and made public appeals to national and international stakeholders.

#### IV. Leveraging Relationships:

When the draft law was announced, COC Netherlands consulted with Labrys and Kyrgyz Indigo and agreed that they should make a major revision to their 2014 work plan, and shift to challenging the law. This flexibility enabled them to respond to the crisis straight away. It was crucial that the human rights response to the draft law, and Dutch support, not be perceived as a foreign interference. As a result, COC Netherlands supported in-country partners Labrys and Kyrgyz Indigo to take the lead in cooperation with the Coalition. As a member of Labrys noted, “They want to know what the organizations think is important to do. They don’t dictate.” This was supported by the Dutch Ministry of Foreign Affairs, “There is no point in being very rigid when it turns out that rigidity leads to money being wasted, or when it doesn’t go to where it’s most needed in that particular moment. We want it to be targeted effectively.”

In the summer of 2014, Labrys organized a consultative meeting with LGBT activists from Russia, Ukraine, Moldova, as well as members of the Coalition in Kyrgyzstan, to develop a more

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comprehensive strategic plan for how to best react to the anti-LGBT draft law. The strategy was based on lessons learned from a previous fight against laws on administrative liability for sex work in Kyrgyzstan;<sup>7</sup> from COC’s experience of lobbying and advocacy in the Netherlands and experiences in these other Eastern – “East-to-East exchange.”

Labrys, Kyrgyz Indigo and the wider coalition mobilized the LGBT community to work both publicly and diplomatically behind the scenes to challenge the draft law. The public work included:

- Getting people to write postcards to parliamentary members who proposed the anti-LGBT law saying why the law should not be passed;
- Working with PEN International in Kyrgyzstan who adopted a resolution,<sup>8</sup> for the first time in its history, denouncing anti-LGBT laws which was presented to the Kyrgyz President in person;
- Organizing an extensive lobby of representatives of the President’s Office, the Parliament, and international actors in Kyrgyzstan including embassies and international NGOs;
- Submitting reports on documented human rights violations to national offices of international Human Rights protection mechanisms, for example the Universal Periodic Review, the CEDAW Committee, the Human Rights Committee (ICCPR), and the Human Dimension Implementation

Meeting of the OSCE;

- Participating in a documentary produced by World Bank’s Sexual Orientation Gender Identity (SOGI) taskforce on the anti-LGBT draft law;<sup>9</sup> and
- Launching the #supportLGBTkg public campaign, inviting citizens all over the world to support the fight against the anti-LGBT draft law in Kyrgyzstan by posting pictures with slogans on social media and writing letters to Parliament and the President.<sup>10</sup>

The behind the scenes work included:

- Organizing meetings with multilateral organizations in Kyrgyzstan and abroad to raise their awareness about the draft law, for example the Parliamentary Assembly of the Council of Europe (PACE);
- Asking the EU mission in Kyrgyzstan to raise the issue during their human rights dialogues with the Kyrgyzstan government.

In 2014, the Dutch Embassy in Kazakhstan supported two members of Labrys to visit the Netherlands. COC Netherlands organized meetings for the Kyrgyz LGBT activists at the Dutch Ministry of Foreign Affairs to share and exchange information and increase mutual understanding. COC Netherlands and the Kyrgyz LGBT activists also organized a demonstration at the Homo monument in Amsterdam on International Human Rights Day. More than 200 people turned up, and demanded that the Kyrgyz Parliament and the President withdraw the draft law. Bridging the Gaps (BtG) made a short film about the situation in Kyrgyzstan regarding the

7 Which was led by a sex worker community based organization in Kyrgyzstan called Tais Plus (another BtG in country partner of ITPC and AFEW Kyrgyzstan) and fully supported by Labrys and Kyrgyz Indigo.

8 <http://www.pen-international.org/wp-content/uploads/2014/10/18.-RESOLUTION-on-Anti-LGBTQI-Legislation-which-Restricts-the-right-to-Freedom-of-Expression.pdf>

9 <https://youtu.be/ljVhAsgfqME>

10 <http://www.labrys.kg/ru/media/gallery/full/10.html>



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draft anti-LGBT law and interviewed the activists. This video was launched on the BtG website, Facebook page and YouTube.<sup>11</sup>

In November 2014, COC Netherlands co-funded and organized a strategy meeting of Central Asian LGBT activists, including the BtG in-country partners, and potential donors to explore opportunities for more concerted efforts in the region.

#### V. Challenges:

Staying safe during this work was a major risk for these activists, organizations and the wider community. Once the draft law began to move through Parliament, some LGBT residents were treated as if the law was already in place with police attempting to arrest and fine people under the legislation.<sup>12</sup> “That’s the problem with this kind of these draft laws. It gives the green light to homophobia and hatred.” Labrys and Kyrgyz Indigo strengthened their security procedures. Both of the organizations conducted awareness raising seminars for LGBT communities on the consequences of the draft law and safety measures. In April, 2015, the Labrys building was attacked with Molotov cocktails. No one was injured but the building was badly damaged and the organization had to move premises. COC Netherlands agreed that the 2015 grant could be re-directed as well, in order to support the move. In May 2015, a closed event Labrys organized was attacked and since then they haven’t organized public or even closed events because of the security threat.

The wider context in Russia and Central Asia had a major impact on this project. A key anti-gay message in Kyrgyzstan, accompanying the introduction of the “gay propaganda” law, was that LGBT rights were not authentic to the culture. However, as one Labrys activist pointed out, before the draft law, “we produced brochures, a website, wrote books, and engaged with people and talked about sexuality, gender, disability and other issues. It’s never been a problem. Most people are open to talking about issues. So this was clearly fabricated in 2014.” Around the same time, similar laws were proposed in other Central Asian countries intending to join the Customs Union with Russia, following Russia’s lead. Central Asia is dominated by Russian media where it streams for free, and which portrays the West as a decaying, immoral place, embodied by gay rights like the right to marry.

Although homosexuality in Kyrgyzstan was decriminalized in 1998, LGBT people in Kyrgyzstan still faced negative stereotyping, stigmatization and direct discrimination. When the draft law was proposed in March 2014, COC Netherlands was already supporting in-country partners in Kyrgyzstan, Labrys and Kyrgyz Indigo, to promote the human rights of LGBT communities. COC Netherlands built the capacity of in-country partners by delivering and funding workshops on organizational development, community empowerment, health and rights. They also connected local activists to work with UN treaty bodies and other multilaterals. For example, during high level meetings in Geneva in 2012, 2013 and 2014, COC Netherlands trained and coached 10 activists from Kyrgyzstan on how to lobby policy-makers including training

<sup>11</sup> <https://youtu.be/v1TUXjSzkH8>

<sup>12</sup> <http://www.advocate.com/commentary/2015/10/06/asian-antigay-bill-could-have-global-repercussions>

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on doing elevator pitches, writing fact sheets and one-pagers, and proposing concrete actions to fight human rights violations against the LGBT community.

#### VI. Successes:

COC Netherlands and Labrys and Kyrgyz Indigo had a close and productive relationship, and COC’s support was flexible and responsive. It was noted that it would ideally be better to not have an intermediary because a certain percentage of the funding stays with them. “...in an ideal world, it would be great to have a direct relationship with funders themselves.” However, given the political reality on the ground, it works better to have an intermediary. “Because getting money directly from the US or Dutch [government] in post-Soviet state would put you in danger of being labeled a foreign agent. For many people it looks like you’re trying to undermine the political system.”

Labrys found COC Netherlands’ monitoring and evaluation requirements reasonable, pointing out that they provided M&E support including regional workshops on how to do it. From 2006 – 2011, COC Netherlands held Project Taskforce Meetings, where regional Executive Directors would gather with their coordinators from COC Netherlands and discuss any problematic issues including budget and M&E questions. This support will continue in the new phase of BtG.

The funding for this project came through the Bridging the Gaps (Phase I) program.<sup>13</sup> Bridging the Gaps – health and rights for key populations, which was a joint initiative of more than 90

community-based organizations which collaborate with four Dutch NGOs, COC Netherlands, Aids Fonds, AFEW (AIDS Foundation East and West) and Mainline (a Dutch organization that aims to improve the health and quality of life of drug users), and with five global networks, the Global Network of People Living with HIV (GNP+), International Network of People who Use Drugs (INPUD), International Treatment Preparedness Coalition (ITPC), Global Forum of MSM and HIV (MSMGF), and Global Network of Sex Work Projects (NSWP). The work was funded by the Dutch Ministry of Foreign Affairs. These organizations partner with grassroots organizations across the world. The program addressed the common challenges faced by sex workers, people who use drugs and lesbian, gay, bisexual and transgender people in terms of human right violations and accessing much needed HIV and health services. The vision was to see a society where sex workers, LGBT people and people who use drugs are (sexually) healthy, have their human rights fully respected and are in control of their livelihoods. This case study is of one projects which COC Netherlands ran under the Bridging the Gaps program.

COC Netherlands and the Dutch government worked closely together throughout the BtG program. In this particular case, the COC Netherlands was in regular contact with the LGBT policy officer at the Ministry for Foreign Affairs to share information about the latest developments related to the anti-LGBT draft law. They discussed the most effective approach, with COC Netherlands ensuring that these were in line with the strategies of the LGBT movement in Kyrgyzstan, and the Ministry for Foreign Affairs presenting international opportunities for the

<sup>13</sup> BtG Phase II began in 2016.

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Dutch government to raise concerns about the anti-LGBT law, for example at meetings of the Council of the European Union – Working Party on Human Rights (COHOM). COC Netherlands also worked closely with the relevant Dutch embassies, e.g. in Geneva and Warsaw, to offer Kyrgyz LGBT activists a stage abroad where they could inform an audience of interested diplomats about the human rights violations surrounding the draft law. Labrys was also in regular contact with the Dutch Embassy in Kazakhstan, which carries responsibility for Kyrgyzstan as well.

The Dutch Ministry of Foreign Affairs has a human rights fund and embassies are encouraged to look for local partners to do human rights work. LGBTI rights are one of the key priorities in the human rights fund. The embassies provide the Ministry of Foreign Affairs with crucial information about the, current, deterioration in the rights of LGBTI people on the ground which helps develop the policy responses at the Ministry level. The Dutch government has strong policy and legislative support for LGBTI rights both nationally, and internationally, in terms of its diplomacy and international development work. Equal rights for LGBTI people is one of three core priorities within the Ministry for Foreign Affairs’ human rights policy. There is strong political support in the national parliament for LGBTI issues both nationally, where the Netherlands was a leader in legislating for gay rights in key areas such as employment and housing, and internationally where there is a strong political commitment to protect LGBTI rights on the ground around the world.

The Dutch Ministry for Foreign Affairs has a SOGI inclusive staff policy and an internal

LGBTI Network which was launched in 2015. It was launched by the Secretary General which shows the high level of political support and commitment on LGBTI issues. On the International Day Against Homophobia, Biphobia, and Transphobia, the Ministry raises rainbow flag at the Ministry in order to raise awareness. “If you say this is how it should be externally, you should make sure your internal policies are consistent with that.”

As of April 2016, the draft law has not been passed. It remains in the sub-committee discussion stage. The Coalition has expanded its focus from a single-issue focus on the anti-LGBT law to issues such as the ‘Foreign Agent Act’, which limits the operations of NGOs, or the draft law on administrative liability for sex work that resurfaced 2015. Labrys and Kyrgyz Indigo now work more closely together, and their work in the coalition, along with other key allies, has built a stronger LGBT movement in Kyrgyzstan, Eastern Europe and Central Asia. This cooperation has also yielded more funding opportunities for both organizations that have in the last three years significantly diversified their funding portfolio to include the US State Department, US, Dutch and Norwegian embassies, Sigrid Rausing Trust, Freedom House and the UN.

## Case Study B: Supporting LGBTI Rights in Nepal

### 1. Partnership between a Global North government and a national LGBTI organization in the same country.

#### I. Partners:

**Funders:** Norwegian government via the Ministry of Foreign Affairs and the Norwegian Agency for Development Cooperation (Norad)<sup>14</sup> between 2007 – 2012, first via LLH and from 2012 directly via the Norwegian embassy in Kathmandu.

**Civil Society Organizations:** LLH and the Blue Diamond Society.

#### II. Region:

Southeast Asia: Nepal

#### III. Background:

Established in 2001, the Blue Diamond Society (BDS) was founded by the Nepalese gay activist Sunil Pant. The BDS works with local communities and at the national level to improve the sexual health, human rights and well-being of sexual and gender minorities in Nepal including “third-genders”<sup>15</sup>, gay men, bisexuals, lesbians, and men who have sex with men. The BDS was established during Nepal’s civil war. Over the years it found ways to improve the lives of LGBTI people, to provide services for people with HIV/AIDS and to document the human rights violations suffered by sexual minorities. The BDS recorded that, between 2003 and 2006, at least 90 LGBTI people were attacked by security forces.<sup>16</sup> Nepal’s civil war ended with a peace agreement in 2006. This created opportunities for profound change, not least in terms of improving the legal

rights and status of sexual minorities. In 2007, Sunil Pant filed a case with the Supreme Court<sup>17</sup> asking that a person’s gender identity should be recognized as defined by them, and LGBT rights should be recognized and protected by the state. The Supreme Court agreed and required the government to scrap all discriminatory laws and practices. The BDS followed this ground-breaking legal decision with years of advocacy work to force the government to implement in full the Court’s decision.

There is much more that can be said about the BDS’ activism over the years, but this case-study will focus on the support and funding partnership that was built between the BDS, the Norwegian national LGBT organization LLH<sup>18</sup> and the Norwegian government both in Norway via the Ministry of Foreign Affairs (MFA), the Norwegian Agency for Development Cooperation (Norad)<sup>19</sup> and in Nepal via the Norwegian embassy. The case study will look at the period between 2007 and 2012.

#### IV. Leveraging Partnerships:

Sunil Pant was at an international conference in 2005 talking about their work and LLH was there too. At that time Nepal was in a state of emergency, with arrests and abuse of LGBTI people by the police. The BDS was documenting human rights violations and filing cases on them with the UNCHR. After the conference, LLH reached out to the BDS. LLH’s process for developing funding partnerships with LGBTI

<sup>14</sup> <https://www.norad.no/en/front/>

<sup>15</sup> The term used in Nepal for trans people.

<sup>16</sup> <http://www.caravanmagazine.in/reportage/spark>

<sup>17</sup> <http://www.gaylawnet.com/laws/cases/PantvNepal.pdf>

<sup>18</sup> LLH - Landsforeningen for lesbiske, homofile, bifile og transpersoner, now known as FRI - Foreningen for kjønns- og seksualitetsmangfold.

<sup>19</sup> <https://www.norad.no/en/front/>

## Case Study B: Supporting LGBTI Rights in Nepal

### 1. Partnership between a Global North government and a national LGBTI organization in the same country.

organizations in the Global South and East begins with them meeting with regional partners and asking them if there is potential for working together. LLH asks the groups on the ground what the needs in the region are. They choose partners based on mutual interest and where they can work together effectively. LLH sees itself as an LGBTI organization in the Global North which acts as a bridge getting political and financial support flowing to partners in the Global South and East from the Norwegian government. From the BDS' point of view, LLH understood what was happening in Nepal, and their support was timely.

When LLH began working with the BDS in 2006 there was no funding for this kind of work in Norway and this was LLH's first project of this kind. The initial grant in 2007 to the BDS was for 227,000 Norwegian Kroner, around \$30,000 US. The money for the BDS came through Norad<sup>20</sup> which is a directorate under the MFA. LLH invited the BDS to Norway in 2008 to talk to the Norwegian government and the Norwegian media. "They brought Nepal's LGBT issues to their government's attention." As LLH noted, the BDS very quickly produced excellent results which were compelling to the Norwegian MFA who had expected that it was going to be difficult to get political results on LGBT rights. The BDS's work showed them that it was possible to get recognition of LGBT rights on the ground, driven by local forces. From the BDS' point of view, the LLH funding was the first they had to support human rights and legal work rather than HIV work. After LLH had made this commitment, other funders followed, for example the Astraea

Lesbian Foundation for Justice.

LLH and the BDS developed a close and highly productive working relationship. It was important to the BDS that LLH was an LGBTI organization familiar with the issues they were grappling with. The BDS found them to be supportive, knowledgeable and flexible. LLH's goal is to respond to the needs on the ground that the groups define, noting "If people on the ground say a football tournament is the right way to go, we have said yes. The activity isn't the point. It's the human rights impact that leads to community mobilization, and strengthening that community." LLH supports the groups they work with M&E reporting. They provide advice on the least burdensome ways to manage the process and also do quality proofing.

When the BDS was working with, and funded by, LLH their work priorities shifted at various times to meet the current political needs. Prior to the Supreme Court decision the funding was for the litigation and training lawyers. In 2008, once the decision had been handed down, the funding went towards working on the Constituent Assembly, political inclusion for LGBTI people, working on legislation, the consultation on the constitution etc. "We defined this work and LLH was happy to fund it. They didn't blindly support us, but when we asked with the evidence they agreed." LLH was flexible: they made quick decisions and gave quick responses.

LLH currently has 4.5 people on the international team. They sub-grant grants of between \$1,000 and \$100,000 USD. Overall, less than a third of their international funding stays with LLH and two-thirds granted to groups on the ground in the

<sup>20</sup> <https://www.norad.no/en/front/>



## Case Study B: Supporting LGBTI Rights in Nepal

### 1. Partnership between a Global North government and a national LGBTI organization in the same country.

Global South and East.

The political context in Norway around LGBT rights had an impact on this project. The equal marriage law was going through parliament at the time and was passed in 2008<sup>21</sup> and there was a strong understanding in the wider population of the need to protect LGBT rights. Norway was very involved with international human rights issues in the UN Human Rights Council, and leading the bi-annual human rights defenders resolution in the UN. The MFA was clear that human rights issues also included LGBT rights. Norway was a driving force in the development of the UN SOGI Resolution in 2011. In 2009 the Ministry of Children and Equality led work by all Ministries to implement a National Action Plan for LGBT rights in Norway.<sup>22</sup> The MFA and Norad had to report to the Action Plan, to show what they were doing abroad, both in the UN, in embassies and through NGOs.

There was political support for international LGBT work at the top from the Minister for Development, the Minister of Foreign Affairs and senior leadership in other departments. International LGBTI work is based in the human rights and democracy section and led by a senior adviser who is the point person working for disability and LGBT rights. In 2009, the MFA produced “Promoting the human rights of LGBT – lesbian, gay, bisexual and transgender – people: Guidelines for systematising and strengthening

embassy efforts.”<sup>23</sup> This was followed-up in 2012 by “Human Rights, Sexual Orientation and Gender Identity: Guidelines for the Norwegian Foreign Service.”<sup>24</sup>

The high level political and institutional leadership was reflected in the work of embassies. As one interviewee noted, “Embassy staff were used to having these discussions at home, and taking LGBT rights in their family and in their home town for granted and then they went abroad and saw a very different reality. LGBT people were beaten in the streets and their governments were not doing anything to protect or support them.” Embassy staff increasingly included issues on LGBT rights in their political reporting to the Ministry, which triggered follow-up from the country desks in collaboration with the section for human rights in the MFA.

In terms of the MFA’s partnership with LLH, Norway has a foreign development tradition of collaborating with NGOs, using them strategically as their eyes and ears on the ground. However, their work with LLH went a step further than that. The MFA entered into a 3-year framework agreement with LLH that involved entering into a strategic partnership with LLH that was a new model for the MFA. “We used them for advice. We involved them in decision-making processes with the Minister and the State Secretary and the Department as a whole. When we travelled to international conferences we included them in the delegation with observer status. We prepared documents together. They were our ears and

<sup>21</sup> It was passed in June 2008 and came into effect on January 1st 2009.

<sup>22</sup> “Improving quality of life among lesbians, gays, bisexuals and trans persons 2009-2012.” Norwegian Ministry of Children and Equality (<https://www.regjeringen.no/en/dokumenter/improving-quality-of-life-among-lesbians/id673147/> )

<sup>23</sup> [https://www.regjeringen.no/globalassets/upload/UD/Vedlegg/Menneskerettigheter/Guidelines\\_HR\\_LGBT.pdf](https://www.regjeringen.no/globalassets/upload/UD/Vedlegg/Menneskerettigheter/Guidelines_HR_LGBT.pdf)

<sup>24</sup> [https://www.regjeringen.no/en/dokumenter/lgbt\\_guidelines/id723036/](https://www.regjeringen.no/en/dokumenter/lgbt_guidelines/id723036/)

## Case Study B: Supporting LGBTI Rights in Nepal

### 1. Partnership between a Global North government and a national LGBTI organization in the same country.

eyes to the ground. They gave us feedback on what would work and what wasn't working or was counterproductive in enhancing LGBT rights." They had local knowledge and trust among their partners, and therefore access to information not easily available to the MFA. It was clear year after year that their advice was good, it worked. We made the final decisions, but they were crucial."

One of the challenges of working on LGBT issues is that it is sometimes perceived as a "western concept." It was important for the MFA that the demand for LGBT rights came from country level. It was clear to the MFA/Norad that the BDS was leading a national movement for change.

#### V. Successes:

In 2009, LLH worked with the MFA on a pilot to make four embassies point embassies on SOGI issues, Kampala (Uganda), Nairobi (Kenya), Managua (Nicaragua) and Kathmandu (Nepal). LLH is clear about the benefits of validating and celebrating strong embassy based LGBTI work – their example spreads to other embassies and strengthens the work. In the pilot embassies, Ambassadors were clear that Oslo expected them to follow-up on the initiative. It mobilized resources, to some extent, and ensured a staff person was allocated with specific responsibility for this work. Staff aimed to link with other like-minded embassies and organizations on these issues, and to generate policy dialogue in addition to giving out grants. Embassies were encouraged to invite local LGBTI groups to discuss human rights issues along with other more mainstream human rights organizations, which gave the LGBTI groups legitimacy.

In Kathmandu in 2009, the embassy convened an informal working group of governments and UN agencies to look at LGBTI issues, including UNAIDS, UNDP, the Asian Development Bank (ADB), the OHCHR – while they were still in Nepal, the World Bank, the Dutch international development NGO SNV<sup>25</sup> and the Australian and Finnish embassies. It was called the Working Group for Providing Collective Support to LGBTI. Norway played a key role as a convener and the BDS attended the meetings. At the beginning it was about sharing information. The BDS reported on rights violations and their work to implement the Supreme Court's decision. The ruling was there, but implementation was lacking, so members of the Working Group picked up on some of those issues, for example obtaining ID cards for third gender people. The Norwegian embassy worked on this issue for a long period of time including high level meetings in the relevant Nepalese Ministry. The Norwegian Embassy also used the Working Group as a way to invite other organizations to support the BDS.

The shift in the funding relationship for the BDS from LLH to the Norwegian embassy in Kathmandu was seen as a big achievement because it reflected the fact that the Norwegian government was formally recognizing the need to support and fund LGBTI human rights work.<sup>26</sup> It also reflected a trend to encourage embassies to give the support directly, because they were the ones on the ground. The first Embassy grant to the BDS was for \$1M US over three years. The BDS had an excellent relationship with Embassy

<sup>25</sup> <http://www.snv.org/>

<sup>26</sup> There was an overlapping period where LLH had funding from Norad that included cooperation with BDS at the same time as the embassy funded BDS directly. However, no double funding of concrete activities occurred.

## Case Study B: Supporting LGBTI Rights in Nepal

### 1. Partnership between a Global North government and a national LGBTI organization in the same country.

staff, who listened well and wanted to learn about LGBTI issues, but it took time. When the BDS worked with LLH they obviously did not have to teach them about LGBTI issues. “Mainstreaming is important, but in the battles we’re going through, it’s an extra burden for us to have to sensitize the foreign government and embassy. The LLH should be doing this, not us. Making them understand LGBTI issues.”

The Embassy provided funding, including for organizational support. For example, at one point it was concerned that the BDS was overly dependent on Sunil Pant’s personal leadership. They carried out a review of the strengths and weaknesses of the BDS’ organizational capacity and found that there wasn’t as much risk as they had thought. There was a need for additional strategic planning which became a key focus area for further support to the BDS. LLH – with funding from Norad - is still working with the BDS, currently in a new South Asian regional project.

Overall, one interviewee from the Norwegian government said, “The support Norway gave to LLH and Nepal...it’s an example of how the national government can work together as a whole – linking non-discrimination work in Norway to the international work we did with embassies and with multilateral organizations. The stars aligned in this period, for us to work together and strengthen LGBTI rights.”



## 2. Partnership between Global North government and an international development NGO, with multi-region CSO partners in the Global South and East.

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- Partnering with an international development NGO means that the government can take advantage of their experience of delivering large-scale projects based in-country.
- They tend to have the organizational infrastructure and capacity to manage these programs well, for example around reporting and auditing.
- They have the internal structures to be able to respond to RFPs and to write government grants in the required way.
- They can be unfamiliar with LGBTI issues and require time to get up to speed, often calling on LGBTI organizations to get them up to speed, a service for which the LGBTI organization may not always be recompensed. This may also inhibit relationship building with LGBTI groups in-country who can feel further alienated by their lack of familiarity with LGBTI issues and culture.

## Case Study A: Dignity for All

### 2. Partnership between Global North government and an international development NGO, with multi-region CSO partners in the Global South and East.

#### I. Partners:

**Funder:** Global Equality Fund

**Civil Society Organizations:**  
Freedom House (Lead Organization)

**Consortium Partners:** Akahatá (Argentina), Arab Foundation for Freedoms and Equality, AFE (Lebanon), Creating Resources for Empowerment in Action, Creating Resources for Empowerment in Action (CREA) (India), Heartland Alliance's Global Initiatives for Human Rights (GIHR) (USA), ILGA-Europe, OutRight Action International (USA), and the East African Sexual Health and Rights Initiative, UHAI-EASHRI (Kenya)

#### II. Region:

Sub-Saharan Africa, Asia-Pacific, Eurasia, Europe, Middle East and North Africa, and the Americas

#### III. Program Background:

Launched in 2012 and funded by the Global Equality Fund,<sup>27</sup> Dignity for All provides emergency funds, advocacy support, and security assistance to human rights defenders and CSOs under threat or attack as a result of their work for

<sup>27</sup> Launched in 2011, the Global Equality Fund, (GEF) is a public-private partnership, managed by the U.S. State Department, supporting programs advancing the human rights of LGBTI persons worldwide. To date, GEF has provided more than \$30 million in assistance to over 80 countries. Current Global Equality Fund Partners include: Chile, Croatia, Denmark, Finland, France, Germany, Iceland, the Netherlands, Norway, Sweden, Uruguay, the Arcus Foundation, the John D. Evans Foundation, LLH: the Norwegian LGBT Organization, the M-A-C AIDS Fund, the Royal Bank of Canada, Deloitte LLP, Hilton Worldwide, the Human Rights Campaign, Out Leadership, and USAID.

LGBTI human rights.

Freedom House, Dignity for All's lead organization, is a U.S.-based NGO with 14 offices that conduct programs in over 30 countries. They identified five regional and international CSOs to join Dignity for All as consortium partners. These included Akahatá (Argentina), Arab Foundation for Freedoms and Equality, AFE (Lebanon), Heartland Alliance's Global Initiatives for Human Rights, GIHR (USA), ILGA-Europe, OutRight Action International (USA). Two consortium members, Creating Resources for Empowerment in Action (CREA) (India) and the East African Sexual Health and Rights Initiative, UHAI-ESHRI (Kenya), joined the consortium after the launching of the program. Criteria for consortium membership included regional or international CSOs that were either LGBTI-led or with significant experience working on LGBTI rights.

These criteria have proven strategic and effective in creating a Consortium with significant breadth and geographical reach.

All seven consortium partners are trusted and recognized organizations in the LGBTI communities where they work and live. The consortium's strength, and conversely, its challenge, are the differences between member organizations. Specifically, organizational structures, sizes, capacities, histories, and levels of local, national and international reaches vary tremendously from one organization to the next. In this way, the consortium mirrors the diversity of the global LGBTI movement.



## Case Study A: Dignity for All

### 2. Partnership between Global North government and an international development NGO, with multi-region CSO partners in the Global South and East.

#### IV. Strengthening Security: Supporting Human Right's Defenders and CSOs

##### Funding Strategies:

##### Human Rights Defenders (HRDs) and CSO Grants:

Human rights defenders or CSOs are eligible for support if they have come under recent attack because of their LGBTI human rights work. Emergency grants are submitted to and issued by Freedom House. Consortium members participate in outreach efforts and provide local/regional context and expertise in the proposal vetting process. According to Freedom House, from September 2012 through March 2016, Dignity for All has awarded 224 grants in 65 countries and territories.<sup>28</sup>

##### SOAR (Security, Opportunity, Advocacy Rapid Response) Grants:

Dignity for All provides support to CSOs for small, short-term advocacy initiatives to counteract urgent threats or to take advantage of time-sensitive, advocacy opportunities. Such threats could include proposed or recently passed legislation, sudden crackdowns or increased levels of violence.

SOAR grants are being used in a number strategic ways; for example, CREA is providing SOAR funding to very small organizations working on LGBTI issues, advocacy, or security issues in India. The ability to fund these

organizations is an important way to support movement building to increase safety and security of LGBTI organizations in the region. Many partners are coordinating security trainings via the SOAR re-granting program.

##### Strengthening Civil Society through Capacity Building Strategies:

##### Security Trainings:

Consortium partners provide preventive security workshops and training to help LGBTI CSOs and HRDs develop and implement security plans. This proactive support is meant to enhance the security of LGBTI activists and organizations and help prevent future threats and attacks from disrupting LGBTI human rights work. According to Freedom House, as of March 2016, 30 trainings have been conducted in 22 countries, including 472 participants from 74 different countries.<sup>29</sup> Partners with security training experience trained members who have yet to work in the security field in an effort to develop security expertise and become trainers.

#### V. Challenges:

**Working in Coalition:** An early challenge faced by Freedom House and Consortium partners included how to move from individual member organizations' philosophical approaches, understandings and programs about security to a strong, coordinated and responsive Dignity for All program, while allowing for regional and national differences. In the beginning,

<sup>28</sup> These figures include both emergency and SOAR (Security, Opportunity, Advocacy Rapid Response) grants.

<sup>29</sup> <https://freedomhouse.org/program/dignity-all-lgbti-assistance-program>

## Case Study A: Dignity for All

### *2. Partnership between Global North government and an international development NGO, with multi-region CSO partners in the Global South and East.*

consortium members spent time discussing and learning from each other about regional and national differences, their impact on issues of security and how to adapt security training given these differences. “We can see impact and have developed a positive and strong relationship among consortium members. As challenging as it was in the beginning, we now have a strong tool,” explains a consortium partner.

**Structural Complexities:** Global emergency funding to individuals is complex, requiring high levels of case vetting, and strong financial accountability systems. Adding to this complexity, Dignity for All is supported by a multi-donor pooled fund, with a schedule limited by the need to receive funding from a variety of government and private partners. As lead program partner, Freedom House manages distribution of funds, which includes all emergency grants to individuals and CSOs, SOAR grants to consortium members and program support grants to consortium partners. Freedom House’s internal controls do not allow for unfunded extensions in an effort to continue programming uninterrupted; therefore, Dignity for All’s long term planning is often difficult.

**Reporting Requirements:** Partners indicated that at times, it is difficult for the program to function as a rapid response mechanism due to its high vetting requirements. Further, partners concurred that Dignity for All’s heavy reporting and administrative requirements compounded this challenge.

**Perception:** A number of consortium partners discussed some of the barriers associated with

implementing an “American/Western” identified program. In some regions, CSOs are suspicious of the program, as LGBTI equality can be seen as a “western value” and homosexuality as a western cultural imposition.

## VI. Successes:

### **The Consortium Model:**

#### **Impact:**

The key to the Dignity for All consortium is the ability to function as a critical rapid response mechanism to urgent threats to LGBTI human rights and to provide proactive and preventative measures to protect security and safety for frontline HRDs and CSOs. “I would say that the beauty of the consortium is that every member supports one another’s impact from our own place of strength,” explains one consortium partner. “Support to consortium members is seen as a shared responsibility and opportunity.”

#### **Quality of Relationships:**

Consortium partners described the partnership between Freedom House and member organizations as responsive, respectful and positive, and they characterized Freedom House staff as good translators between the funder and consortium members. Investment in relationship building has yielded trust and openness among partners, impacting the effectiveness of the consortium and yielding positive program outcomes, including increasing skills-sharing and best practices around security training implementation in a broad variety of contexts.

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#### **Coordination of Differentiated Roles:**

Another strength of the consortium model is the complementary and distinct role of each partner. According to one member, “The significance of Freedom House’s bridging role between the consortium members and the funder cannot be underestimated.” Freedom House’s overall program administration and emergency grantmaking roles allow consortium members to focus on providing information on emergency grant cases, implementing SOAR funding and providing security programs.

#### **Capacity Building Impact:**

##### **External Civil Society Partners:**

The program is implementing a train-the-trainer model with regionally-based, training organizations with the ability to support others not working directly with Dignity for All. Partners have creatively adapted the training model to include work on structural aspects related to security.

##### **Program Partners:**

Dignity for All provides a space where individual organizations capitalize on each others’ strengths. The security trainings and SOAR grants have impacted how consortium partners perceive and implement security work and how this work has been incorporated in to organizations’ other areas of work.

While Freedom House had some experience working with LGBTI communities, Dignity for All is its largest LGBTI program. From the outset, Freedom House partnered closely with

consortium members to connect with CSOs on the ground and gain perspective and insight in to emerging issues in different regions. According to Freedom House staff, participating in Dignity for All has impacted the organization in a number of ways; for example, all departments, including policy and advocacy, are now knowledgeably inclusive of LGBTI issues.

#### **Strengthening Security:**

##### **Population and Geographic Reach:**

Dignity for All has made positive impacts, including the capacity to sub-grant to small organizations and the ability to reach different geographies and populations. The program supported the increased capacity of LGBTI CSOs to address security issues; consequently, a great number of individuals who would not otherwise have been reached have been supported.

##### **Innovation:**

According to partnering organizations, Dignity for All is providing a platform for innovative remodeling of traditional security work. The program’s security work has not only included emergency response but has also focused on prevention efforts.

##### **Movement Building Contribution:**

Dignity for All is a timely program, serving an important role in the LGBTI movement. “We are witnessing a disturbing trend towards an increasingly restricted space for independent civil society, and therefore, receiving requests for support from regions we may not have expected,”

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explains a Consortium member. The program is raising the profile of proactive security and protection issues as well as capacity throughout civil society to address the needs for this type of protection work for LGBTI HRDs and CSOs.

While emergency funds cannot be the only response to violence against LGBTI communities, it is an essential tool to keep communities and individuals safe. Supporting work against hate violence is not only important because it protects individuals at risk, but also because it promotes safeguards for LGBTI communities and promotes an open civil society.

### **VII. Results: Selected Examples of Emergency and SOAR Grants**

While the overall impact that emergency funding brings about in terms of LGBTI rights is difficult to quantify, a case-by-case examination demonstrates the changes emergency funding sets in to motion in the immediacy of the funding. An independent evaluation of Dignity for All has been commissioned in 2016. The following highlights seven examples.

**1.** In a southern African country, a lesbian who was the director of an LBT women's organization began facing hostility, intimidation and threats. After a member of her group was murdered, the threats against her began to escalate. She began receiving phone calls that entailed threats to her life and vandalism of her property. She also received direct threats from individuals. Dignity assistance provided support for her and her partner to relocate to a safer place.

**2.** An activist in a Middle Eastern country had been compiling reports on human rights abuses and speaking out publicly in international fora. Simultaneously, government security forces began cracking down more heavily on LGBTI human rights defenders. Because of his work, a security official contacted this HRD, demanded personal details, and told him that he was 'tarnishing [the country's] reputation abroad.' The HRD was summoned to a meeting with security officials, but he did not attend for fear of being detained. He subsequently requested relocation and humanitarian assistance from Dignity, and is now living outside the country.

**3.** Staff and volunteers of a CSO in a West African country received threats due to their involvement in LGBTI advocacy and community service. The organization's office, which also served as a drop-in center, was branded a 'homosexual center,' and it became unsafe for staff, volunteers and others to visit. The CSO shut down their office and opened a safe house in a nearby city. Dignity funds allowed the CSO to install a security camera and an alarm system.

**4.** In a Southeast Asian country, a leading transgender activist who runs a community-based organization that provides a safe space and other important support services to transgender persons and people living with HIV/AIDS was assaulted by unknown men armed with metal pipes in front of her home. The men told her, "Today is your dying day," as they hit her. The attackers fled when a witness to the attack screamed for help. The attack happened at a time when the defender had been receiving increased press attention

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because of her work, and LGBTI activists stated that it is quite likely that the attackers were trying to prove a point by going after her as a prominent transgender activist in the country. Dignity assistance enabled her and her mother to relocate to an apartment with a higher degree of security and located in a safer neighborhood.

**5.** Participants at an event about “Coming Out as an LGBTIQ Person” at a center in an eastern European country were attacked by Neo-Nazi groups who blocked the entrance to the center, verbally assaulted the audience and organizers, and pelted them with eggs. Attendees remained trapped in the center until the police arrived after a significant delay. The CSO had been planning another LGBTI conference at the same location the following month, and feared a similar attack and lack of police response. Dignity assistance enabled the CSO to hire private security guards for the event, purchase walkie-talkies, and securely transport particularly vulnerable attendees to and from the conference.

**6.** In response to the on-going crisis in east Ukraine and Crimea, an LGBTI organization obtained a grant from the Urgent Action Fund foundation to house and support displaced people for three months. As the crises intensified, there was an increased need for safe housing for internally displaced LGBTI persons. The organization applied for Dignity for All SOAR grants on two occasions; its first application was denied and second was approved.

**7.** An LGBTI CSO in a Balkan country requested a security training and safety assessment after its office and events came under a series

of attacks by members of the local community. Two Dignity consortium partner organizations conducted a two-day security training and assessment and provided follow-up funds to install security equipment in the CSO’s office. The CSO implemented a security plan developed at the workshop, and it continuously updates this plan as new programs and events are developed.



## Case Study B: Increasing the Capacity of Local Human Rights Defenders to Document Violations Against LGBT Individuals and Communities in Southern Africa

### 2. Partnership between Global North government and an international development NGO, with multi-region CSO partners in the Global South and East.

#### I. Partners:

##### Funders:

Global Equality Fund

##### Civil Society Organization:

Benetech (Lead Organization)

#### II. Region:

Southern Africa: Malawi, Zambia and Zimbabwe

#### III. Context:

Many southern African states retain criminal sanctions for same-sex relationships, many dating back from the colonial era. Malawi, Zambia and Zimbabwe have repressive legislation that mandates imprisonment for sexual minorities.<sup>30</sup> In recent years, the LGBTI communities in Malawi, Zambia and Zimbabwe have all experienced attacks from government officials, legislators, religious leaders and the media. As a direct result of the hostile legal and political environments as well as serious religious and cultural opposition to equality in which most LGBTI people in Southern Africa experience, violence, abuse and even death are regular realities for many people in these communities.

#### IV. Project Background:

Benetech, a USA-based, technology NGO,

is the lead organization for “Increasing the Capacity of Local Human Rights Defenders to Document Violations against LGBT Individuals and Communities in Southern Africa” project. Funded by the Global Equality Fund, the Project’s over-arching goal is to improve protections of LGBT communities, with a focus on evidence-based documentation of human rights violations to influence policy solutions.

Started in 2011, and currently in its fifth year, the Project has been implemented in four countries: Malawi, Uganda, Zambia and Zimbabwe. With a total investment of approximately \$1.5 million USD, the Project will conclude in December 2016. This case study examines years one through four of implementation in Malawi, Zambia and Zimbabwe.

#### V. Strengthening Civil Society: Capacity Building Strategies

##### Digital Security and Documentation Training Strategies:

Since 2011, Benetech has worked with CSO partners, including the Centre for the Development of People (CEDEP), Centre for Human Rights & Rehabilitation (CHRR), Friends of Rainka (FOR), Sexual Rights Centre (SRC), Voice of the Voiceless (VOVO) Trans Bantu Zambia (TBZ), to produce public human rights violations reports, based on records in the Martus information management tool, developed and

<sup>30</sup> [http://didiri.org/files/6914/2253/0974/LGBTI\\_Human\\_Rights\\_in\\_Southern\\_Africa-A\\_Contemporary\\_Literature\\_Review.pdf](http://didiri.org/files/6914/2253/0974/LGBTI_Human_Rights_in_Southern_Africa-A_Contemporary_Literature_Review.pdf)

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maintained by Benetech.<sup>31</sup>

Project implementation started with training LGBTI organizations in basic digital security and in best practices in evidence-based human rights documentation. Benetech provided a series of four workshops encompassing hands-on training in Martus, In-house follow up support that provided Martus customization in response to individual partners' needs and planning related to documentation and advocacy to suit individual organizational and environmental contexts. The final training workshops focused on reviewing Martus use, with intensive skills-building for human rights documentation and advocacy.

#### Sub-Granting Strategies:

Sub-grants were awarded to Project partners to support the purchase of computer accessories to improve their documentation capacity, to fund staff time to conduct research, and to cover travel costs. Financial support through sub-grants was essential for partners to implement documentation efforts. As one partnering organization explained, "Without these grants, the work simply could not have taken place."

Partners used their sub-grants to achieve a level of baseline information on security, digitize sensitive data, begin documentation of human rights violation cases in LGBTI communities

and improve report production skills. The independent project evaluation found that sub-grants and project resources were inadequate to meet all needs.<sup>32</sup> Consequently, partners were not always able to adequately equip field monitors and travel to document cases.

As this was Benetech's first experience as a grantmaker, Project staff shared that they took the role without realizing how much effort it would require and how it could potentially change Benetech's relationships with the partners. In an effort to mitigate the inherent power differential between funders and grantees, Benetech adopted consultative implementation and communication strategies with partnering CSOs.

#### Co-Implementation Strategies:

In the last Project implementation year (2015-2016), two partners have been added as co-implementers, South African LGBTI CSO, Iranti-Org, and HIVOS, a Netherlands-based NGO with significant presence in Southern Africa. The inclusion of these organizations is designed to build sustainability beyond Benetech funding, as well as increased local ownership and ability to continue training of trainers after the Project ends in December 2016.

## VI. Challenges:

### Southern Africa Experience and LGBTI Rights Expertise:

While Benetech had extensive technical and human rights documentation training experience, it was unfamiliar with Southern Africa and had

<sup>31</sup> Martus is an open-source software program that allows users to create a searchable and encrypted database and back up data remotely to their choice of publicly available servers. Martus is used by human rights workers, attorneys, journalists and others to standardize, securely share, and protect their information from theft, loss, destruction, and/or unauthorized access. Martus is developed and supported by Benetech ([www.martus.org](http://www.martus.org))

<sup>32</sup> A mid-term independent project evaluation was completed in 2014, and final project evaluation completed in 2015.

## Case Study B: Increasing the Capacity of Local Human Rights Defenders to Document Violations Against LGBT Individuals and Communities in Southern Africa

### 2. Partnership between Global North government and an international development NGO, with multi-region CSO partners in the Global South and East.

not yet focused on LGBTI rights prior to this project. Consequently, the Project had a steep learning curve during the first year. However, in interviews with CSO partners, many shared that Benetech demonstrated a responsive approach through the project, adapting supports according to the needs of partners.<sup>33</sup> This flexibility and adaptability to changing circumstances is one of the defining characteristics of the project.

#### Technology Tool:

Benetech staff and partners acknowledge that the Martus software was not easy to set up or use, and it was especially difficult for those with low technical literacy levels. One partner said, “Martus hasn’t been easy to use but it is exciting and necessary so it’s definitely worth pursuing greater competence in it. An organization needs a ‘tech excited’ person to lead on Martus.”<sup>34</sup>

#### Technical Support:

Benetech used a remote technical support model. While partners indicated that Benetech’s remote support was very helpful, time differences, Internet problems and difficulties resolving problems from a distance proved challenging. Partners reported that they highly valued in-person support; however, resource limitations did not allow for more in-person technical assistance.

## VII. Successes:

The best and most tangible impact of the project comes from Malawi, which saw partner organizations research and document violations that were compiled and published in annual

rights violations reports that were then deployed in highly effective advocacy initiatives.<sup>35</sup> The relationship forged between CSOs and the police through outreach for the report was instrumental in securing access to justice for a gay man who was attacked after the report was released. In this case, the perpetrator was arrested, tried, and ordered to pay restitution to the victim. Further, the Project successfully supported six southern African organizations, in varying degrees, to:

- Understand the importance of documentation in human rights violations case documentation in the LGBTI communities in three countries;
- Improve research skills and engagement in human rights violations case documentation in three partner countries;
- Produce reports and/or other products adaptable and used with different South African groups as advocacy tools to raise awareness, sensitize communities/institutions/individuals and encourage dialogue with policy makers;
- Understand the importance of developing strategic advocacy plans to guide the use of documentation products.

After four years of implementation, significant results have been achieved in Malawi, Zambia and Zimbabwe. The capacity of southern African organizations to securely monitor and document human rights violations against LGBTI individuals and communities has increased, and so has the body of evidence of human rights abuses against LGBTI communities.

<sup>33</sup> Ibid

<sup>34</sup> Interview for the mid-term independent project evaluation completed in 2014.

<sup>35</sup> [http://iranti-org.co.za/content/Africa\\_by\\_country/Malawi/2014\\_CEDEP\\_Human\\_Rights\\_violations\\_report.pdf](http://iranti-org.co.za/content/Africa_by_country/Malawi/2014_CEDEP_Human_Rights_violations_report.pdf)



### 3. Partnerships between Global North governments and foundations and Global South and East regional CSOs

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- Global North governments work with key regional organizations because of their in-depth knowledge and experience of the needs in that region, and their close relationships with local LGBTI CSOs and communities.
- These regional organizations may or may not act as re-granting intermediaries.
- They have the capacity to do political advocacy, support project delivery and distribute funding from governments, often using participatory grant-making models. These regional organizations may or may not act as re-granting intermediaries.
- They may also host as fiscal sponsors for smaller, embryonic LGBTI CSOs and so enable Global North governments to work directly with them.

## Case Study A: Arab Foundation for Freedoms and Equality (AFE)

### 3. Partnerships between Global North governments and foundations and Global South and East regional CSOs

#### I. Partners:

##### **Funders:**

Arcus Foundation, The European Union, Global Equality Fund, Freedom House, Heinrich Boell Foundation, Hivos, International Women's Health Coalition, MEPI, Open Society Foundation, ViiiV Funds

##### **Civil Society Organization:**

Arab Foundation for Freedoms and Equality (AFE)

#### II. Region:

Middle East and North Africa (MENA)

#### III. Context:

In the Middle East and North Africa<sup>36</sup> (MENA), nearly all states criminalize consensual same-sex sexual activity through legislation or penal codes. Even in countries that do not have laws that specifically criminalize homosexuality, broadly worded morality laws and extrajudicial justice are used to violate the rights of LGBTI people.

The region has a significant history of LGBTI activism. In 2003-2004, several activists from different backgrounds came together to form HELEM.<sup>37</sup> With its roots from earlier efforts

dating back to 2001, particularly in the aftermath of the Queen Boat raid in Egypt<sup>38</sup> when the police arrested 52 gay men, 50 of whom were charged with debauchery and obscenity, HELEM was the first group working on improving the legal and social status of LGBT people in the Arab world. Over the years, several additional organizations have followed in HELEM's footsteps, like the Arab Foundation for Freedoms and Equality and Proud Lebanon and Mosaic, which all work in different ways to provide support for and increase knowledge about LGBTI issues in society.

#### IV. Organizational Background:

Founded in 2010, the Arab Foundation for Freedoms and Equality (AFE) is a Lebanon-based organization that supports grassroots activist groups and organizations working on a wide range of initiatives, including human rights, gender and sexual health. Focusing its efforts exclusively on Arab states across the Middle East and North Africa (MENA), AFE works within four programmatic areas: capacity building, knowledge production, sexual health and security.

<sup>36</sup> MENA refers to countries in the Arab World: Mauritania, Western Sahara, Morocco, Algeria, Tunisia, Libya, Egypt, Sudan, Palestine, Lebanon, Syria, Iraq, Saudi Arabia, Kuwait, Qatar, Bahrain, Yemen, and Oman.

<sup>37</sup> HELEM is a Lebanese non-profit organization working on improving the legal and social status of lesbians, gays, bisexuals and transgender people (LGBT). HELEM translates to "Lebanese Protection for Lesbians, Gays, Bisexuals and Transgender People." Now its twelfth year, HELEM continues to wait for official recognition from the ministry of the interior.

<sup>38</sup> In the early hours of Friday, May 11, 2001, the Cairo Vice Squad and State Security Investigations officers raided the Queen Boat, a discotheque on a cruise vessel moored in the Nile. Fifty-two men were tried before an Emergency State Security Court and one boy before a juvenile court. All were charged with the "habitual practice of debauchery," and nearly half convicted. Most of the men had been tortured in detention. The lives of all were ripped apart. According to Human Rights Watch, the case was far from marking the first or last official move against homosexual behavior. Arrests had long preceded it, and have proceeded it since. Yet, it loudly admonished the public and police that homosexual conduct undermined religion and national security alike. And it advertised to individual officers that crackdowns could further their careers.



## Case Study A: Arab Foundation for Freedoms and Equality (AFE)

### 3. Partnerships between Global North governments and foundations and Global South and East regional CSOs

#### V. Strengthening Civil Society:

##### **Capacity Building Strategies:**

Started as an organization by and for activists, AFE began with an international foundation grant, three employees and one program: the Social Change Program, a capacity building training program addressing issues of gender and sexuality. Program participants attend two core trainings focused on social justice and strategic planning, followed by four “thematic” training modules focused on issues of relevance in the region. Thematic modules have focused on media engagement, development of local advocacy strategies, sexual education, and community building. AFE then complements these trainings with mentorships, internships, and small grants opportunities that ensure additional support and hands-on program management experience for participants. Since its inception, AFE has hosted three full rounds of the Social Change Program, which have built the capacity of 60 activists from over 13 countries across the region.

All Social Change Program content is developed or adapted specifically for the MENA region. Consequently, a wealth of educational and academic resources for use by gender and sexuality activists has been produced. AFE makes these previously unavailable resources widely accessible online through the Gender and Sexuality Resource Center (GSRC), a joint venture between AFE and ABAAD (Lebanese Resource Center for Gender Equality).

In the past year, AFE has begun implementation of a new initiative to train civil society in MENA on the documentation and protection of human rights. Modeled on the Social Change Program,

the initiative’s main goal is to increase civil society’s capacity to seek recourse for human rights violations that are motivated by sexual orientation, gender identity, and/or gender expression.

##### **Knowledge Production Strategies:**

The Gender and Sexuality Resource Center (GSRC) brings together activists, academics, and researchers who work and produce knowledge on Gender and Sexuality in the MENA region. “The idea is to produce knowledge about the region, from the region,” explains AFE’s executive director Georges Azzi, “We need to produce reports reflecting our experiences, from our perspectives.” Since its inception, AFE has published over 1,500 resources through the GSRC, of which seven were specific research projects commissioned by the organization. These resources are providing critical information for advocacy and legal strategy work relating to sexual and gender rights in the region.

##### **Security Strategies:**

In 2012, AFE joined Freedom House as a Dignity for All Consortium Partner, assisting with emergency grants, implementing security trainings and providing support with the documentation of human rights violations. Dignity for All is a multinational-funded program providing emergency and security assistance to HRDs and CSOs under threat or attack due to their work for LGBTI communities worldwide. “Our participation in Dignity for All gives us an opportunity to assist activists directly, and at the same time, to address security concerns proactively through the security trainings,” explains AFE’s executive director. To date, the organization has provided nine security trainings in the MENA region.

## Case Study A: Arab Foundation for Freedoms and Equality (AFE)

### 3. Partnerships between Global North governments and foundations and Global South and East regional CSOs

#### **Sexual Health Strategies:**

While the region has a significant history of LGBTI activism, the majority of work with LGBTI populations in the MENA region has been implemented within a public health framework, with a specific focus on HIV/AIDS prevention, care, and support. Therefore, in 2011, AFE started M-powerment, a project with a primary goal to lower HIV risk and improve sexual health and identity affirmation among Young Men who have Sex with Men (YMSM) by building community support for safer sex, HIV testing and positive attitudes towards one's sexuality.

#### **VI. Leveraging Effective Partnerships: Successes**

AFE has been extremely successful in creating trusting relationships and good will with local activists and allies, international LGBTI CSOs and donors to support its mission to strengthen local LGBTI movements and NGOs developing solutions for LGBTI communities in the MENA region.

“At first, we needed support and benefited from working with partners like Heartland Alliance International. We learned from their management expertise and national experience,” explains Azzi. “We now have organizational infrastructure to implement and monitor programs and financial systems in place to manage [complex] grants.”

When partnering with foundations and government donors, AFE seeks to develop a more open dialogue about the region's needs and desired solutions in an effort to influence investments in the region. For example, AFE had to explain to

funders the importance of incorporating women's rights and sexuality in the fight for LGBTI rights in the region. Given the structure of international funding, donors tended to see LGBTI and women's rights as distinct areas, both important but not leading to the same goal.

As funders generally require grantees to have, at a minimum, some infrastructure in place to manage programming and financial reporting requirements, it is more difficult for young and/or smaller, grassroots organizations to access funding. In order to respond to emerging movements and support smaller organizations, AFE has served as fiscal sponsor for a number of projects, including the M-Coalition, the first initiative gathering HIV and MSM advocates in the Arab World. AFE, however, has been careful about becoming an intermediary organization. “We don't want to become a funder of activists,” says Azzi, “because it would change the nature of our relationships.”

According to Azzi, AFE is interested in collaborating with donors to develop funding models that cultivate relationships on the ground and provide systems of accountability for both grantees and funders. Considering the power differential between funders and grantees, AFE recognizes that trusting relationships is needed in order to influence donor's investment strategies. “We understand our context, and have ideas about how to address our needs,” says Azzi. “So how can funding become more accessible and responsive?”

## Case Study B: UHAI EASHRI Sustaining Human Rights and Social Justice Organizing by Sex Workers and Sexual and Gender Minorities in Eastern Africa

### 3. Partnerships between Global North governments and foundations and Global South and East regional CSOs

#### I. Partners

**Funders:** Global Equality Fund, SIDA (Swedish International Development Cooperation Agency)

**Civil Society Organization:** UHAI EASHRI

#### II. Region:

East Africa: Burundi, Ethiopia, Kenya, Rwanda, Tanzania and Uganda

#### III. Organizational Background:

Socio-cultural attitudes towards sex workers and sexual and gender minorities remain negative and generally hostile across the East Africa region, and to varying degrees. This maintains stigma, discrimination and prejudicial treatment in accessing social, legal and health services, housing, education and employment. Religious and political leaders also continue to take advantage of negative public opinion to consolidate political support.

UHAI, an international human rights foundation based in Nairobi, Kenya, is Africa's first and largest indigenous activist fund for sex workers and sexual and gender minorities. The organization is founded on the belief that African activist voice is resourcing the struggle for equality, justice and dignity for Africa's sex workers and sexual and gender minorities. UHAI supports civil society organizing for and by sex workers and sexual and gender minorities in East Africa with flexible and accessible grants; capacity support; support for Pan-African organizing and convening; and knowledge building and documentation.

UHAI is committed to identifying and supporting emerging ideas, sustaining funding over the years to allow for institutional growth, and then accompanying the funding with focused capacity support interventions in order to raise organizations to the kind of structural integrity that attracts further, and more diverse funding.

#### IV. Grantmaking Framework:

UHAI is a flexible and responsive fund, providing core support to CSOs, allowing organizations to lease and maintain offices, safe spaces and support groups; security and protection; legal aid and litigation; legal and policy advocacy and health services delivery; public education; mental and sexual health; media and arts; research; and violence responses and protection. The organization prioritizes funding to civil society organizations working for and managed by sex workers and sexual and gender minorities. UHAI also consider requests from mainstream organizations that demonstrate meaningful engagement of sex workers and sexual and gender minorities movements in decision-making, and whose programs have direct, large-scale impact on these communities.

As not all organizations in East Africa are registered, particularly in their founding years, and that registration may be repealed due to various political and legal limitations, UHAI has developed mechanisms to support CSOs regardless of their registration status through fiscal sponsorships.

UHAI's funding reaches various marginalized communities including lesbian and bisexual women; intersex, trans\* and gender non-

## Case Study B: UHAI EASHRI Sustaining Human Rights and Social Justice Organizing by Sex Workers and Sexual and Gender Minorities in Eastern Africa

### 3. Partnerships between Global North governments and foundations and Global South and East regional CSOs

conforming persons; male, female and trans\* sex workers; and sex workers and sexual and gender minorities who are themselves youth, living with disability, living with HIV, living in informal urban settlements and rural areas, and that are refugees or displaced in the region.

#### **Peer Grants:**

Provided by open and competitive process determined by a committee of activists, known as the Peer Grants Committee (PGC), who are selected from the diversity of communities and countries in East Africa. In 2015, the PGC was composed of nine activists from four East African countries. There are two categories of peer grants: Msingi grants for seed funding to new organizations, and to initiate small-scale activities, and Tujenge grants for core support, for initiating large-scale activities, and for program activities developing from or that build upon existing work.

#### **Strategic Grants:**

The grants support large programs and are non-competitive, flexible in amount and duration, and support work greater in scale and impact than possible through the Peer Grants.

#### **Opportunity Grants:**

Responding to immediate opportunities, the grants are flexible, rapid response, non-competitive and address urgent and critical needs such as:

- Emergency assistance in response to threats and experiences of insecurity and violence, blackmail, extortion, hate speech, physical and sexual assault, following social backlash and legal injustices, in the event of political

instability,

- Security preparedness such as workshops on security and protection,
- Long-term security solutions such as litigation, legal defence, and urgent and time-bound advocacy and policy engagement efforts that address violence and other human rights violations.

### **V. Strengthening Civil Society:**

#### **Capacity Building:**

Ji-Sort! is UHAI's multi-year capacity development initiative for grantee partners and individual activists. Ji-Sort! combines capacity support interventions tailored to build institutional integrity and accountability, and customized to meet the self-identified needs of participating organizations. Support to individual activists is provided through an internship program with learning and exposure in international development work through a 3-6 month assignment at UHAI. Additionally, UHAI provides support to activists to attend various key institutes and fellowships in order to expand their expertise in sexuality, gender, human rights, development and advocacy.

#### **Pan-African Advocacy:**

UHAI recognizes that in order to make significant and sustained progress in attaining equality, justice and dignity in Eastern Africa, it is imperative that the organization's work and that of grantee partners contributes to and is linked to wider Pan-African struggles. Therefore UHAI supports, collaborates and engages with like-minded civil society organising at continental and international levels.

## Case Study B: UHAI EASHRISustaining Human Rights and Social Justice Organizing by Sex Workers and Sexual and Gender Minorities in Eastern Africa

### *3. Partnerships between Global North governments and foundations and Global South and East regional CSOs*

#### **Research and Documentation:**

UHAI undertakes continuous research on the lived realities, organizing environment and priorities of sex workers and sexual and gender minorities across Eastern Africa. The reports of these landscape analyses are shared among grantee partners and help contribute to the information available to movements on organizing needs.





Photo courtesy of Micro Rainbow International

#### 4. Partnership between Global North multilateral and a Global North LGBTI CSO carrying out work in the Global South and East.

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- Partnering with an international NGO means that the government can take advantage of their experience of delivering large-scale projects based in-country.
- They tend to have the organizational infrastructure and capacity to manage these programs well, for example around reporting and auditing.
- They have the internal structures to be able to respond to RFPs and to write government grants in the required way.

## Case Study A: MicroRainbow International: Poverty Alleviation Project

### 4. Partnership between Global North multilateral and a Global North LGBTI CSO carrying out work in the Global South and East.

#### I. Partners:

**Funder:** The European Union: Instrument for Democracy and Human Rights (EIDHR)<sup>39</sup> Funding Program

**Civil Society Organization:** MicroRainbow International

#### II. Region:

South America: Brazil (Rio de Janeiro)

#### III. Background:

Micro Rainbow International (MRI) is a London-based CSO founded in 2012 to address the specific situation of poverty of LGBTI communities. With a 2015 operating budget of almost \$200,000 USD, MRI employs a team of 12 (the majority of which is based in London, Rio de Janeiro, Brazil and Cambodia), and has over 25 volunteers. Its mission is to create tools, programs, and policy recommendations that enable LGBTI people to step out of poverty by setting up small businesses and improving their professional skills in order to find employment. In 2014, MRI was

awarded its first European Union grant through the Instrument for Democracy and Human Rights, (EIDHR): a three-year, 550,000 grant to implement a poverty alleviation project in Rio de Janeiro, Brazil (Rio).

“Within the international development framework”, Sebastian Rocca, MRI CEO explains, “Brazil is considered an upper middle-income country. Yet, LGBTI communities live in extreme poverty and experience high levels of violence. In spite of progressive LGBTI rights legislation, LGBTI communities face numerous barriers to access resources and income.” MRI Project Manager and Lead Staff in Rio de Janeiro, Lucas Paoli Itaborahy said, “This is why the focus on marriage equality is not relevant in many places. In Brazil, where same-sex marriage is legal, LGBTI communities still face many barriers to achieve economic and personal security, but very little attention is given to those issues.”

#### IV. Leveraging Relationships:

Prior to starting its Rio program, MRI spent two years developing relationships. The organization first connected with Grupo Arco-Iris in Rio, one of the oldest, active LGBTI CSOs in the country, and published a 2014 report focusing on the socioeconomic vulnerabilities of low-income LGBTI people in Rio.<sup>40</sup> In addition to Grupo Arco-Iris, the “LGBT People Living in Poverty in Rio de Janeiro” report included participation from Grupo Conexão G, Associação de Travestis e Transexuais do Estado do Rio de Janeiro (Astra-Rio), Grupo de Emancipação e Luta pela Livre

<sup>39</sup> The EIDHR has a budget of €1.249 billion for 2014-2020. Its key objectives are to enhance respect for human rights and fundamental freedoms in countries and regions where they are most at risk, and to strengthen the role of civil society in promoting human rights and democracy through CSOs whose projects are selected following calls for proposals (Delegations or Headquarters). The EIDHR is complementary to the other EU external assistance instruments. The Instrument contributing to Stability and Peace (IcSP) is the EU's main instrument supporting security initiatives and peace-building activities in partner countries. It came into force in 2014, replacing the Instrument for Stability (IfS) and several earlier instruments that focused on drugs, landmines, uprooted people, crisis management, rehabilitation and reconstruction. It has a budget of €2.4 billion covering the 2014-20 financial years.

<sup>40</sup> [http://www.micro-rainbow.org/wp-content/uploads/Final-LGBT-Poverty-in-Rio\\_web\\_reduced.pdf](http://www.micro-rainbow.org/wp-content/uploads/Final-LGBT-Poverty-in-Rio_web_reduced.pdf)

## Case Study A: MicroRainbow International: Poverty Alleviation Project

### 4. Partnership between Global North multilateral and a Global North LGBTI CSO carrying out work in the Global South and East.

Orientação Sexual (Grupo Ellos), Empório Almir França and Program Rio sem Homofobia, a Rio de Janeiro state government program. MRI's office in Rio is now co-located with Grupo Arco-Íris.

“We spend a lot of time upfront developing relationships,” explains Mr. Rocca, “We first analyzed the challenges, and then worked to match the LGBTI community to the resources and opportunities already available locally, but not accessed by LGBTI people for fear of discrimination, low confidence and low self-esteem or because they just didn't know about them. We have learned that this is time well spent.”

MRI does not deliver in-country activities alone, the organization only works in partnership with local LGBTI NGOs to deliver them. “Not only because they know the local communities best and how to reach out to those in poverty,” explains Mr. Itaborahy, “but also because we believe that our work may also build the capacity of local NGOs.”

#### V. Challenges:

The program has experienced challenges in its first year of implementation (2015). Brazil's economic and political crisis meant that MRI and its partners had to be more creative in accessing local resources, as public funded services were cut. They had to rely more on privately funded opportunities and other civil society initiatives. Working together with local LGBTI partners made this search easier as their local knowledge was essential in identifying new opportunities.

#### VI. Successes:

With the recent conclusion of their first year of implementation, early findings show that:

- LGBTI people in poverty have been able to access professional training, financial inclusion and business management courses and therefore improve their skills;
- There is a demand for training and education from private employers: six private employers have increased their knowledge on the barriers that LGBTI people face in accessing the job market and once they are employed what supports their success.

There is huge demand for services. When MRI opened its first call for financial inclusion and business management courses, it filled up within a couple of days. Of the 29 people who started the course, 27 completed it. In-house evaluations demonstrated that the course improved not only participants' skills in setting up and managing a small business, but also had a positive impact on their confidence and self-esteem. At least seven participants are now closer to setting up a small business and will do so with MRI's continued support. Others have been referred to existing training opportunities to increase their chances to find employment. Additionally, LGBTI participants have better chances to improve their incomes by setting up small businesses and accessing financial resources, through MRI's partnerships with local financial providers and online crowdfunding platform.

## Case Study A: MicroRainbow International: Poverty Alleviation Project

### *4. Partnership between Global North multilateral and a Global North LGBTI CSO carrying out work in the Global South and East.*

MRI's approach has demonstrated economic, social, and political impacts on the empowerment of LGBTI people. By fostering LGBTI entrepreneurship, MRI helps them become financially independent and improve their livelihoods. Some are even able to help their family members, who once rejected them, to step out of poverty too. "Our work has shown that addressing poverty contributes to changing negative social attitudes towards LGBTI people," says Mr. Rocca.





## 5. Partnership between multiple Global North governments and a Global North International LGBTI Foundation, re-granting and working with local LGBTI CSOs in Global South and East

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- Multiple governments contribute pooled funding into a strategic partnership which is run by an international LGBTI foundation.
- The foundation brings their LGBTI experience and expertise, their grant-making experience and expertise, their capacity to manage complex relationships and multi-party partnerships and, in recent times, their international development capacity.
- Working with LGBTI foundations enables the government to reach LGBTI groups, for example newer groups or those working led by more marginalized populations because the foundation has existing relationships with them.
- There are opportunities for the LGBTI foundation to leverage funds to match the government funding.
- Engaging in government funding partnerships has increased the organizational capacity of international LGBTI organizations.



## Case Study A: LGBTI Global Development Partnership

### *5. Partnership between multiple Global North governments and a Global North International LGBTI Foundation, re-granting and working with local LGBTI CSOs in Global South and East*

#### **I. Partners:**

**Funders:** USAID, Sida and leveraged funds from Astraea Lesbian Foundation for Justice, Arcus Foundation and other foundations and corporations.

**Partners:** The LGBTI<sup>41</sup> Global Development Partnership<sup>42</sup> (the Partnership) brings together The United States Agency for International Development (USAID), the Swedish International Development Cooperation Agency (Sida), the Astraea Lesbian Foundation for Justice (Astraea), the Swedish Federation for Lesbian, Gay, Bisexual, Transgender and Queer Rights (RFSL), the National Gay and Lesbian Chamber of Commerce (NGLCC), Olivia Companies<sup>43</sup> and the Arcus Foundation. The Gay & Lesbian Victory Institute and the Williams Institute at UCLA are sub-awardees of Astraea under the Partnership.

<sup>41</sup> Note on terms: LGBTI (lesbian, gay, bisexual, transgender, and intersex) is USAID's current preferred acronym. USAID previously used the acronym LGBT; it is sometimes used here when referring to projects and documents that were developed prior to the updating of the acronym. Regardless of the acronym used, USAID's intention is to refer to the community in a way that is broadly inclusive of sexual orientation, gender identity/expression, and bodily diversity.

<sup>42</sup> For USAID, this overarching Partnership consists of two complementary but distinct Global Development Alliances: "The Global LGBTI Human Rights Partnership" and "Promoting LGBT Equality through Entrepreneurship and SME Growth in Developing Countries and Regions," which supports LGBT entrepreneurship and LGBT-owned small and medium sized enterprises. For the purposes of this case study we are focusing on the delivery of the "Global LGBTI Human Rights Partnership." The Partnership strengthens LGBT civil society organizations, enhances LGBT participation in democratic processes and undertakes research to inform national and global policy and programs.

<sup>43</sup> Olivia Companies made a one-off grant at the beginning of the Partnership.

#### **II. Region:**

The Balkans (Albania, Bosnia & Herzegovina, Kosovo, Serbia), Colombia, Ecuador, Honduras, India, Kenya, Peru, South Africa and, in 2015, the Dominican Republic was added to the Partnership.

#### **III. Background:**

When the Partnership was created in 2012, global commitments for LGBTI rights were on the rise, but criminalization, violence, economic exclusion, and social isolation continued to threaten the lives and livelihoods of millions of LGBTI individuals. The Partnership was, and is, a timely, innovative public-private partnership that leverages multiple organizations' strengths and resources to support LGBTI organizations internationally.

The Partnership aimed to create sustainable replicable models for transformation and so chose countries that were ripe for strategic intervention. The Partnership identified two crucial conditions for success: that sustainable change requires relationships of trust, attention to social transformation, and in-depth understanding of the very real risks that visibility pose for some LGBT people, and that the lack of documented strategies, baseline data, and impact evaluation inhibits local, national, and global LGBT advocacy and change.

#### **Government Funding for the Partnership:**

There are two government funders of the Partnership, USAID and Sida. USAID is the entity responsible for the day-to-day management

## Case Study A: LGBTI Global Development Partnership

### 5. Partnership between multiple Global North governments and a Global North International LGBTI Foundation, re-granting and working with local LGBTI CSOs in Global South and East

of the Partnership, but Sida and USAID consider themselves in an equal partnership, with Sida providing funding and management guidance, as well as supervision for parallel programming led by RFSL.

#### USAID:

In December 2011, President Obama issued the Presidential Memorandum – International Initiatives to Advance the Human Rights of Lesbian, Gay, Bisexual, and Transgender Persons<sup>44</sup>. This memorandum created space for U.S. agencies engaged abroad to elevate LGBT human rights and development. In 2014 USAID launched its LGBT Vision for Action, a document that outlines USAID's approach to and principles for LGBTI programming. USAID is committed to an inclusive-development approach<sup>45</sup> which notes that marginalized communities should be central to development efforts. As a program that enables political and economic inclusion and civil society strengthening, the Partnership falls within all three of these frameworks. USAID also has an LGBTI-inclusive staff policy<sup>46</sup> and active promotion of SOGIE-related issues.

The individual at USAID who conceived and drove the development of the Partnership was a well-placed champion of LGBTI rights. Under her leadership, the Partnership became the largest project of its kind by USAID for LGBTI issues. The Partnership has proven critical to leveraging

support for LGBTI issues within USAID and beyond.

#### Sida:

The Swedish Government has provided strong support for the protection and enhancement of LGBTI rights both nationally and internationally. In terms of foreign policy and international development work, the Aid Policy Framework, 2013<sup>47</sup> brings together the overarching direction and priorities of the Swedish Government's aid policy, and emphasizes non-discrimination and human rights of LGBT persons in Swedish development cooperation. It reflects a Human Rights Based Approach to development, "Gender equality and women's rights, along with children's rights, the rights of people with disabilities and LGBT persons' rights are core aspects of the rights perspective."<sup>48</sup> In 2013, SIDA allocated approximately 18 billion kronor (over \$2 billion) to development cooperation programs, of which about 30 percent was dedicated to democracy, human rights, and gender equality.<sup>49</sup>

The substantial percentage of the Swedish foreign aid budget allocated to democracy promotion and human rights is distributed by Sida to civil society organizations, including Swedish civil society organizations and through global partnerships like the Partnership and the Global Equality

44 <https://www.whitehouse.gov/the-press-office/2011/12/06/presidential-memorandum-international-initiatives-advance-human-rights-l>

45 <https://www.usaid.gov/documents/2496/inclusive-development-advancing-lgbti-human-rights>

46 For more information see <http://glifaa.org>

47 <http://www.regeringen.se/contentassets/6eef64a9a36e48f-f9a95e4d6ad97ce84/aid-policy-framework>

48 Sweden uses "rights perspective" for the term "Human Rights Based Approach."

49 "Sidas årsredovisning 2013" ("Sida's Annual report 2013"), Swedish International Development Cooperation Agency, p. 4, <http://213.204.176.205/optimaker//interface/stream/mab-stream.asp?filetype=1&orderlistmainid=3740&printfileid=3740&filex=5455016513100>. Quoted in <https://freedomhouse.org/report/democracysupport/sweden#.VvLoLoeVu4o>

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Fund. There is however an increased focus on supporting democratic institutions. Sweden is also a major donor to various UN development agencies.

#### **Astraea Foundation:**

The Astraea Lesbian Foundation for Justice is the only philanthropic organization working exclusively to advance LGBTQI human rights and racial, economic and gender justice around the globe. In the past 39 years, Astraea has granted \$29 million USD in more than 4,300 grants to over 1,700 groups in 90 countries. The first funder to hundreds of groups, Astraea plays a catalytic role for grassroots LGBTQI organizations in the U.S. and across the globe. Astraea's relationships with in-country organizations have been crucial to the success of this program. Partners are selected through Astraea's long-standing grantmaking and partnership model.

As the lead implementing partner, Astraea is the primary contact for the Partnership and reports on all the progress including achievements of sub-awardees, though USAID maintains substantive involvement with and provides oversight to sub-awardees: the Victory Institute and the Williams Institute. As the relationship between LGBTI civil society organizations and the perception of the U.S. government and its agencies varies greatly between countries, Astraea's experience and reputation as a well-known and trusted LGBTQI social justice foundation facilitates the Partnership's work with activists on the ground.

#### **IV. Successes:**

As the work of the Partnership has evolved,

the methodology, design and programming have been refined and are now divided into four distinct areas which contribute to LGBTI movement building:

1. Research for Advocacy
2. Grantmaking
3. Media, Communications and Technology
4. Leadership and Capacity Building

#### **Research for Advocacy:**

The research for advocacy component aims to address the dearth of research in the field and in each of the countries under the Partnership. Before providing grants under the Partnership, Astraea engaged in-country activists and academic researchers to collect and report baseline data on conditions for LGBTI people. They consulted with existing Astraea grantee partners as well as other LGBTI, feminist and human rights activists in the country. The resulting Landscape Analyses provide a country-specific mapping of the priorities, needs, experiences and desired social change outcomes as articulated by LGBTI activists in that country. These documents form the basis for strategic grantmaking and country development outcomes that guide Astraea's work. Astraea has published Landscape Analyses in seven countries (Ecuador, Honduras, Colombia, Peru, South Africa, Kenya and India) and one region (Western Balkans).<sup>50</sup> Astraea has also produced the publication "Bridges to Justice: Case Study of LGBTI Rights in Nepal," which documents the significant advances in LGBTI protections over recent years and offers learning

<sup>50</sup> For further information see <http://www.astraeafoundation.org/news-and-media/publications>

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for other contexts.

#### **Research Sub-Awardee | Williams Institute, UCLA:**

The Williams Institute produced a study showing that the greater inclusion of LGBT people in emerging economies is positively associated with a country's economic development.<sup>51</sup> The study analyzed the impact of the treatment of LGBT people on economic development in 39 emerging economies and found a positive correlation between per capita GDP and legal rights for LGB and transgender people across countries. The work related to the whole global development system and was not limited to the Partnership's focus countries.

The report was primarily targeted at USAID and the wider development community as it made the connection between international development and LGBT rights. It analyzed LGBT rights, not through a human rights framework (more typical for LGBT work globally), but through a data analysis of health and other well-being outcomes. The Williams Institute focuses on this work domestically in the US, and the Partnership enabled it to expand its international research efforts.

#### **Grantmaking:**

Astraea has leveraged the Partnership's government funding with matched funding from a variety of sources (i.e., foundations). 90% of the funds used for grants to LGBTI civil society organizations come from Astraea's leveraged

funds (the other 10% come from Partnership funding). As a public foundation with the ability to fund nascent and emerging groups, including those who are unregistered, Astraea intentionally used this match funding model to ensure flexibility and operational ease for the grantee partners, making the Partnership funding accessible to them. Astraea grantee partners are not required to cost-share or match funding for any of the grants provided.

To date, Astraea has committed over US \$2.5M in grant support to 58 LGBTI organizations in 12 countries. The majority of those organizations were new to Astraea through the Partnership, meaning that the Partnership has made funding accessible to a significant number of new groups. Astraea focuses on providing core, flexible support to organizations on the ground. Organizations are encouraged to determine their own priorities for human rights and development without overly burdensome conditions or reporting requirements. As part of its long term commitment to movement building, Astraea provides multi-year grants to many organizations.

#### **Example of a Grantee Partner - Limpopo LGBTI Proudly Out, South Africa<sup>52</sup>:**

One grantee partner under the Partnership is Limpopo LGBTI Proudly Out (LLPO), an LGBTI advocacy organization based in South Africa's northernmost province. LLPO was founded by two lesbians in 2011 via social media and began working in person on the ground in 2012. Their work now centers on three strategies: empowering

<sup>51</sup> <http://williamsinstitute.law.ucla.edu/wp-content/uploads/lgbt-inclusion-and-development-november-2014.pdf>

<sup>52</sup> <http://limpopolgbtiproudlyout.co.za/>

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LGBTI communities to exercise their rights, building public support for LGBTI issues, and advocating for the inclusion of LGBTI rights in government services and civil society programs. A key strategy is generating dialogue with community members and leaders, going door-to-door and engaging directly with the families of LGBTI people and with traditional leaders. They educate them so they, in turn, can talk to their own communities about LGBTI people. As LGBTI people in Limpopo province face high levels of violence, the group also gives psychological support to LGBTI people who have been forced to leave their homes and to lesbians who have been raped. They build partnerships with local public institutions like the police and the Department of Health.

Astraea's grant is for general support, which LLPO has used to support volunteers and pay for volunteering costs like food and transport. LLPO said of their relationship with Astraea, "The way they treat you - they treat you like a partner. They let you explain your problems, and help you work out what to apply for. They guide you. It helped us grow. We have a partnership, we can talk to them."

LLPO has found Astraea to be flexible when the organization has to redirect its work. Astraea has also connected the group to other LGBTI groups in South Africa. "They [Astraea] had a conference in South Africa and they invited us to it. We wouldn't have gone if they hadn't. It brought rural issues into the conversation."

### **Media, Communications and Technology – Astraea CommsLabs:**

Astraea's Media, Communications and Technology Labs (CommsLabs) initiative brings together activists and technologists from the Global South and East with the goal of strengthening LGBTI human rights advocacy through the use of communications, digital organizing and technology tools. Working with local grantee partners, Astraea organizes convenings in which technologists and activists co-create digital advocacy tools to meet the needs of grassroots LGBTI activists in a given country or region. Local partners and their input are an integral part of every facet of planning and implementation of the CommsLabs model.

The CommsLab launched in Bogotá, Colombia. 50 LGBTI activists and technologists attended from across Latin America. The second CommsLab was held in Kenya and attended by 30 LGBTI activists from Kenya and South Africa. The group worked together to create new media strategies and digital advocacy tools specifically designed to meet the needs of LGBTI human rights defenders. The program, agenda and learning outcomes are all collaboratively designed and co-created alongside Astraea's program team; for example, an activist advisory team helps select the topics and trainers.

### **Leadership and Capacity Development: Leadership and Capacity Development Sub-Awardee | Gay & Lesbian Victory Institute**

The Victory Institute has trained 146 leaders in Europe/Eurasia and Latin America/Caribbean



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with the tools and skills to run for office or advocate for increased LGBTI representation and visibility in the political process.

In its work in Colombia the Victory Institute trained over 100 people; 23 ran for office, six were elected - five as city councilors and one as the first openly gay mayor – effectively tripling the number of openly LGBTI officials in the country. This constitutes real change within political parties. In support of this opening process, the Victory Institute also holds events and carries out research around LGBTI issues in order to raise the visibility of these issues and potential candidacies. They organized regional conferences on political participation in Latin America and the Balkans bringing together openly LGBTI elected officials, LGBTI leaders involved in the democratic process, and LGBTI CSO leaders interested in political participation as a tool to advance equality.

The Victory Institute performs its work in partnership with local organizations. The in-country partners have a strong sense of why increasing political participation is important, and how to leverage it as a tool. That said, it can be particularly difficult for local partners to engage in strategic development and planning while facing multiple daily challenges, some of which can be traumatic, hostile or violent in nature. As a result, sometimes the Victory Institute's work includes coaching the groups to think longer-term about how to use political parties to open spaces for LGBTI people, how to open political institutions, and how to work with partners in-country who are also working on political representation.

#### **RFSL – Rainbow Leaders, LGBT Leadership Training:**

RFSL has provided leadership training to 120 LGBTI activists and advocates under the Partnership. Trainees come largely from the same organizations that have received grants from Astraea and training from the Victory Institute, with the goal being to provide multi-pronged support to advocates in Partnership countries. The training program, Rainbow Leaders, takes place in Stockholm for three weeks and, approximately five months later, concludes with a follow-up week in Cape Town, South Africa.

The first week of the training course is dedicated to introducing the method, “Appreciative Leadership”, and to creating a positive group dynamic among the participants. The purpose is to learn to lead a group through a method of active listening and appreciation of one's co-workers. During the program, participants learn about project leadership, information technology, and internet security. The remainder of the first training course addresses effective fundraising and basic knowledge about international public law, the UN system, and international human rights law.

The participants then have approximately five months between meetings to try out and implement the knowledge gained during their training in Stockholm so that they can share their skills and knowledge within their organizations, training colleagues and other organizations in their region. The evaluation showed that the course developed participants' leadership skills. RFSL also notes that the training offers LGBTI

## Case Study A: LGBTI Global Development Partnership

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activists from across the Global South and East a chance to build relationships and support networks between each other.

## **V. Challenges**

### **Making the Partnership Work Well:**

This is a complex and ambitious Partnership. There has needed to be effective communication between key partners, for example between USAID and Sida, and between Astraea and grantees on the ground. Communication as a whole has improved over the course of the work, with more regular in-person meetings being utilized where issues and feedback from partners are discussed and resolved. The partners recognize the importance of working closely with groups on the ground to ensure that the Partnership's approaches and goals are consistently in sync with local values and priorities. Relationships between the partners and local activists have been key to enabling the Partnership to effectively meet the needs of groups on the ground.

## **VI. Conclusion**

Without the unique contributions from each partner – funding from USAID, Sida, and other organizations; the global reputation and LGBTI grantmaking knowledge of Astraea; and the local expertise of LGBTI organizations and activists – this Partnership would not be possible nor effective in achieving progress towards development outcomes across the world.



Photo courtesy of MSMGF

## 6. Partnership between Global North government and foundations and a Global North based international network which then works with local LGBTI organization in Global South and East

- International networks provide expertise in content areas, and familiarity with geographical regions that may be challenging to fund.
- Grantees are able to benefit from access to global networks for learning and technical expertise that can enhance their work on the ground.
- Grantees are able to access additional international networks beyond the intermediary that can offer important advocacy and funding platforms.

## Case Study A: The M-Coalition: Growth of a grassroots regional MSM network in the Middle East and North Africa

### 6. Partnership between Global North government and foundations and a Global North based international network which then works with local LGBTI organization in Global South and East

#### I. Partners:

**Funders:** ViiV Foundation and Robert Carr civil society Networks Fund (RCNF)

**Partners:** MSMGF, Arab Foundation For Freedoms and Equality (AFE)<sup>53</sup> and the M-Coalition

#### II. Region:

Middle East and North Africa (MENA)

#### III. Background:

In late 2011, the MSMGF (Global Forum on MSM and HIV), under its Speaking Out advocacy initiative, began to work with a group of 12 advocates from the MENA (Middle East and North Africa) region to adapt, translate, and implement the Speaking Out<sup>54</sup> Toolkit into French for Arab Francophone countries in the region. Speaking Out is a toolkit designed to guide training of trainers in advocacy specifically on issues of MSM and HIV. It addresses investment, services, stigma and discrimination, self-care and working in hostile environments, and how-to resources. A participatory approach is emphasized throughout the toolkit to foster engaged, dynamic discussions between trainers and participants. The toolkit was designed to be adapted to local country or region contexts depending on need, skill level, and previous experience.

During this adaptation process, the Speaking Out training participants, mostly activists and civil society grassroots organizations from North Africa, discussed the need to build regional support between and among advocates working on HIV and MSM human rights issues. They were clear that the HIV response in the MENA region was not adequate. HIV infection was increasing, mostly among gay men and other Key Affected Populations. The messaging on prevention wasn't targeting gay men because of the cultural context in the region. In addition, if the MENA region was represented in the global space it didn't include local people or the voices of gay men. "During the [Speaking Out] training, we heard complaints about the lack of solidarity and coordination among civil society when reacting or denouncing an event or human rights abuse. We were all doing nice work, but we were isolated and some of our efforts were duplicative. We have similar contexts and can share lessons, cooperate on research – which is a big gap in our region – and on advocacy. So it was logical that we felt we would be stronger together at a regional and international level." said Johnny Tohme, who was one of the training participants and later went on to become the first Executive Director of the M-Coalition.

When several gay men were arrested at a cinema in Beirut in the summer of 2012, Speaking Out participants used the listserv to share information and strategize together on developing a response. In Lebanon, participants said that they felt safer with the backing of their regional colleagues and activists. Building on this, several participants approached MSMGF policy staff in early 2013 to discuss setting up a platform for MSM in the

53 <http://www.afemena.org>

54 <http://msmgf.org/advocacy/speaking-out/>



## Case Study A: The M-Coalition: Growth of a grassroots regional MSM network in the Middle East and North Africa

### 6. Partnership between Global North government and foundations and a Global North based international network which then works with local LGBTI organization in Global South and East

MENA Region and how MSMGF could support this. They also reached out to organizations and individuals beyond the Speaking Out participants, including to regional partners like UNAIDS.

#### IV. Leveraging Relationships:

The MSMGF agreed to provide technical support including looking at platform composition, governance mechanisms, a code of ethics, and criteria for membership and participation. The MSMGF co-facilitated a meeting of these organizations and individuals in Lebanon with ITPC MENA<sup>55</sup> (International Treatment Preparedness Coalition) in January 2014, where the group discussed access to prevention services, health rights and changing discriminatory policies. Participants noted that they could concentrate on HIV as an entry point to work on broader gender and sexual rights issues. They decided that they were a coalition, and used the single letter “M,” as opposed to MSM, for security reasons.

The MSMGF was able to raise funding from the Levi Strauss Foundation, and ViiV Healthcare. Participants noted that it was difficult to get the attention of funders at the beginning of the project. ViiV Healthcare’s Positive Action Program became their main donor during 2014. ViiV was interested in the MENA as a region with fewer funding opportunities. Generally, activists do not receive funds from their national governments, except for some countries in North Africa where the Global Fund is working on MSM, but ViiV had a dedicated fund for MENA. MSMGF helped the M-Coalition prepare its

first proposal to ViiV, and they were named as a technical advisor. The M-Coalition received a one-year grant in 2014. This core funding helped to hire the first employees, an Executive Director (part-time) and a communications officer to raise the profile of the organization, and pay part of the rent. The part-time Executive Director spoke Arabic, French and English in order to serve all the populations across the region. The monitoring and evaluation responsibilities were light and manageable.

The Arab Foundation for Freedoms and Equality (AFE) was chosen as the hosting secretariat because Lebanon was one of the safer and more tolerant areas within the region, making it easier to move funds and manage activities. Working with the AFE as host was a practical arrangement that made sense for both organizations. The AFE’s organizational and financial infrastructure was already in place and benefited the embryonic M-Coalition ensuring that it didn’t have to build a duplicative structure. The M-Coalition’s work on sexual health and HIV expanded the AFE’s portfolio. At first ViiV wanted the M-Coalition to be registered as an independent organization which is a common funder demand. However, in the end they were flexible and worked with the M-Coalition and its host, the AFE.

The M-Coalition held a second meeting in Tunis in May 2014. Seventeen people<sup>56</sup> attended and confirmed the governance structure, clarified the vision, strategized and identified priority projects. They selected a 13-person steering committee with two co-chairs, one from Palestine and the other

<sup>55</sup> <http://www.itpcmena.org/>

<sup>56</sup> From Morocco, Sudan, Egypt, Tunisia, Lebanon, Mauritania



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from Tunisia, representing both Francophone- and Arabic-speaking members. The UNAIDS regional office participated by video-conference, and discussed how they would like to involve the M-Coalition in the field, designing, implementing, and monitoring programs.

One of the co-chairs noted how the MSMGF, in their role as co-facilitators, did not impose their ideas, were flexible, and helped the group to come up with ideas of their own. “This is extremely important! The rhetoric we commonly hear that the M-Coalition is an idea ‘imposed from the West’. It is therefore important that none of the ideas we come up with are introduced through an international body or individual; rather, that it is the ideology of people and activists from within the region.”

#### V. Successes:

MSM advocates from the MENA Region launched the M-Coalition as the first Arab coalition on MSM and HIV at the International AIDS Conference in Melbourne in 2014. As one member of the coalition noted, “This time it was the community, the target population, who handled presentations on the MENA Region, and the booth.” The launch was part of an IAS preconference workshop where coalition members noted that there were many misperceptions about conditions for MSM in the MENA region. Most people were surprised by the rapid emergence of the M-Coalition given their perception that nothing is possible in the MENA region, that all countries face the same issues, and that security risks are too great. This affirmed the coalition’s mandate to dispel myths – both those

that stigmatize and discriminate, and those that present the region as ‘impossible’ to work in.

In December 2014, the MARSAS Sexual Health Clinic<sup>57</sup> (Lebanon) finalized translation and adaptation of the Speaking Out Toolkit into Arabic with activists from the MENA region. In January 2015, the M-Coalition used the piloting of the Arabic version as an innovative platform for strategic planning, attended by participants from Lebanon, Palestine, Morocco, and Algeria.

They identified these five goals:

1. Strengthened regional, sub-regional, and national networks of MSM across the Arab region linked to each other, including networks of MSM living with HIV, networks of organizations working on human rights, and those working on sexual and bodily rights.
2. Increased knowledge and data on MSM and HIV through the promotion of research, and its broad-based dissemination locally, regionally, and internationally.
3. Increased investment (funding) in effective HIV prevention, care, treatment, and support programs for MSM.
4. Expanded coverage of rollout and access to quality HIV-related services for MSM.
5. Decreased stigma, discrimination, and violence against MSM.

The M-Coalition had a fast development process. At that point in the Middle East, there was only

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<sup>57</sup> [marsa.me](http://marsa.me)

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one network working with people living with HIV/AIDS, one network on women living with HIV and one network decided to harm reduction in MENA, and none on key populations. But there was a strong desire to work on these issues - the activists had been in the field for many years and were ready. With the Arab Spring they were more confident and felt enabled by the wider regional political landscape. Johnny Tohme is less clear about the positive impact of the Arab Spring but notes that there are now many more new activists and a lot of initiatives around getting activists together at the regional level. This is new development in the past few years.

In August 2014, the M-Coalition issued their first official rights-related press release after a raid on the Agha Hammam Sauna in Lebanon. The raid followed an incident where the sauna was named as a gathering place for men seeking sexual encounters with other men. Sixteen men, mostly migrant laborers, were arrested and tortured during detention. In December 2014, the M-Coalition issued another press statement after the raid of a Cairo bathhouse where the police detained 27 men on charges of public indecency and group debauchery. In their press release, the M-Coalition denounced the incident “as a case of homophobic practice that aims to police the sexual rights and liberties of the individuals involved,” calling for the immediate release of all the detainees from “under charges which violate their sexual and bodily rights and integrity.” All 27 men were released, and several organizations have filed lawsuits against the journalist who instigated the raid.

The M-Coalition also connected with global partners, for example, a meeting in Thailand,

co-organized by the MSMGF and the Pangaea Global AIDS Foundation, on operationalizing the WHO Guidelines on HIV Prevention, Diagnosis, Treatment and Care for Key Populations, as the first representatives at any such meeting from the MENA Region. The M-Coalition was also invited to attend a regional meeting in Beirut organized by the Global Fund, to introduce the New Funding Model to the Arab world. The Executive Director gave a presentation introducing the M-Coalition at the meeting, and critical discussions were held on how to create better and more direct links between civil society and the Global Fund without always having to go through the Country Coordinating Mechanism (CCM), or the government.

The M-Coalition was also able in 2015 to:

- Develop a health assessment of MSM needs in the whole MENA region (funded by RCNF) and produce a mental health assessment of MSM in five countries in the region (Lebanon, Morocco, Algeria, Tunisia and Sudan) (funded by HIVOS);
- Produce a toolkit on community engagement (MSM & Transgender) in Global Fund’s new funding model (funded by RCNF);
- Produce a toolkit on security assessment and planning for HIV and LGBT rights activists in the MENA region (funded by RCNF).

All four documents were released at the end of 2015 (December) and were funded by RCNF.

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ViiV funded a two year project, starting in 2016, to map and evaluate sexual health services for key populations in six countries in the region, and then train activists from those countries to advocate for better services to meet their needs.

The MSMGF's Consortium of MSM Networks addressed its weak representation in the MENA region by adding the M-Coalition into the Consortium, inviting them to bimonthly Consortium meetings for discussions about regional and global issues. The MSMGF gathers more than nine regional networks from all around the world and provides core funding and program support to them. It submitted a proposal to the RCNF's Global Fund-related work on behalf of the Consortium, including the M-Coalition. The project focused on increasing engagement of MSM and transgender people in national AIDS planning processes and the inclusion of high quality, rights-based, and evidence informed programs into concept notes submitted to the Global Fund for funding consideration. The MSMGF was able to pass on RCNF funding which meant that the M-Coalition was able to hire another staff person to do the coalition work and ensure then sustainability of their programs in the region. Finally, the M-Coalition will join MSMGF's Steering Committee in the summer of 2016.

Johnny Tohme is clear about the added value of the MSMGF to the M-Coalition. The M-Coalition needed the MSMGF to establish itself. Their experience of and access to funding was crucial. For example, the reporting requirements for the RCNF are more onerous and the MSMGF has supported the M-Coalition with this process, for

example by creating templates for them to fill out. The MSMGF's inclusion of the M-Coalition in the Consortium of Networks connected them to coalitions all over the world from whom they learned a great deal. He also noted that the MSMGF understood the importance of putting the M-Coalition in the spotlight at the IAS launch understanding that this visibility would help their work – which it did. They also connected the M-Coalition with donors and funders.



## 7. Direct partnership between Global North government and local or national Global South and East LGBTI CSO

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- Funding flows directly to the CSO and not through an intermediary.
- Many organizations in the Global South and East want to have a direct relationship with the government, not least to be able to influence the policy that underpins the funding rather than only being able to re-direct project budgets.
- These organizations are clear that they have the organizational capacity to manage the grants effectively and deal directly with audit and M&E obligations and say that it should be up to them to decide whether or not they do, in direct cooperation with the government.
- Some organizations in the Global South and East say that small LGBTI organizations get trapped in a cycle of small grants and so are unable to grow, develop leadership and the additional capacity to be able to have this direct funding relationship, and are forced to remain dependent on the funding relationship with the intermediary.

## Case Study A: Coalition of African Lesbians (CAL)

### 7. Direct partnership between Global North government and local or national Global South and East LGBTI CSO

#### I. Partners:

**Funders:** German and Swedish Governments,

**Civil Society Organizations:** Coalition of African Lesbians, LSVD, filia.die Frauenstiftung

#### II. Background:

The Coalition of African Lesbians (CAL) is a network of organizations working to transform Africa into a continent where social justice prevails for all. It views itself as a part of multiple social movements, including the women's movement, the sexual and reproductive rights movement, the broader lesbian, gay, bisexual, transgender and intersex movement and the economic justice movement. Their work is shaped by African radical feminist values and these are central to their analysis of how funding should flow from governments in the Global North to the Global South, including to those working on rights related to sexual orientation and gender identity and expression in the Global economic South, particularly in Africa.

CAL receives funding from a number of sources but this case study looks at their funding from, and relationship with, the German and Swedish governments. One of the grants that CAL receives from the German government is for the Masakhane project. The funding comes via the Lesbian and Gay Federation in Germany (Lesben- und Schwulenverband in Deutschland e. V. or

LSVD)<sup>58</sup> and filia.die Frauenstiftung,<sup>59</sup> a feminist foundation in Germany. CAL also receives core funding from the Swedish International Development Cooperation Agency (Sida).

#### III. Successes:

In the case of the Masakhane project with the LSVD and filia.die Frauenstiftung, given the tightly controlled reporting policies of the German government, it has been useful for CAL to work with these two intermediaries. It's the intermediary who negotiates with the funders, for example around the need to change direction and shift the terms of the original proposal. However, CAL is clear that this relationship with the intermediaries has been effective because they have had explicit conversations about power and acting in solidarity with CAL. "We've had conversations about power and how we relate to each other within the power differential." This is a familiar process for filia.die Frauenstiftung as a feminist foundation. The partnership and their ways of working are constantly reviewed as a collective.

CAL has refused grants from other funders for various reasons, one of which is where there are no possibilities of developing an analysis of power or even having the conversation about the culture of the partnership. "If you don't have the conversation about power you're forcing southern NGOs into a survivalist economy, where

<sup>58</sup> <https://www.lsvd.de/ziele/buergerrechte/lsvd-the-lesbian-and-gay-federation-in-germany.html>

<sup>59</sup> <http://www.filia-frauenstiftung.de/en/>



## Case Study A: Coalition of African Lesbians (CAL)

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there's no space to say this is a bad relationship. There are ways to have those conversations. And there needs to be a mechanism where you can hold northern NGOs to account when they are manipulating information, political space and knowledge, when the NGO from Amsterdam or New York says that they generated that information and knowledge. But the knowledge belongs to us, it's based on our ideas and analysis. We can think. We can speak. Their role is to be a real enabler. CAL has addressed so many audiences in Germany, speaking in our own name and even saying unpopular things. LSVD and filia have enabled that."

CAL notes that different governments have different policies around funding that reflect their foreign policy positions and their position on international aid, how it will flow, to where and why. The issue of rights related to sexual orientation and gender identity and expression lies within that wider context and it's important to realize that. Governments make their funding conditional, and these conditions are described as technical but really they're ideological. "There is a false dichotomy saying the one who receives the money has no capacity, and the northern NGO who gives the money has capacity. That they will build our capacity. But that's wrong. Their understanding of our movements and activism is based on their learning from us, our work, our knowledge and experience." CAL notes that while intermediaries may be useful at the formative stage of an organization, direct funding from governments enables the organization to lead on, take charge of and strengthen its own capabilities.

CAL receives core funding from Sida and is clear about the important benefits of this. As part of the process for applying for and receiving core funding, Sida contracted auditors to conduct a systems audit of CAL. "They sent out auditors from Stockholm, who spent a week here. They reviewed our systems, gave us guidance and made recommendations for strengthening procedures. This was all paid for by the Swedish government. We strengthened our systems and we moved to the next level and so, qualified for core funding." As CAL points out, this is the Swedish model for getting core funding - they complete their due diligence, which is rigorous and once they are sure the organization's systems are sound the organization can receive core funding. In addition to the audit, SIDA carried out an external evaluation of CAL's work using a joint, participatory process. "We developed the terms of reference together, selected the evaluator together, we didn't feel like it was their evaluation or that it was punitive in any way." The evaluation made recommendations which CAL used to develop a new plan of action. Sida then supported the plan by offering funding for additional M&E support for the next four years.

For CAL this kind of core funding, which invests in longer-term institution building, is a critical and effective way for them to be able to address the lived realities of the women they work with and the political and economic contexts in which they are located. As CAL points out, "Transformation doesn't happen in projects, it happens in constantly evolving institutions and movements. Unless you're investing in institution building and movements, you're not really investing in change."

## Case Study A: Coalition of African Lesbians (CAL)

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The current grant from Sida is between 10 and 14M South African Rand (\$670,000 USD and \$930,000 USD) per year. CAL is clear that this scale of funding gives them the opportunity to build the institution, for example by hiring and retaining talented staff who can be paid an appropriate wage for their level of skills and invest in movements. “I can’t ask someone to come from Nairobi to Johannesburg for a four month contract, but I can to come for a four year contract.” This grant enables that. It also gives them the flexibility to vision and deliver long-term, transformational change. The Sida funding came along as the organization was emerging from a financial crisis, with high levels of staff burn-out and dependence on volunteers. Alongside the sustained investment of the time, passion and labor of CAL staff and members, Sida’s grant enabled CAL to lift itself out of that phase.

In addition, the Sida grant has triggered other opportunities now that other funders know that CAL has passed a Sida audit. It gives them enormous financial credibility and access to an expanded base of donors. It shows that they have successfully managed a substantial, and increasing, grant. Funders can see how their capabilities have increased. “It really has had a ripple effect. We get approached with offers to fund CAL. We can say yes or no, and even say we don’t like the terms of the grant and contract.”

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# Abbreviations

**ACHPR** African Commission on Human and People's Rights

**AFE** Arab Foundation for Freedoms and Equality

**AIDS** Acquired Immune Deficiency Syndrome

**AU** African Union

**CEDAW** Committee on the Elimination of Discrimination against Women

**CEDEP** Centre for the Development of People

**CREA** Creating Resources for Empowerment in Action

**CSO** Civil Society Organization

**DIE** Deutsches Institut für Entwicklungspolitik

**DRL** USA Department of State's Bureau for Democracy, Human Rights, and Labor

**EU** European Union

**GIHR** German Institute for Human Rights

**GIZ** Gesellschaft für Internationale Zusammenarbeit

**GEF** Global Equality Fund

**HAI** Heartland Alliance International

**HIV** Human immunodeficiency virus

**HIVOS** Humanistisch Instituut voor Ontwikkelingssamenwerking (International Humanist Institute for Cooperation with Developing Countries)

**HR** Human rights

**HRC** Human Rights Committee HRLR Human Rights Law Review

**HRW** Human Rights Watch

**IACHR** Inter-American Commission on Human Rights

**ICCPR** International Covenant on Civil and Political Rights

**ICESCR** International Covenant on Economic, Social and Cultural Rights

**ICJ** International Court of Justice

**IGLHRC** International Gay and Lesbian Human Rights Commission

**ILGA** International Lesbian, Gay, Bisexual, Trans and Inter\* Association

**ISHR** International Service for Human Rights

**IT** Information technology

**LGBTI** Lesbian, gay, bisexual, transgender and intersex

**LGBTQ** Lesbian, gay, bisexual, transgendered and queer

**LLH** Norwegian national LGBT organization

**MSM** Men who have sex with men

**NGO** Non-governmental organization

**NHRI** National Human Rights Institution

**OHCHR** Office of the High Commissioner for Human Rights

**OSI** Open Society Institute

**PGF** Participatory grant-making funds

**SIDA** Swedish International Development Agency

**SO** Sexual orientation

**SOGI** Sexual orientation and gender identity

**UHAI-EASHRI** UHAI-The East African Sexual Health and Rights Initiative

**UN** United Nations

**UNHCHR** United Nations High Commissioner for Human Rights

**UNHCR** United Nations High Commissioner for Refugees

**UNHRC** United Nations Human Rights Council UPR Universal Periodic Review

**WSW** Women who have sex with women

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# About Global Philanthropy Project

Global Philanthropy Project (GPP) is a collaboration of funders and philanthropic advisors working to expand global philanthropic support to advance the human rights of lesbian, gay, bisexual, transgender, and intersex (LGBT) people in the Global South and East.

Established in 2009, GPP's 16 member organizations include many of the leading global funders and philanthropic advisors for LGBT rights. As the first international cohort of LGBT funders, GPP is internationally recognized as the primary thought leader and go-to partner for donor coordination around global LGBT work.



## Our Goals:

- Cultivate and deepen the knowledge, skills and capacity of GPP members and other funders in support of global LGBT issues.
- Increase the amount and influence the type of private and public foundation funding dedicated to global LGBT issues.
- Increase the amount and influence the type of multilateral and bilateral aid and development funding dedicated to global LGBT issues.
- Increase the amount and influence the type of philanthropic giving from individual donors dedicated to global LGBT issues.
- Increase the amount and influence the type of philanthropic giving from corporations dedicated to global LGBT issues.
- Build a dynamic, responsive, and effective structure enabling the GPP network.

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